

**HISTORIC PROPERTIES SURVEY
OF
FLAGLER COUNTY, FLORIDA**

Historic Property Associates, Inc.

St. Augustine, Florida

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PROJECT STAFF

Coordinator: Paul L. Weaver, M.A.

Architectural History: Paul L. Weaver, M.A.

Historical Research: Paul L. Weaver, M.A.
Leona Moody Knight
Norma Turner
Jamie Likens

Photography and Graphics: Paul L. Weaver, M.A.
James Quine
Gregg Maxey

Computer Applications: William R. Adams, Ph.D.

Clerical Assistance: Christina Costello
Juanita C. Potter

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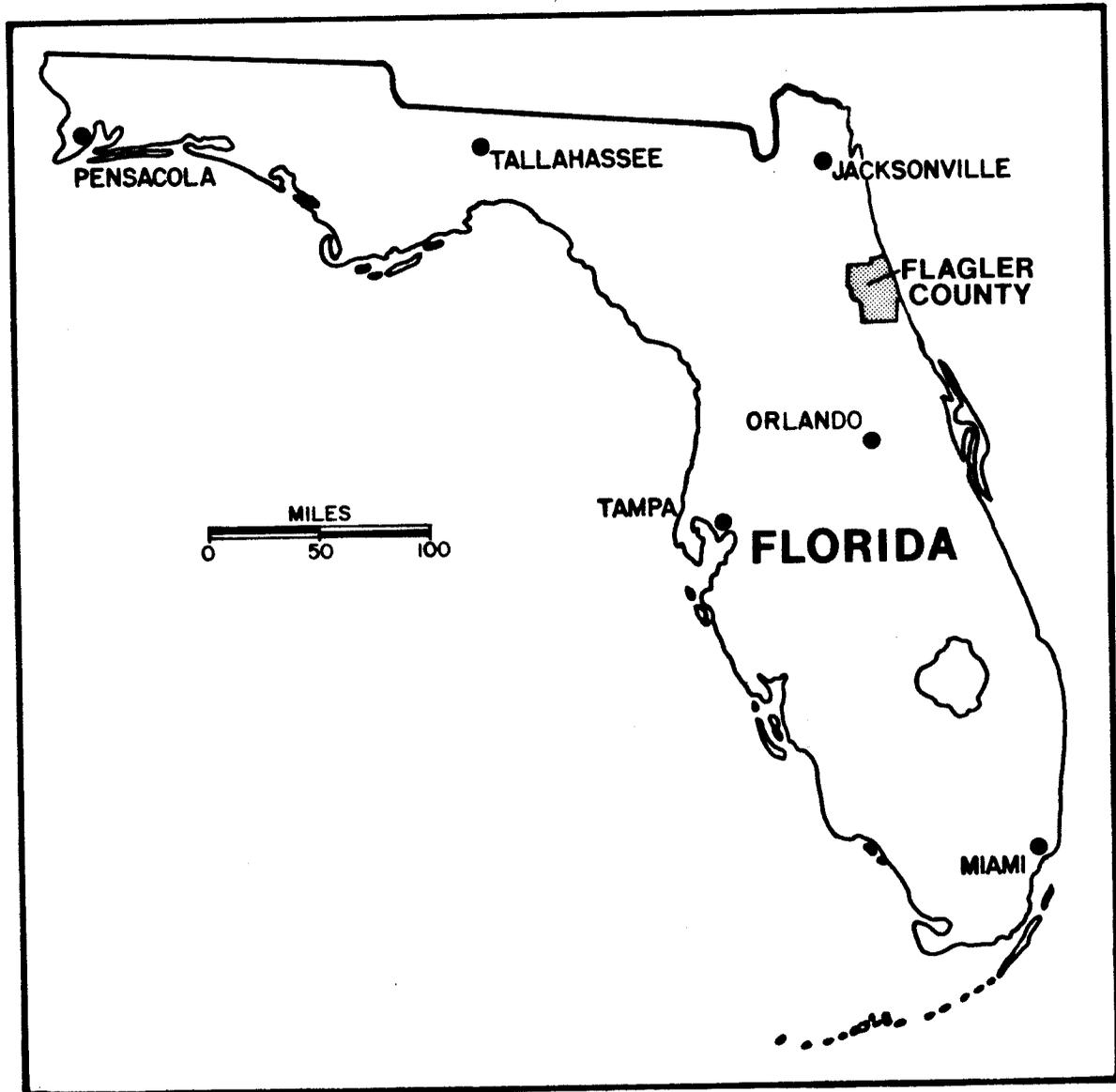
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Finally, we must acknowledge the residents of Flagler County who answered our questions and permitted the site inspections that we made and the photographs which we took. We hope the survey will serve its intended role in the preservation of their county's cultural legacy.



Location of Flagler County

Figure 1

SURVEY CRITERIA

All surveys conducted in association with the Division of Historic Resources, Florida Department of State, utilize the criteria for placement of historic properties on the National Register of Historic Places as a basis for site evaluations. In this way, the survey results can be used as an authoritative data bank for those agencies required to comply with both state and federal preservation regulations. The criteria are worded in a subjective manner in order to provide for the diversity of resources in the United States. The following is taken from criteria published by United States Department of the Interior to evaluate properties for possible inclusion in the National Register.

Criteria for Evaluation

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

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

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

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

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

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

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

B) a building or structure from its original location but which is

significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

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

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

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

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

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

The Division of Historic Resources utilizes the same criteria in a somewhat less restrictive manner in selecting properties to be placed in the Florida Master Site File. This allows the office to record more properties of purely state and local significance than normally would be included in the National Register. It should be pointed out that the Florida Master Site File is not a state historic register, but an inventory which is intended for use as a planning tool and as a central repository of archival data on the physical remains of Florida's history. Each individual file in the Florida Master Site File could become a permanent record upon the loss of, or irreversible damage to, that particular property.

The survey team examined all extant buildings within Flagler County that, regardless of integrity, appeared to be at least fifty years old or older. A key document used in estimating the age of buildings was the 1936 Florida Department of Transportation Map of Flagler County. Buildings that had lost the integrity of their original design and individual architectural features were subsequently eliminated from the inventory. For several reasons, 1930 was chosen as the cut-off date for the survey. First, it satisfied the fifty year criteria used by the National Register. Second, and more importantly, it allowed for the inclusion of nearly all significant historic properties located within the survey area.

Based on documentary evidence, principally Sanborn Fire Insurance maps of Bunnell and the Department of Transportation map, it is clear that the historic development of Flagler County, was largely complete by the late 1920s. The collapse of the Florida Land Boom in 1926 slowed

development. Any additional development was limited by the onset of the Great Depression, which by 1930 had taken hold in Flagler County and communities throughout the United States. The Bunnell City Hall, a building constructed in 1937 but of obvious significance to the community, was included in the survey. It was listed on the inventory and information about it was recorded on a Florida Master Site File form.

SURVEY METHOD

A survey is a systematic, detailed examination of historic properties within either thematic or geographic limits. It is undertaken to determine the exact nature, extent, and character of historic properties. Using the definition of the National Park Service, historic properties are buildings, structures, objects, sites, or districts significant in national, state, or local history or pre-history.

One approach to survey is to define a particular theme for examination. Thematic surveys are intended to identify all historic properties of a given type within a given area and/or time period. A survey of county courthouses or Spanish mission sites in Florida are examples of thematic types.

The second and more common survey is the geographic or area type. Area surveys, when properly designed and executed, result in a comprehensive recording of all significant themes and types of properties associated with them that are located within established geographic boundaries. The geographic boundaries for a survey might be a subdivision, a downtown area, a residential neighborhood, or a political subdivision such as a town, city, or county limit. The Historic Properties Survey of Flagler was a comprehensive, area survey focusing on standing structures and drawing its personnel from the disciplines of architectural history and history. Its boundaries were the limits of Flagler County. The goal of the survey was to locate, identify, and evaluate the significance of the standing structures and archaeological sites within the area.

The methodology used when conducting historic property surveys consists of a series of progressive steps, representing increasing levels of intensity carried out in succession. In the case of Flagler County the initial level consisted of research of existing historical literature to determine the periods, activities, and personalities significant to the development of the county and to identify any previously recorded historic buildings and other standing structures. The intermediate level included field survey to locate or confirm the location of extant properties, evaluation of preliminary research and field survey, recording site data, and compilation of a basic inventory. The third level consisted of an analysis of properties by theme and period of significance, evaluation of the significance and concentration of the historic buildings, and recommendations for National Register nominations and locally recognized landmarks.

Survey also needs to be distinguished from the registration, protection, and enhancement phases of the preservation process. Survey is the fundamental first step in what is the ultimate goal of historic preservation: the protection and enhancement of significant properties. Before significant properties can be protected and enhanced, they must be located, identified, and preliminarily evaluated. These are the

tasks which should be accomplished during the course of a survey.] As a logical consequence of survey, truly significant properties should be registered or recognized for their significance. One of the most common errors associated with historic preservation is the designation of historic properties before they and their historical context are fully identified and documented through the survey process.

Registration is the formal evaluation and recognition of significant properties by local, state, or federal governing bodies or agencies. It should be made clear that survey and registration are separate but related activities, the former concerned with the activities described above and the latter with the full documentation, formal evaluation, and official recognition of those deemed at least locally significant. Survey and registration are most efficiently carried out independently, as attempts to combine them can result in undesirable distortion or diffusion of effort. But they achieve the most efficient results when they are coordinated, that is, when the location and identification of historic properties leads to their full documentation, evaluation, and registration, and when registration applications are prepared with benefit of survey information.

[Once a historic property has been registered through a formal review process using qualified professionals and established criteria, it can then be protected or enhanced through legal and financial means. Since there is neither a local register for Flagler County nor a state register for Florida, [the only possibility for the formal recognition of historic properties in the city is the National Register of Historic Places.] However, since the National Register recognizes properties which are at least locally significant, those which are truly significant to the history of the county will be eligible for listing.]

The format for recording survey data was the Florida Master Site File form for standing structures. Forms were set up on a D-Base III data processing program. The forms were updated as additional information was generated and then were printed-out in hard copy. Analysis of the data, particularly the results of the field survey, was facilitated by the D-Base program. Information about historic properties was recorded on a computer disk filing system, and an inventory of those evaluated as being significant to the history of Cocoa is provided in this report.

[In accordance with the survey criteria 91 properties, almost all of them buildings, were recorded during the course of the project. The survey team field inspected each property, photographed it and recorded its location on a base map or United States Geological Survey map. The team noted its condition, integrity, and any threats to it. After the completion of field work, the team recorded the aforementioned information along with the legal description of each property, its address, and the name of its owner.]

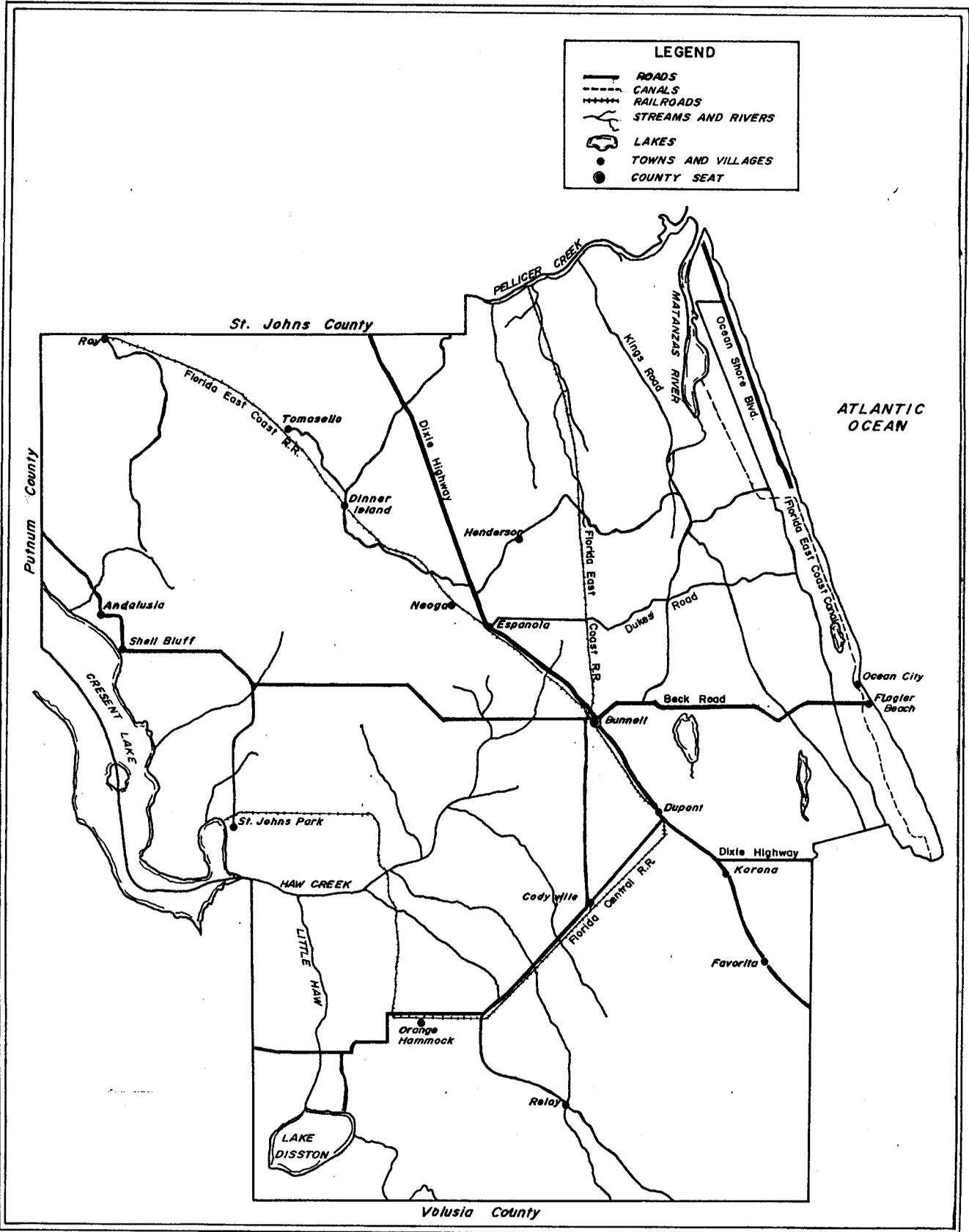
The development of a historical context for evaluating properties

in Flagler County constituted a major portion of the survey. The consultant's team of historians conducted a preliminary literature search, focusing on the chronological development of the county and emphasizing important events, individuals, and significant themes associated with the development. They conducted research at the Flagler County Courthouse, Bunnell; St. Johns County Courthouse, St. Augustine; the St. Augustine Historical Society Library, St. Augustine; the Florida State Library and the Library of the Bureau of Historic Preservation, both in Tallahassee, and the Library of Florida History, University of Florida, Gainesville. The research information formed the basis for the preliminary and final historical reports.

Based on the visual reconnaissance, information gleaned from cartographic sources, newspapers, and other primary source materials, and discussions with informants, the survey team established a range date of construction for all standing structures, and determined an exact year for some. They included the date of construction on the Master Site File form in the appropriate place, entering either the range date or the exact date. In most cases it proved impossible to establish a firm date of construction. As a consequence, the survey team entered an approximate date with a c. for circa before it. [The results of the architectural and historical research were incorporated into the final report and on the individual Master Site File forms.]

LEGEND

-  **ROADS**
-  **CANALS**
-  **RAILROADS**
-  **STREAMS AND RIVERS**
-  **LAKES**
-  **TOWNS AND VILLAGES**
-  **COUNTY SEAT**



HISTORICAL DEVELOPMENT OF FLAGLER COUNTY

Flagler County is located in northeast Florida within the oldest continuously settled area of European occupation in the United States. It was originally part of St. Johns County, which together with Escambia County, formed the first political subdivision of the State of Florida. St. Johns County dates from July 21, 1821 when Andrew Jackson, as military governor of the territory, divided East and West Florida into counties. Escambia County encompassed the area between the Perdido and Suwannee Rivers, and St. Johns County formed the remainder of the territory east of the Suwannee. Flagler was formed from St. Johns and Volusia Counties in 1917.¹

Names often tell us much about the history of a place. Such is the case with Flagler County. The county is named for Henry Morrison Flagler, Florida's most important entrepreneur of the late 19th and early 20th centuries. Flagler amassed a fortune as a partner of John D. Rockefeller in the Standard Oil Company. During the early 1880s he visited St. Augustine and settled on the Ancient City as the base for his operations in Florida. He soon financed the construction of two grand hotels there, the Ponce de Leon and the Alcazar, and acquired a third, the Cordova. Closely linked with Flagler's Hotels was his railroad, the Florida East Coast Railway. From the time of his arrival in Florida until 1912 when his railroad reached Key West, Flagler opened the east coast of Florida, including the county that bears his name, for development.²

Flagler County was part of Spanish Florida, the setting for the first continuous European settlement in the United States. Under Spanish rule Florida was not densely settled or intensively developed. It contained none of the attractions which brought settlers to other regions of the Spanish colonial empire. There were no precious metals, no highly fertile agricultural land, and no sedentary Indian population available as a source of labor. Instead of a mining, agricultural, or commercial settlement, Florida served as a military outpost and a point of departure for Spanish missionaries seeking to Christianize its aboriginal inhabitants.

Spanish Florida was first and foremost a strategically important outpost in the Spanish Caribbean defense system. It served as a buffer against intrusion into more economically valuable areas of Spain's colonial empire. St. Augustine was a military base for protecting the Spanish treasure fleet which sailed homeward annually along the Gulf Stream laden with gold, silver, and other valuable cargo. It and the remainder of Florida enabled the Spanish to prevent foreign encroachment into the Gulf of Mexico, the key to the riches of New Spain. By maintaining possession of Florida the Spanish were able to slow the expansionism of the British and French. Following the founding of Virginia and the subsequent French exploration and settlement of the Mississippi River Valley, Florida served them as a bastion against the English and French expansion into the Southeast. Because of its strategic importance, it was attacked at various

times by the English, the French, pirates, and British colonists to the north. In order to prevent the occupation of St. Augustine, the Spanish developed an elaborate system of defense. The area which is now encompasses Flagler County was an integral part of the system.³

One early component of the Spanish defense system was a chain of wooden watchtowers. Construction of the watchtowers was initiated in 1569 for the protection of the coastal areas surrounding St. Augustine. The watchtowers were located north and south of the town and served to give warning of approaching enemy vessels. When a vessel approached, the garrison at St. Augustine would be placed on a limited alert. If the vessel proved to be an enemy, the garrison could take defensive measures. One of the key watchtowers was located near the northeastern part of Flagler County.⁴

Between 1574 and 1700 Spanish Florida did not develop significantly. Instead it remained a backward, unpopular military and mission outpost with little of the glitter and pomp which characterized life in busier imperial centers. Its residents were primarily soldiers, their wives and children, and shopkeepers catering to the needs of the military. The military atmosphere was tempered by administrators, friars, and Indians, but for the most part Spanish Florida was a colony of soldiers. Without large deposits of gold and silver, rich soil, or a large sedentary Indian population, Spain found it difficult to develop Florida into more than a military outpost. The province successfully fulfilled its military function throughout the colonial period, but in other ways Florida failed to fit the usual pattern of colonial development. The highlight of the military history of Florida prior to 1700 was the construction of the Castillo de San Marcos at St. Augustine during the late 17th century.⁵

With the development of the English colonies to the north during the 17th century the area which Spain effectively controlled in North America was greatly diminished. After Governor Moore of South Carolina attacked St. Augustine in 1704, Spanish Florida was essentially bounded by the St. Johns River on the north and west, the Atlantic Ocean on the East, and Pellicer's Creek on the south. The major defense work to the south during the 18th century was Ft. Matanzas, located at the mouth of the Matanzas River. No Spanish military sites have been documented south of Pellicer Creek in Flagler County.

In addition to its military function, St. Augustine and its environs became a point of departure for Spanish missionaries seeking to Christianize Indians in surrounding regions. The missions were among the most important influences on the development of Spanish Florida. They affected not only the religious and social life of the colony, but also such matters as the location and character of its settlements, the nature of its defense, and its agrarian policy. The responsibility for the missions was assigned to the regular clergy, represented at first by the Society of Jesus in 1566, and then beginning in 1574 by the Order of St. Francis, following the withdrawal of the Jesuits from Florida. Starting with less than half a dozen friars, the number of Franciscans was gradually increased until at maximum strength,

which was reached during the mid-seventeenth century, the order was represented by approximately fifty friars. With this comparatively small organization, the Franciscans maintained more than fifty missions, including a considerable number of doctrinas and other centers which contained no regular stations but were occasionally visited by friars. A doctrina was a principal mission center in which the main activity was religious education.⁶

The mission system grew steadily following the arrival of the Franciscans. Occupying first the stations already developed by the Jesuits, the Franciscans had, by about 1600, extended their activities to include several intermediate positions of strategic importance along the Atlantic coast between St. Augustine and Port Royal Sound. In the early seventeenth century, they began moving westward into the interior. Many of the missions were organized along the ancient Indian trail which extended west from St. Augustine to the Apalache region.⁷

The expansion of the English Colonies to the north during the late seventeenth century signaled the end of the mission system in most of Spanish Florida. By 1702 the English and their Indian allies had destroyed many of the missions in Apalache and those along the St. Augustine-Apalache Trail. As a result of the English attacks, many of the Indians who remained loyal to the Spanish moved closer to St. Augustine for protection.⁸

Although at least one historian has reported a mission site at the Bulow Plantation ruins at Bulow Creek, no mission sites have as yet been conclusively located in Flagler County. It must be remembered that the location and physical features of most of the missions within Florida are still undocumented. Mission buildings were fragile structures, constructed generally of palm or wattle and daub with thatched roofs. Given the harsh climate of Florida, the general absence of masonry building materials, the periodic rebellions and wars, and the duration of their existence, it is clear that mission buildings were routinely destroyed or replaced and that the missions themselves were frequently relocated. Much research, both historical and archaeological, remains before any mission sites within Flagler County can be located and identified.⁹

Although economic development was always secondary to military defense and the Christianization of Indians, the Spanish were nonetheless involved in several activities which left a lasting impact on the economy of Florida. One of the principal economic activities during the first Spanish period was cattle ranching. Beginning in the mid-seventeenth century, the Spanish governors issued large tracts of land to prominent local families as a means to encourage the development of a Florida-based agricultural and livestock economy. These grants extended into present day Flagler County. Operation of the cattle industry beyond the present limits of St. Johns County largely ended, however, with Governor James Moore's invasion in 1702. Cattle raising remained, however, an important part of the economy of the area immediately surrounding St. Augustine throughout the first Spanish period.¹⁰

Citrus was also an important commercial activity during the first Spanish period. British accounts of Florida describe immense orange groves along the St. Johns River. William Bartram noted that even the Creek Indians had adopted orange cultivation from the Spanish. Although documentation is sketchy and limited, it appears the cultivation of oranges made a significant impact on the landscape of St. Johns County, particularly the areas along the river and in the vicinity of St. Augustine. Moreover, following its introduction by the Spanish, citrus cultivation has been a mainstay of the economy of Florida until the present. It continued as a commercial agricultural practice in Flagler County until the devastating freezes during the winters of 1983-1984 and 1984-1985.¹¹

The British occupied Florida for a mere twenty-one years, (1763-1784), yet they left a lasting imprint on Flagler County. With the transfer of Florida to England in 1763, the Spanish, with few exceptions, evacuated the colony en masse. To encourage demographic and economic growth the British quickly invalidated Spanish land claims and instituted a liberal land policy which by 1776 had amounted to 114 grants totaling 1.4 million acres. Among the grants in Flagler County were those of John Grayhurst on the east side of Crescent Lake, Lewis Blackboure south of the headwaters of the Matanzas River, and a British subject named Townsend at the southeast corner of the county.¹²

The success of attracting settlers to the British colony, however, also depended upon resolving potential jurisdictional conflicts with the Indians. An important event associated with resolution of such conflicts occurred at Picolata in November, 1765 when crown officials and Indian leaders agreed to limit English settlement to the northeastern region of the colony, an area which included all of present-day Flagler County. A generous land grant policy and resolution of the Indian problem did not immediately result in the rapid development of the county or other areas of the British colony. Only 16 of the 114 grants had been settled by the outbreak of the American Revolution.¹³

British rule resulted in important changes to both the economy and social fabric of the area which became Flagler County. British policy emphasized the economic development of East Florida, particularly the development of trade and commercial agriculture, in contrast to the practices of the Spanish whose primary concerns were military defense and Christianization of the Indian population. St. Augustine and its environs began changing from a military outpost into a viable, self-sustaining province. The population of the area grew, hastened by the immigration of British loyalists fleeing from the revolutionary north and a group of colonists from the Mediterranean region. Referred to generically as the "Minorcans," the latter group was composed of Greeks, Spaniards, and Italians, as well as residents of the island of Minorca. They initially settled at the agricultural colony of New Smyrna, but after its failure migrated to St. Augustine and the surrounding area. They eventually numbered among the pioneer settlers of Flagler County.¹⁴

The outbreak of rebellion in the thirteen colonies to the north

dramatically altered the development of British Florida. Since the Florida colonies remained loyal to the crown, they attracted large numbers of loyalist investors and settlers who were seeking economic stability and political asylum. The population of East Florida accordingly swelled from approximately 3,000 in 1776 to 17,000 eight years later, with most of the immigrants coming from rebel-controlled Georgia and South Carolina. Many of the new immigrants settled in and around St. Augustine and in the western section of the county along the St. Johns River. The British crown and the Florida governor distributed numerous grants during the period, although compared to those of the early years of British rule, they were small, seldom exceeding thousand acres. By the late British Period, the county was divided into a number of land grants, most of them occupied and under cultivation. Land was cultivated using the plantation system, with a dependency on slave labor. A number of plantations were established along the Halifax and the Matanzas Rivers. The plantations produced primarily indigo, naval stores, and rice.¹⁵

One of the principal economic developments during the British Period was the naval stores industry. Naval stores consisted of tar, pitch, turpentine, and resin. They were produced from the olgogum of live pine trees and from the residual resins of dead pines, pine knots, pine stumps, and pine cones. They were used for caulking and rigging wooden ships.¹⁶

The production of naval stores in Florida dates to the first Spanish period, but the British were the first to make it a profitable, systematically organized enterprise. Under British rule, the naval stores industry developed rapidly, particularly after the influx of British loyalists from the colonies to the north. It increased from 190 barrels of tar and 56 barrels of turpentine in 1776 to 2,241 barrels of tar and 417 barrels of turpentine in 1777, and 8,100 barrels of tar and 1,980 barrels of turpentine in 1778. During the last year of British rule, 20,000 barrels of tar and turpentine were produced.¹⁷

The naval stores industry was fully integrated with the plantation system during the British period. It meshed well with other agricultural activities practiced on British period plantations. The plantations produced principally rice, indigo, cattle, timber, and citrus. Pine trees tapped for turpentine produced excellent timber. Once the timber was clear-cut from an area, the land could be cultivated or used for pasture land. An interrelated system of cattle ranching and turpentine developed. Yearly burning of brush in tree farms provided forage for cattle. The cattle themselves helped keep the underbrush down through their grazing. At least one mill site was located in Flagler County. It was part of a grant to John Hewitt and was located in the northern part of the county along a branch of Pellicer Creek.¹⁸

One of the most important developments during the British period was the construction of the King's Road. The King's Road was built under the administration of Governor James Grant and extended from Mosquitos (New Smyrna) to the colony of Georgia. It was begun in earnest in 1771 and completed in 1775. It greatly facilitated transportation in East Florida and

provided access to British loyalists arriving in the colony from the north. Much of the King's Road has been lost to transportation, agricultural or timber development. Yet, despite these developments, portions of it in Flagler County are still used or can be discerned from contemporary cartographic sources.¹⁹

The transfer of Florida to Spain in 1784 initially slowed development as the majority of British settlers left the colony for the United States, the Bahamas, or other parts of the British Empire. The population of East Florida fell to under 2,000, and numerous plantations in the county were abandoned. Emulating the British, the Spanish crown adopted liberal development of St. Augustine and the interior. An oath of loyalty to the Spanish government was the only requirement for land ownership. Furthermore, contrary to official royal policy elsewhere in the Spanish empire, the crown permitted non-Catholics to settle in Florida.²⁰

The population of East Florida during the second Spanish period was mixed. It included Spanish, Minorcan, Indian, Anglo settlers, and blacks--both free and slave. Among those settling or owning land in Flagler County during the period were Francisco Pellicer and Martin Hernandez, both of whom were of Minorcan descent; Joseph Hernandez, Martin's son; and James Russell, an Anglo who owned Buen Retiro Plantation, the predecessor to Bulowville. Throughout the second Spanish period the number of farms and plantations in the county increased. By the end of the second Spanish period there were a number of farms and plantations in the eastern part of the county, along the principal waterways.²¹

The military remained an important force in Florida during the second Spanish period. Many Anglo subjects of the Spanish favored annexation by the United States. This sentiment coupled with the frontier nature of the province resulted in several major rebellions and produced a general atmosphere of lawlessness. During the Patriot Rebellion of 1812, United States forces under the command of General George Mathews invaded East Florida. In response the Spanish maintained an elaborate defense system, centered at St. Augustine but including fortifications in outlying areas. One was a fortified house known as Pellicer's in the vicinity of Pellicer's Creek at the northern boundary of the county.²²

Throughout the second Spanish period East Florida was the focus of numerous international intrigues and several small scale armed conflicts. The Spanish continued to view the province as one of secondary importance. Furthermore, they were occupied during much of the period with the Napoleonic wars on the homefront and the wars of independence in more economically important regions of their colonial empire. Although firmly entrenched as always at St. Augustine, Spain's ability to hold and police the remainder of the province was limited by a lack of manpower and material resources.

Meanwhile, the United States, the rising power to the north, was anxious to acquire both East and West Florida. The vast, largely undeveloped area was a temptation to the expansionist government and

private land speculators. Moreover, the Floridas presented problems for the United States. They were a haven for runaway slaves and for the Seminole Indians who were involved in armed conflict with settlers residing along the southern limits of the United States. East Florida, in particular, provided a setting for contraband trade and slave smuggling, both of which were in conflict with the policies and laws of the United States government. Finally, because of their strategic importance the Floridas potentially threatened the national security of the United States. They could serve as a base for attacking the United States if acquired by a foreign power, particularly the British. When Andrew Jackson invaded Florida in 1818 as part of the First Seminole War, it became clear that Spain could no longer hold Florida. Mounting pressures from the United States forced the signing of the Adams-Onis Treaty in 1819, although diplomatic delays postponed actual transfer of the provinces until 1821.²³

The United States Territory of Florida was established in 1821 with Andrew Jackson serving as the first governor. In July of that year Jackson created St. Johns and Escambia Counties as the first two political subdivisions in the newly formed territory. St. Johns County initially encompassed all of Florida east of the Suwannee River, including Flagler County.²⁴

As part of the Adams-Onis Treaty the United States government agreed to confirm title to recipients of former Spanish land grants who had fulfilled the terms of the grants. During the 1820s the United States surveyed public lands, established the present township-range-section system, and formed the Board of Land Commissioners for East Florida. The purpose of the board was to review the claims of all individuals in possession of Spanish land grants in the Florida Territory. In 1830, the United States Congress acting upon the recommendations of the board, confirmed title to all grantees found to be legitimately holding Spanish land grants in what today is Flagler County and other areas of the territory. The actions of the board and congress maintained the continuity of land holding patterns between the second Spanish and American Territorial Periods and has influenced the form and in many instances the substance of land development in the county ever since.²⁵

After the United States acquired Florida, an influx of new settlers arrived in the territory. Some Spanish subjects, particularly the Minorcans, remained in East Florida, but the population of St. Augustine and the surrounding area became increasingly English speaking. A change of attitude towards settlement of the interior of Florida, including the area which was to become Flagler County accompanied the change of flags as land speculators and entrepreneurs saw potential fortune in the underpopulated new territory. Real estate speculation fueled a boom during the early years of the territorial period, but transportation and health problems limited its effect. By 1825 the year of the first territorial census, there were 5,077 people in all of East Florida. Much of the county remained undeveloped, but there were several important plantations within its present limits. Commercial citrus production, a part of the economy of Florida since the first Spanish period, was moderately successful until a

serious freeze occurred in 1835.²⁶

Even more important than citrus in the Flagler County area was sugar production and processing. The sugar industry, which had become established in Florida during the second Spanish period, continued to develop until the outbreak of the Second Seminole War in 1835. It was particularly prosperous in present day Flagler County where the land and climate were propitious for cane growing. Throughout the history of Florida there have been periods of boom and bust, each featuring a fascination with a particular product or commodity. During the territorial period, the commodity in East Florida was sugar. Technological processing advances during the late eighteenth century and rising prices made sugar a profitable commodity, attracting speculators to the region along the Matanzas and Halifax Rivers. There hammock and bottom lands suitable for cultivating cane were located near navigable waterways and available at reasonable prices.²⁷

Many of the planters acquired and settled former Spanish land grants. One of these was Charles Wilhelm Bulow. Bulow was the owner of several large plantations in the Carolinas and town houses in Charleston and St. Augustine. Most of Bulow's holdings in Flagler County were part of a Spanish land grant conceded to John Russell in 1812. In 1821, after Russell's death, his heirs sold the grant, which encompassed some 9,000 acres, to Bulow. The next year Bulow purchased a second grant of some 2,000 acres from John Addison and thus became one of the largest landowners in East Florida. In May, 1823 he died unexpectedly, leaving as his only heir his son, John Joachim Bulow.²⁸

In the young but capable hands of John Bulow the plantation became one of the most important in East Florida. By the late 1820s Bulow owned 159 slaves and was cultivating about 800 acres. His slaves included not only laborers but skilled craftsmen. They constructed an intricate complex of buildings and structures from lumber milled on the plantation or coquina (local shellstone) brought from nearby quarries. The standing structures included a corn house, poultry house, two cotton houses, a gin house, a barn, a stable, a blacksmith shop, a cooperage, and a saw mill. Dwellings included the Bulow residence, a large two-story building constructed of limestone, and some forty slave quarters with board floors and wood shingle roofs. The most elaborate structures were part of the sugar mill complex. Giant slabs of coquina were used to construct the massive sugarcane house which measured 119 feet by 93 feet. Other components of the sugar complex were the boiling house, two curing houses, and an attached building for the steam engine and other machinery. Bulow also had extensive cotton acreage under cultivation. In addition to his success as a planter Bulow appears to have been a learned man. His home contained a fine library, and he hosted the famous naturalist John Audubon during a visit in the winter of 1832.²⁹

Another important planter was Joseph Hernandez. His father was Martin Hernandez who was born on the island of Minorca and settled at New Smyrna with other colonists associated with Andrew Turnbull's

agricultural development. After migrating to the Minorcan colony, the elder Hernandez worked as the chief carpenter of royal fortifications and acquired considerable land holdings in Florida, including a land grant on the south side of Pellicer Creek. His son, Joseph, was an attorney, Florida's first territorial delegate to the United States Congress, and brigadier general of the Florida Militia during the Second Seminole War (1835-1842). He also was a major slave owner with a total of seventy-seven in 1840.³⁰

Already the owner of three plantations near St. Augustine, Hernandez increased his economic standing through marriage. In 1815 he married Ana Maria Hill, the widow of Samuel Hill, a former British Loyalist who returned to Florida from the Bahamas in 1799. Hernandez and his wife owned a sugar plantation in what today is downtown Daytona Beach and other holdings in East Florida. Mala Compra, Bella Vista, and St. Joseph's, all located on the Matanzas River, were Hernandez's principle plantations in Flagler County. Hernandez raised indigo, cotton, and sugar cane and operated a sugar mill at St. Josephs. He had a plantation house at Mala Compra, where he cultivated cotten. He cultivated the premium priced Sea Island variety and also green seed or short staple cotton. His processed cotton was stored in his large frame cotton house which he had built at a cost of nearly \$3,000.00. Hernandez also purchased 150 bushels of Petit Gulf cotton seed, a potent hybrid variety from Mississippi.³¹

General Hernandez eventually gave (Mala Compra) to his daughter, Luisa, who in 1844 married George Washington, a relative of the first president. They resided at the plantation until 1856, building a large two story frame house. They cultivated oranges and shipped the fruit up the Matanzas River to St. Augustine. The Mala Compra Plantation eventually became Washington Oaks State Park.³²

St. Joseph was located within the Palm Coast development. The mill was housed in a two story coquina structure with a huge chimney made of clay brick. Hernandez was one of the few residents of East Florida to obtain a loan from the Union Bank in Tallahassee. The loan was used to construct and equip the mill. There were 100 slaves at the plantation and a canal linked with the Matanzas River.³³

The plantation economy of the area which developed into Flagler County actually discouraged the formation of concentrated settlements. Large tracts of land were concentrated in the hands of a relative few. Sugar cultivation and refinement in particular was a land and labor intensive activity. The planters along the Matanzas and Halifax Rivers acquired and cleared large tracts of land, introduced gangs of slave laborers, purchased expensive mechanical equipment, and constructed mills, residences and slave quarters. They produced sugar cane which they then refined into sugar, molasses, and rum for sale in Charleston and Savannah. They met with success until their plantations were destroyed by rampaging Indians during the early days of the Second Seminole War.³⁴

The United States had been in conflict with the Seminole Indians even

prior to 1821. Andrew Jackson's invasion of Florida in 1818 in pursuit of the Seminoles had served as a catalyst for the cession of Florida from Spain. After 1821 the United States Government viewed the Seminoles as a nuisance obstructing settlement of the territory. It sought to isolate them on a reservation. Formal negotiations regarding the reservation issue occurred during the fall of 1823 in St. Johns County near the banks of Moultrie Creek south of St. Augustine.³⁵

When they signed the Treaty of Moultrie Creek, the Seminoles agreed to move to the center of the peninsula. The treaty established a four million acre reservation for the Seminoles, but it failed to eliminate tensions between them and white settlers. The Indians frequently strayed from the reservation, and many whites believed that runaway slaves found sanctuary among them. The runaway slave issue was complicated by the fact that free blacks and the Indians own slaves resided on the reservation. Clashes between Indians and settlers were frequent until the outbreak of war in 1835.³⁶

During the war Flagler County was the setting for limited action between the combatants. John Bulow, in anticipation of the war, had constructed a fortification at his plantation. It was rectangular in form with bastions at the four corners. The palmetto logs were laid horizontally and morticed at the joints. The walls were about head high with apertures between them. On one side was a terrace or platform for sentinels to walk on, and in the center was a well. During the early stages of the war, Bulowville and St. Joseph's Plantation were used as military posts, but were subsequently abandoned in the face of Indian attacks. Early in 1836 the Seminoles went on a rampage of burning and looting that destroyed the plantations along the Halifax and Matanzas Rivers. By February, 1836 all the plantations were in ruins. Reportedly not a house was left standing between St. Augustine and Cape Florida. Osceola, the most famous of the Seminole warriors was reported camping at the headwaters of Haw Creek prior to his capture by General Hernandez. The Haw Creek area also served as a base for Halleck Tustenuggee, who in 1841 led a small band north to Mandarin, near present day Jacksonville, where they killed four settlers.³⁷

The Seminole War brought some benefits to Flagler County. The war stimulated the first significant development of much of the Florida peninsula, including parts of Flagler. Land was cleared, roads were built, and fortifications were constructed. Furthermore, the United States government created a real estate boom in Florida by promising a grant of land to any volunteer over eighteen who enlisted to fight the Seminole Indians. As was true in the first years of American occupation, land development and speculation once again became a significant factor in the economy of the county.³⁸

During the Seminole War, the United States government constructed at least one fortification in Flagler County. It was called Ft. Fulton, possibly named for Captain William M. Fulton or William S. Fulton, a public official active at the time. It was located in the northern part of the county,

between Pellicer Creek and Old Kings Road, west of U.S. 1. It was established around 1840 and remained active until 1846. It was probably constructed of log palisades and served as a sanctuary for soldiers protecting the military supply lines along the Kings Road.³⁹

The war was a long term disaster for Flagler County and other settled areas of East Florida. It disrupted staple agriculture in the county when local settlers abandoned their farms and fled to St. Augustine. Indians destroyed the sugar plantations which had been major slave labor enterprises in the area. John J. Bulow, Joseph Hernandez, and Orlando S. Rees, the three major planters in or near present day Flagler County, sustained damage amounting to nearly \$300,000. Total estimated losses were around \$2,500,000.⁴⁰ Moreover, events beyond the war hastened the decline of the local economy. In addition to the 1835 freeze, an outbreak of citrus scale further devastated the cultivation of oranges. On a national level, the Panic of 1837 created a financial crisis throughout the country. Many banks including the only one in St. Augustine, the Southern Life Insurance and Trust Company, suspended specie payments. The chances for economic recovery diminished when a depression spread throughout the United States the following year. The local economy remained stagnate until after the Civil War.⁴¹

The economy of Antebellum Florida was based on the plantation system and the production of cotton and tobacco. Flagler County with its lowlands, its inaccessibility, and its sandy, relatively infertile soils did not develop the extensive plantations found in Middle and West Florida. After the Seminole War, only Mala Compra was rebuilt, and only a few scattered subsistence farms existed. In 1849, public agent George R. Fairbanks was attempting to sell the Bulow Plantation to avoid a tax sale. Timbering and turpentine were the most important components of the local economy.⁴²

The Civil War did little to improve economic conditions in what was then southern St. Johns County. Many of the male residents of the county abandoned their farms and joined the Confederate Army. Following the war the county retained a backward economy based largely on subsistence agriculture. Its economic development was inhibited by geographic isolation, a lack of marketable cash crops, and the absence of adequate transportation facilities.⁴³

From the 1840s until the early 1880s, the geographic area which now forms Flagler County was largely a wilderness. The principal economic activity was timbering. Timbering was an important industry in Florida from the British period until the development of metal hulled ships after the Civil War. Live oaks, in particular, were cut in the interior and transported to the coast where they were shipped north for processing. Timbering occurred along the Matanzas, Tomoka, and Halifax Rivers and their tributaries. Along the latter two rivers, the principal timber contractors were William, Rodolphus, and Obed Swift, three brothers from New England. During the years prior to the Civil War, they produced several thousand board feet of live and other ship timber.⁴⁴

An inadequate system of transportation continued to be the major impediment to the development of Flagler County following the Civil War. Only a sandy trail led from St. Augustine, and the nearest inlet through the barrier islands that shield the county from the Atlantic Ocean was at New Smyrna over 30 miles to the south. A journey by ship from Philadelphia took at least two weeks, generally including a transfer at Savannah and another at Fernandina or Jacksonville. In 1881 a ferry began operating across the Tomoka River, permitting the King's Road to be put back in use. Within a year, three trips a week were made between the new settlement of Ormond in what today is northern Volusia County and St. Augustine. The trips took twenty-four hours. Until the arrival of the railroad the King's Road was the chief link between the Flagler County area and the outside world.⁴⁵

During the 1880s developers endeavored to end the isolation of the Florida east coast. In 1881, the Florida Coast Line Canal Company was formed with a capitalization of \$100,000.00. In 1890, the company connected the Halifax and Matanzas Rivers by water, thus forming an inland waterway between Jacksonville and New Smyrna. The first railroad through Flagler County arrived in 1885 and consisted essentially of a logging road, "two streaks of rust," across the scrub palmetto forest to the banks of the Tomoka, where passengers boarded a ferry, and then proceeded overland to Ormond and Daytona.⁴⁶

The individual who first developed rail transportation in Flagler County was Utley J. White. White, a lumberman, had worked for the Toccol railroad Company, the first railroad to St. Augustine. For financing he went to Stephen Van Cullen White, a Wall Street millionaire, who had been staying in Ormond with his sister-in-law, recuperating from an illness. Utley J. White began construction of the railroad in 1885. The line ran from East Palatka on the St. Johns River through Dinner Island, Espanola, Bunnell, Dupont to the Tomoka. Problems with marshes and hard rock caused delays in the completion of the railroad, but in November, 1886, the first engine from Palatka steamed into Ormond. The St. Johns and Halifax was completed to Daytona a month later.⁴⁷

The railroad construction marked a new period in the history of what was to become Flagler County. It served as a catalyst for the growth of the economy and population of the county. While the construction of the railroad was the key event in the development of the county during the late nineteenth century, the key individual was Henry Flagler. Flagler visited St. Augustine in 1885 and envisioned the Ancient City becoming the Winter Newport, a resort center for wealthy northerners. To that end Flagler constructed two major hotels in St. Augustine, the Ponce de Leon and the Alcazar and subsequently purchased a third, the Cordova, to add to his complex. In 1889 he purchased Utley White's St. Johns and Halifax Railroad, changed it to a standard gauge and offered improved passenger service. Flagler had ambitious plans for the east coast, as he had already demonstrated in St. Augustine, where he constructed major hotels for northern tourists. In the autumn of 1892, he extended the Florida East Coast Railway to Daytona. Flagler's principal contribution to the county

which is named for him was the development of rail transportation there. Until completion of the Dixie Highway and America's adoption of the automobile for long distance trips, several decades in the future, Flagler's line remained the principal means of access to the county.⁴⁸

Most of the extant communities in Flagler county either initially developed or significantly expanded as a result of railroad construction. Even more important than Henry Flagler to the development of the county during the period was Utley J. White. White moved to Dupont after the initial line was completed through the county. There he built a house and started a sawmill operation. After he sold the main line to Henry Flagler, he developed spur lines to a citrus growing area on Haw Creek near Lake Disston, and to Tipparary, St. Johns Park, and Dead Lake. White was also responsible for the construction of a number of houses in the county including the Elmer Taylor House and the R.W. Cody House.⁴⁹

Another important individual associated with the history of the county during the late nineteenth century is Hamilton Disston, for whom Lake Disston is named. Development of Florida was dependent on the ability of the government of Florida or the United States to convey land. Other than the former Spanish land grants all other lands in Florida were originally owned by the state or federal governments. By an act of congress in 1850 the federal government passed to the state some 10,000,000 acres of swamp and overflow land for the purpose of drainage and reclamation. To manage that land and the 500,000 acres the state had received upon entering the Union, the Florida legislature created in 1851 the Board of Trustees of the Internal Improvement Trust Fund. The board of trustees consisted of the governor, comptroller, treasurer, secretary of agriculture, and the register of state lands. In 1855 the legislature set up a trust fund, the Florida Internal Improvement Fund, in which state lands were to be held.⁵⁰

The fund became mired in debt after the Civil War and under state law no land could be sold until the debt was cleared. In 1881, the trustees began searching for someone to buy enough state land to pay the fund's debt, thereby allowing the sale of the remaining millions of acres that it controlled. The debt was cleared on June 1, 1881 when Hamilton Disston, a Philadelphia saw manufacturer, purchased four million acres of land for one million dollars. The Disston Purchase, as it was subsequently, called enabled the state to distribute large land subsidies to railroad companies, such as those of Henry Flagler and Utley J. White, which began an extensive construction program in the Florida peninsula. Part of the Disston Purchase included the southwest portion of the county, and thus Lake Disston was named for him.⁵¹

One of the key events in the history of Florida during the late nineteenth century was the development of the east coast as a tourist mecca and winter resort for wealthy northerners. Most tourists and winter residents frequented urban areas such as St. Augustine, and later Ormond, Daytona, Palm Beach, and eventually Miami. Others, however, purchased large tracts of land in rural areas such as Flagler County where they developed rural estates. One of these was Henry Cutting. During the 1880s

Cutting, a wealthy New England sportsman, purchased a portion of the Francisco Pellicer Grant at the northeast corner of the county. There he constructed a large hunting lodge with a pool, riding stables, and tennis courts. The Cutting Estate became an entertainment center for many wealthy and socially prominent New England and Chicago families. After the death of Henry Cutting, his wife, Angela, married Boris Sherbutow, an exiled Russian prince. The property subsequently became known as the Princess Estate. It remains a vestige of a by-gone era when Florida was a major resort for men and women of great wealth.⁵²

Another community whose origins are associated with the railroad is Bunnell. Bunnell is named for Alvah A. Bunnell. Bunnell established a cypress shingle mill at the present town site after Utley J. White constructed his rail line to Ormond. Although his tenure in the area was short-lived, his name remains a lasting legacy to the community.⁵³

More important than Bunnell to the history of the community was Isaac I. Moody. Moody arrived in the Flagler County area in 1898 and initially settled at St. Johns Park. Shortly thereafter he moved to the Bunnell area. His brothers George and Robert soon joined him. In 1903 the community had reached sufficient size to receive a post office. Isaac Moody was appointed the first postmaster. Moody and J.F. Lambert, for whom Lambert Street is named, bought a shingle mill and began accumulating land. Their acreage eventually reached 30,000. In 1909 the concentrated development of Bunnell began with the formation of the Bunnell Development Company. Isaac Moody was President, J.R. Sloan and Claude E. Steward of Jacksonville served as vice-presidents, and J.F. Lambert was treasurer.⁵⁴

The pace of development in Bunnell quickened between 1909 and 1911. In 1911 the Florida State Legislature passed an act incorporating the town, although the incorporation did not go into effect until two years later. The first town officials were C.W. Heath, mayor; and W.H. Cochran, J.F. Lambert, Ed Johnson, George Moody, and I.I. Moody, councilmen. J.B. Boaz was the first clerk and E.W. Johnston the first marshal.⁵⁵

Paralleling the political maturing of Bunnell was economic growth. In 1910 the Bunnell State Bank opened with I.I. Moody as president. About that time the Bunnell Development Company erected a two story building at the corner of Moody Boulevard and Railroad Street which housed the company offices, a bank, post office, the offices and drug store of Dr. L.A. Carter, and jewelry store. The Bunnell Development Corporation had branch offices in Chicago where a periodical called the Bunnell Home Builder was published. The corporation was the driving force in the development of Bunnell. It built the first hotel. Known originally as the Bunnell, it was later renamed as the Halycon. Other early businesses were Mike Stone's Department Store, the Bunnell Potato Supply Company, the Bacher Blacksmith Shop, G.C. McArn Grocery, F.A. Rich Livery Stables, the Bunnell Garage, Ed Johnson Lumber and Hardware, the Bunnell Bottling Works, the Bunnell Ice, Water, and Light Company, the Bunnell Telephone Company, the Bunnell Cafe, Bunnell Crate Factory, and Smith's Drug Store

which later became Holden's Pharmacy. A second hotel, the Pine Grove Inn, was located at the corner of Church Street and Moody Boulevard. Another important building was added to downtown Bunnell during the years 1913 and 1914. Known as the Tribune Building, it housed the St. Johns Tribune together with a supply store and grocery. The Florida East Coast Railway constructed the Bunnell Depot in 1913.⁵⁶

Residential construction paralleled the development of the downtown business center. The first house was built for J.F. Lambert, one of I.I. Moody's business partners. Moody's own house was at the corner of Lambert and Church Street. The original Methodist Church was built in 1909 at the corner of Church and Lambert Street. The Bunnell School was built that same year on Lambert Street across from the church. The Bunnell Development Company donated the land for both buildings.⁵⁷

During the second decade of the twentieth century a number of political events occurred which shaped the future of Bunnell and what was to become Flagler County. In 1913 I.I. Moody became chairman of the St. Johns County Board of Commissioners. One of his major accomplishments was to stimulate road building in the southern part of what was still St. Johns County.⁵⁸

One of the prevailing themes of the political history of Florida during the late nineteenth and early twentieth century was county subdivision. As Florida's population grew and new communities developed, residents in outlying areas continually lobbied for the division of Florida's larger counties into smaller, more manageable units. The tremendous size of many counties, the difficulty of travel, and the settlement of previously unpopulated or underpopulated areas following the construction of railroads and highways made reorganization of county government essential. The patronage, power, and economic benefits associated with local government were further incentives for reorganization. All of these factors to a greater or lesser extent played a part in the creation of Flagler County from St. Johns and Volusia.⁵⁹

In 1917 a delegation supporting creation of a new county lobbied the state legislature. Delegates were I.I. Moody, J.F. Lambert, and J.B. Boaz of Bunnell, N.E. Roberts of Haw Creek, and E.F. Roberts of St. Johns Park. The legislative delegations from St. Johns County and Volusia Counties worked out the details which established the boundaries of the new county. The name of I.I. Moody was proposed for the county, but Moody deferred suggesting instead the name Flagler, the foremost developer of the Florida East Coast. Flagler had no direct connection with the county other than the construction of the railroads which opened much of it for development. Moody was an acquaintance of Flagler because of his frequent visits to St. Augustine and his suggestion of the name prevailed.⁶⁰

Bunnell, because of its population and central location, was the logical choice as the county seat. The county offices were initially located in the old Bunnell State Bank Building at the southeast corner of Moody Boulevard and Railroad Street. The clerk's office was located downstairs where the

bank had previously been, and a large upstairs room was used as the courtroom. The other county offices were located in the same building.⁶¹

A bond issue resulted in the construction of a new courthouse. The courthouse, designed by noted Florida architect Wilbur B. Talley, was completed in 1924. Talley practiced in Jacksonville from the turn of the century until the 1920s, when he relocated to Lakeland. A leader in his chosen profession, he was one of the founders of the Florida Institute of Architects. His commissions ranged throughout the state. He designed churches in Jacksonville, St. Augustine, Lakeland, and Tampa; schools in Starke, Lake City, Ocala, Kissimmee, Orlando, Eau Gallie, and Sanford; and major governmental buildings such as the Palm Beach County Courthouse, the Duval County Courthouse Annex, and the Duval County Armory. He designed the Bradford County Bank Building in Starke and the Merchant's Bank Building in Daytona Beach. Talley's designs run the gamut of styles popular at the time, ranging from Romanesque and Gothic Revival to Classical Revival and Prairie School. His work is represented in the National Register of Historic Places by the Sanford Grammar School and the Merchant's Bank. In addition to the Flagler County Courthouse, Talley designed the original Flagler County High School which has since been razed.⁶²

The contractor for the courthouse was O.P. Woodcock of Jacksonville. Woodcock constructed many significant buildings in northeast Florida. Most of his work is concentrated in the Springfield, San Jose, and Riverside neighborhoods in Jacksonville. He also constructed the ranger's quarters and visitor's center at Ft. Matanzas in St. Johns County.⁶³

Transportation improvements were important to the development of Bunnell and other communities in Flagler County during the first decades of the century. In 1913 the first road was constructed between Bunnell and Hastings. Beginning in 1915 it was paved with brick and incorporated into the roadway known as the Dixie Highway. The Dixie Highway further augmented transportation in the county. Following passage of a \$650,000 bond issue in 1915, the highway was extended to link Jacksonville, St. Augustine, Hastings, Espanola, Bunnell, and Flagler Beach. A new highway, constructed in 1926, connected Bunnell directly with St. Augustine.

As was true with the railroad, settlement and economic development followed its course and the course of other roadways which were built in the county during the 1920s. The roadways fostered the growth of communities such as Flagler City, Espanola, and Korona. Truck farming developed on a significant scale, particularly in the southwest part of the county. Timbering and the turpentine industry continued to flourish in the pine flatwoods of the county.

Korona was one of the more interesting settlements in Flagler County during the early part of the century. Located on Bunnell Development Company lands, it was originally settled in 1914 by Polish immigrants, primarily from Chicago and Detroit. The pivotal building in the community was the St. Mary's Church. The church was constructed during the first year

of the settlement by Izydor Waszewski. The St. Mary's parish was later led by the Reverend Father C. Hoffman, who was responsible for the construction of the St. Christopher Shrine in 1935. Since that time thousands of travelers have come to Korona to pray to the patron saint of all travelers. In 1953, St. Mary's Parish was incorporated into the diocese of St. Augustine.⁶⁴

Another significant development was Flagler Beach. Originally known as Ocean City, the settlement of Flagler Beach dates from 1913. That year Mr. and Mrs. A.V. Wickline moved there and built a house just north of the draw bridge. They later expanded the house to include a general store. In 1915 the infant settlement received a post office. During this period I.I. Moody built a house, and his brother, George, built the Ocean City Casino in 1916. The casino, actually a recreational center, was subsequently destroyed in a hurricane. George Moody, whose efforts in Flagler Beach paralleled those of his brother in Bunnell, built two hotels during the mid-1920s. Ocean City was renamed Flagler Beach in 1923 and, as a result of its growth, was incorporated two years later. The first elected officials of the town were George Moody, Mayor; and Charles Parker, H.W. Sessions, R.W. Raulerson, D.D. Moody, and H.O. Upson, councilmen.⁶⁵

Among the other communities in Flagler County is St. Johns Park. Known originally as Haw Creek and later Omega Landing, St. Johns Park was probably the first area settled in the western part of the county. Its continuous settlement dates to around 1890. One of the early settlers was George W. Deen, who purchased a considerable amount of land and leased much of it to turpentine operators. I.I. Moody, also from Deen's hometown of Baxley, Georgia, worked briefly as a woodman for Deen before moving to Bunnell. The concentrated development of St. Johns Park dates to 1908 when the St. Johns Development Company was formed. Owners of the company were E.F. Warner and Rudolph and Charles Seig. They acquired approximately 25,000 acres of land, much of which came George Deen and Matthew Davis. The land was subsequently advertised and sold in small parcels. The developers constructed a three-story hotel overlooking the waterfront for the buyers they expected to attract. A second building housed a the general store and post office. The development company brought prospective buyers in by boats which also carried freight and local farm products being shipped to market.⁶⁶

One of the most important and enduring components of the economy of Flagler County from the late nineteenth century through the mid-twentieth century was the turpentine industry. Turpentine was a major influence on the economic development and settlement of interior areas of the county. By its nature turpentine occurred in piney woodlands where little if any development or settlement had previously taken place. A number of communities, such as Neoga, Deenville, and Espanola, developed around the turpentine camps. The camps themselves were frequently self-sufficient. They contained housing for the workers and their families, a barn for mules and other draught animals, a commissary which sold food and other essential items, a copper shed, and a community building which served as a church, school, and meeting hall. Turpentine remained a force

in the economy of the county well after World War II. Saw mills such as the one at Andalusia in the western part of the county were important components of the timber based economy of Flagler.⁶⁷

At the present time the most significant aspect of the Florida economy is tourism. Florida's tourist industry has grown steadily since the early nineteenth century. With the completion of Disney World in the late 1960s, tourism became the state's most important economic activity, providing employment for thousands of Floridians and billions of dollars of tax revenues for state and local governments. One of the most historically significant tourist attractions in the state is Marineland of Florida, located in the northeast corner of the county.

Marineland opened in 1938 as the world's first underwater motion picture studio. A new word, "oceanarium," was coined to describe it--denoting a place where various species of marine life lived together, as they do in the sea, rather than segregated, as they traditionally had been in aquaria. From its opening day it drew a large number of interested visitors, and became--somewhat unplanned--one of Florida's leading tourist attractions. It was the site of important pathbreaking research in marine biology. A host of prominent individuals, from financiers and explorers, first ladies and film makers, to Nobel and Pulitzer-prize winning authors and poets, have been associated with the creation and promotion of Marineland over the years.

The founders of what was called Marine Studios during the 1930s included men who shared an interest in film making and exploring--and had ties with some of the great American fortunes. W. Douglas Burden, a great-great-grandson of Commodore Cornelius Vanderbilt, was a trustee of the American Museum of Natural History, author of The Dragon Lizards of Komodo, and producer of a film on Indian life, The Silent Enemy. His cousin, Cornelius Vanderbilt Whitney, also a museum trustee, was chairman of Pan American Airways and involved in making the motion picture classic Gone with the Wind. Sherman Pratt, whose grandfather was one of the partners of John D. Rockefeller in Standard Oil, was connected with RKO pictures and an active member of the Explorer's Club. Joining these men in common interest and distinguished ancestry--if not in great wealth--was Count Ilia Tolstoy, grandson of the famous Russian novelist, Leo Tolstoy.⁶⁸

The founders of Marineland were intrigued by the success of their friend Merian Coopers, renowned for his direction of the film King Kong, in obtaining wild animals for his movie Chang. Cooper had built a corral in the jungle sturdy enough to hold the animals, large enough so that it would not be visible on film, and pioneered a new level of realism in motion pictures.⁶⁹ They wondered if something similar could not be done with underwater filming. They sought an appropriate location. A then-remote spot on the North Florida coast between St. Augustine and Daytona Beach was chosen. It was recommended by its relative freedom from the destructiveness of hurricanes, the clarity of the available ocean water, and a location near Matanzas Inlet and the Intracoastal Waterway, which would permit deep-sea specimens to be rapidly transported to the holding tanks.⁷⁰

A vast number of technical problems were presented, given the pioneering nature of the venture. Some were dealt with in-house. Ilia Tolstoy, the developer of the first motor-driven underwater camera, devised a method of drug-harpooning ocean creatures, to knock them out but keep them alive.⁷¹

Talented outsiders were called in to deal with other problems. The engineering work for the tanks was done by M.F. Hasbrouck, who had designed the swimming pool at the White house, as well as at the Roosevelt home in Hyde Park, New York. St. Augustine architect Fred A. Henderich participated in the design of the complex. A graduate of the Columbia University School of Architecture, Henderich settled in the Ancient City in 1905 as one of the architects for the Florida East Coast Railway. He soon embarked in private practice, designing many of the city's fine Bungalow homes and experimenting with Spanish themes in his large public buildings. Following a disastrous fire that swept through the downtown area in 1914, Henderich was commissioned to design many of the replacement buildings. His major works of the time included Flagler Hospital, the Plaza bandstand, and much of the campus of Florida Normal and Industrial College, later known as Florida Memorial College. Henderich pioneered restoration architecture in St. Augustine with his work on the historic La Leche Chapel. At the height of the Florida Boom in 1925, Henderich was elected president of the Florida chapter of the American Institute of Architects. The Marine Studios complex was Henderich's last major commission, for he died of a heart attack in 1941.⁷²

Noteworthy in the design of Marineland is its Nautical Moderne architecture and landscaping. Its architecture, which is appropriate to the site's location and function, provides a rare northeast Florida example of the Moderne movement. Furthermore, the landscape architecture of the complex is significant for its use of natural forms and plant life common to the northeast Florida coast. It is the work of Mulford B. Foster, a pioneer in his profession in Florida, who was associated with the Tropical Arts Nursery and Studio in Orlando.⁷³

Promotion was also a significant aspect of the history of Marineland. One of the early publicists was Ivy Lee, Jr., whose father was one of the founders of the modern public relations profession. The senior Lee's greatest triumph was changing the popular image of John D. Rockefeller, from robber baron to philanthropist.⁷⁴

Ground breaking for Marine Studios occurred on May 15, 1937 and the work was completed in just a year. The formal opening on June 23, 1938 drew over 20,000 people. The tourists continued to come--almost 500,000 a year-- and the initiators of the project saw that they had a tourist attraction as well as a film studio on their hands.⁷⁵

Two notable early visitors to Marineland were first lady Eleanor Roosevelt, who wrote about it in her syndicated newspaper column, "My Day," and correspondent Ernie Pyle, who proclaimed it "something absolutely

new in Florida."⁷⁶

Marineland was, for a number of years, a prominent literary gathering place, frequented by Ernest Hemingway, Alexander Woolcott, John Dos Passos, Thornton Wilder and exiled Norwegian Nobel prizewinner Sigrid Undset. Brothers William Rose and Stephen Vincent Benet, descendants of a prominent St. Augustine Minorcan family, visited as well. William Rose Benet was inspired to write a children's book about dolphins, and also mentioned Marineland in his autobiographical The Dust Which Is God, which won the Pulitzer Prize for poetry. Humorist Robert Benchley, whose grandson, Peter Benchley, would later write the best-selling Jaws, came so often that he was proclaimed honorary mayor of Marineland. The literary connections continued after World War II when operation of the Dolphin Restaurant was taken over by Norton Baskin, husband of Pulitzer Prize winning novelist Marjorie Kinnan Rawlings.⁷⁷

World events put a temporary halt to the early growth of Marineland's popularity. America's entry into World War II in December, 1941 was followed by gas and tire rationing that cut into tourist travel, coastal blackouts, and call to national service for many Marineland personnel. Ilya Tolstoy, for instance, became President Roosevelt's personal representative to the Dalai Lama in Tibet. In the summer of 1942 the tanks were closed down, the specimens either given away or released into the ocean, and the facilities turned over to the United States Coast Guard for use in training combat dogs.⁷⁸

Probably the greatest wartime contribution came in the form of research which Marineland conducted under contract with the government on a shark repellent that was adopted by the U.S. Army and Navy in sea survival kits for downed personnel.⁷⁹ After the war, extensive work was required to refurbish the facilities. About \$250,000 was expended, and the first tank was opened to the public on March 1, 1946. By the end of May, Marineland was in full operation.⁸⁰

An outstanding accomplishment of the postwar years was the training of porpoises. Begun in 1949, and successful enough by 1951 to be shown to the public, the training was a triumph of both science and showmanship. The first trained porpoise, Flippy, was widely featured in movies and other media. His death at the age of eight in 1955 was front-page news around the country.⁸¹

Tourism, which had been a secondary thought to the founders, had early on eclipsed the original purpose they had in mind. By 1951, Marineland was visited by more tourists than any other commercial attraction in Florida. Receipts that year topped one million dollars for the first time.⁸²

Still, Marineland's association with the film industry was not forgotten. The Marineland vaults contain an extensive library of documentaries, shorts, and other movies made there over the years. Guests with film ties included pioneer director D.W. Griffith, Lowell Thomas, Robert Ripley, Monty

Woolley, Vincent Price, and Gypsy Rose Lee. Gary Cooper visited while filming Distant Drums in St. Augustine in 1951, and Marineland garnered some publicity when it offered the producer, Warner Brothers, the "opportunity to hold the first underwater motion picture premiere in history in our crystal-clear waters."⁸³

One of the staples of the horror-film vogue of the 1950s, Creature from the Black Lagoon, was set at Marineland, and sufficiently successful to spawn a sequel, Revenge of the Creature, with John Agar and Lori Nelson, in 1955. A review in the New York Times panned the movie, but noted that Marineland was "... the most unusual aquarium in the world"⁸⁴

The rise of television provided new avenues for publicizing the attraction. Scenes of the porpoises appeared on the Arthur Godfrey show, and NBC prepared a whole special "Marineland Circus" with Lloyd Bridges, Buster Crabbe, and Rosemary Clooney.⁸⁵

Murray Lerner, who won the Oscar for his 1980 documentary From Man to Mozart: Isaac Stern in China, developed some of his cinematographic skills at Marineland during the 1950s while working on the feature-length movie Secrets of the Reef. He returned in 1978 to make Sea Dream, which is shown in the attraction's Aquarius Theatre.⁸⁶

From the beginning scientific research was an important part of Marineland. Given its uniqueness, almost everything that took place there was some kind of a first. Studies and observations of the mating, birth, communication, and training of porpoises were all begun in Marineland. The use of sonar echo location by porpoises was discovered there. Books like Rachel Carson's The Sea Around Us and John C. Lilly's Man and Dolphin drew in part on research done at Marineland.⁸⁷

When the oceanarium was first opened, it was found that simple exchange of sea water was not sufficient to maintain clarity in the tanks. The tanks quickly clouded with algae, many specimens died from parasites. Marineland curator Arthur McBride discovered that a copper compound added in minute traces to the water would control the algae and eliminate the parasites, without killing the fish. This method was adopted by other aquaria facing similar problems and proved a landmark in water treatment research.⁸⁸

A great addition to the research conducted by Marineland itself (sometimes in cooperation with visiting scientist) came in 1974 when the Cornelius Vanderbilt Whitney Laboratory of Experimental Marine Biology and Medicine of the University of Florida was established at Marineland. The laboratory has eight staff members with faculty appointments at the University, six associates, six fellows, and technical assistants--many of them working on grants from the National Institute of Health. Some of the research carried on there has applications to the study of birth defects and cancer. The years took their toll on the founding group of Marineland, and in 1983 a newly-formed Marineland Development Corporation acquired a majority of the stock in the enterprise.⁸⁹

The influence of Marineland has been truly international. Since its construction it has served as the prototype for other oceanaria constructed throughout the world. The list includes Marineland of the Pacific, Los Angeles, for which Marineland of Florida served as the parent company; the New England Aquarium, Boston; the Mystic Marine Life Aquarium, Mystic, Connecticut; Ocean World, Ft. Lauderdale; Miami Seaquarium, Miami; Sea World, Orlando; the Aquatarium, St. Petersburg; Florida Gulfarium, Ft. Walton Beach; Marine Life Park, Gulfport, Louisiana and various structures in Europe and Japan. Marineland today remains the world's first oceanarium, a center for scientific research and marine education, and one of Florida's leading tourist attractions.⁹⁰

Although the population of Flagler County has grown steadily since the 1920s, its rate has been considerably less than that of the state of Florida as a whole. Since 1970, however, population growth in the county has exceeded the rate of the state. It has become one of the fastest growing counties in one of the fastest growing states. Rapid population growth has created increased demands for essential services and has generated specific concerns about the conservation of the natural and cultural resources of the county. The historical narrative and the other components of the survey are intended to ensure the protection of archaeological sites and standing structures which embody the significant development of the county.

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ARCHITECTURAL ANALYSIS OF FLAGLER

Flagler County is located along the Atlantic Coast of Florida in a transitional area between North and Central Florida. It has four incorporated municipalities: Bunnell, Flagler Beach, Beverly Beach, and Marineland. Its coastline, approximately twenty-five miles in length, is becoming intensively developed. Its interior, however, remains essentially rural with development limited to agriculture and forest industries.

Flagler County covers an area of some 491 square miles or 322,560 acres. Its rapidly increasing population, is currently estimated at 19,243. Forest industries, agriculture, and tourism are the chief economic activities. The rough boundaries of Flagler County are the Atlantic Ocean on the east; St. Johns County on the north; Volusia and Putnam Counties on the west; and Volusia County on the south.

Water has influenced the settlement and economic development of the county in several ways. Until the late nineteenth century, when the first major rail systems were constructed in the county, it was the principal avenue of transportation. Based on cartographic and documentary sources, it appears that the waterways of the county were the setting for most settlement and economic development prior to that time. Furthermore, waterways and marshlands influenced settlement because they provided an abundance of food. Finally, the amount of rainfall and high humidity common to Florida have contributed to the rapid decay of the built environment of Flagler County. Despite its relatively long history, few standing structures in the county appear to pre-date the twentieth century.

Among the prominent man-made features of the county are roadways and railroads. The major north-south roadways are Interstate 95, U.S. Highway 1, and State Road A-1-A. The major east-west roadway is State Road 20/100. The county contains two historic and highly significant roadways, the Kings Road and the Dixie Highway, both of which run north-south.

Existing and historic land use patterns and concentrations of standing structures in Flagler County appear to be dictated primarily by transportation networks. Historically, most sites were concentrated along waterways such as the Matanzas River; Bulow, Haw, and Smith Creeks; Crescent Lake; the King's Road; and the Dixie Highway. Railroads were built throughout the county during the late nineteenth and early twentieth centuries. Within these transportation networks are found virtually all standing structures in the county which are at least fifty years old.

Based on historical research and field survey, the historic standing structures of Flagler County range in date from about 1887 to 1937. Despite the extended history of the county only one structure was found that conclusively dates from the nineteenth century. A lack of transportation, the harsh climate of Florida, and the destruction and decay resulting from the Second Seminole and Civil Wars appears to have

eliminated every building constructed prior to the railroad development of the 1880s.

{ During the course of the Flagler County survey 91 historic properties, nearly all of which were buildings, were recorded on Florida Master Site File forms. } Nearly all of these were constructed before 1930. Buildings included in the survey contribute to the sense of time, place, and historical development of the county through their location, design, setting, materials, workmanship, feeling, and association. Buildings located within the county but not included in the survey fall into two categories: those constructed within the period of significance which have lost the integrity of their original design or architectural detailing; and those that post-date the period of significance but have no exceptional significance as defined by state and federal preservation guidelines. The historic buildings located in the survey area retain their architectural integrity to a large degree.

{ The greatest concentration of historic properties were located at Bunnell, the county seat. Fifty-five buildings (55) buildings were recorded there. } Next, was the Haw Creek-Lake Disston area with fourteen (14), including the Relay Fire Tower. Nine (9) properties were located in the Korona area, including St. Christopher's Shrine, the only historic object in the county. There were seven (7) at Flagler Beach, two (2) at St. Johns Park, and the remaining four (4) buildings were scattered randomly throughout the county.

The period associated with the historic standing structures in the county spans the years from 1886 when the St. Johns and Halifax Railroad was completed through the county until approximately 1930, when the collapse of the Florida Land Boom and the onset of the Great Depression brought development to a standstill. There are a number of historic land divisions within the county. Principal among them are the many Spanish land grants which are concentrated along the waterways in the eastern portion of the county. Subdivisions provided a framework for concentrated development during the late nineteenth and early twentieth centuries. The most important of the subdivisions are the Town of Bunnell, platted in 1909, and Flagler Beach, first subdivided during the following decade.

{ Bunnell contains the greatest number of historic buildings numbering more than fifty of the total of ninety-one. The commercial development of the city was concentrated along East Moody Boulevard and Railroad, which formed part of the Dixie Highway. The original residential development occurred on the fringes of the commercial core. The finer historic residences, such as the I.I. Moody House, were also sited along Railroad, Bay Street, and Moody Boulevard. }

Bunnell, like many frontier areas where growth was fueled by speculation, grew organically. Much of the city's historical development was speculative, tied to railroad development, real estate promotion, and the Florida Land Boom of the 1920s.

As is typical in communities throughout Florida, residential

architecture in Bunnell and throughout Flagler County is dominated by Frame Vernacular design and the Bungalow. Most commercial buildings in Bunnell embody masonry vernacular designs commonly found in the United States during the early twentieth century.

The historic commercial buildings within the survey area were constructed between approximately 1909 and 1930 and, with one exception, are concentrated within the city limits of Bunnell. They are one- and two-story, attached masonry buildings. They are generally divided horizontally into two zones. The first floor was originally designed for use as public spaces such as banking rooms, insurance offices, lobbies, and retail storefronts on the first floor and as offices, entertainment, and meeting places on the second.

The storefront architecture of these buildings is significant. It was the predominate, commercial architecture throughout the United States during the late nineteenth and early twentieth centuries. The storefront was an innovation of the mid-nineteenth century in the United States. The first floor of the storefront featured large display windows and a formal entry. Upper stories were reserved for office space on the interior and on the exterior served as the location of the decorative elements of the building as well as signage. Decoration was minimal and frequently limited to decorative brick or stonework incorporated into the main facade. Shop windows were flanked by pilasters. Pilasters provided an inviting frame for displaying retail merchandise. The business entry was frequently recessed to avoid competition with the display area.

Horizontal or kick panels beginning at ground level and rising several feet served as the practical conclusion to the storefront display area. They were immune to breakage and weather damage and provided the visual fourth side of the glass frame. These panels were constructed of a variety of materials, most commonly wood.

A common storefront configuration was a center entrance with two obliquely placed windows flanking the doorway and a band of transom lights placed above. Metal or wood canopies or canvas awnings were most extensively used over commercial storefronts. They served as an advertising medium with signs placed on them; provided shelter for shoppers; and extended the display surface of the building.

The extant commercial buildings in Bunnell were originally red or buff brick or stucco and had flat roofs with parapets. In several instances, the original brick finish has been obscured through painting or the application of stucco. In virtually every instance the buildings have a boxy form and a rectangular plan. Unless they are detached or sited on a corner, they exhibit a single, primary facade where all entrances, windows, and decorative elements are placed. They generally contain fixed display windows on the first floor and double-hung sash windows on the second, usually in a 1/1 light pattern. Other noteworthy features of these buildings are corbelling and dentil and dog's tooth string courses.

The masonry vernacular storefronts of Bunnell are consistent with the design and materials of historic storefront architecture throughout the United States. They are characterized by such features as flat parapet roofs, belt courses, decorative brick work, and date and name panels. Two of the best examples of commercial architecture in Bunnell are the Bunnell State Bank Building and the Tribune Building.

The Bunnell State Bank Building, located at 101-107 North Bay Street, is a two-story, commercial building. It is designed in the Masonry Vernacular storefront style. Its notable architectural features include a buff brick exterior, a canted corner entrance, corbelled cornice, and arched headers over window openings. The bank was completed in 1918. The interior was finished in Tennessee and Georgia marble, and included a vault, and director's room. Adjoining the bank were the offices of the Bunnell Development Company. The second story was divided into large offices, occupied by lawyers, a doctor, and a dentist.

The Tribune Building, located at 106 Bay Street, is a two-story, commercial building. It is also designed in the Masonry Vernacular storefront style. Its notable architectural features include a brick exterior, corbelled cornice, and arched lintels over window openings. It has been altered by the replacement of its original wood windows and storefront. It is one of the best examples of commercial architecture in Flagler County. The Tribune Building was built in 1913-14. It housed the St. Johns Tribune which in 1917 became the Flagler Tribune.

Frame Vernacular is the most numerous architectural style in Flagler County. Frame Vernacular is defined as the common wood frame construction technique of lay and self-taught builders. This type of construction was the product of the builder's experience, available resources, and responses to the local environment. It existed generally apart from popular architectural trends and was not based on formal academic or technical training. In many instances these buildings were the residences of the pioneer settlers of Bunnell whose primary concern was utility, not beauty.

Based on field inspection and data analysis, Frame Vernacular buildings dating from the 1900-1920 period are generally two stories in height, dating from the 1900-1920 period are generally two stories in height, with a balloon frame structural system constructed of pine, and a foundation of masonry piers, most often made of brick. They have a regular plan, usually rectangular, but often have "L" plans which were used to maximize cross ventilation. They have an interior plan containing two rooms, (hall and parlor), two or four rooms divided by a central hall, or two rooms with a stairhall on the side. They have gable or hip roofs steep enough to accommodate an attic. Horizontal weatherboard or drop siding are most widely used exterior wall surface materials. Wood shingles were used originally for roof surfacing, but they have nearly always been replaced by composition shingles in a variety of shapes and colors. The facade of the typical frame vernacular residence is often placed on the gable end, making the height of the facade greater than its width. Porches

are also a common feature of the frame vernacular. They include one- and two-story end porches or verandas. Fenestration is regular, but not always symmetrical. Windows are of double hung sash and doors of paneled wood. Decoration is sparse. It is generally limited to ornamental woodwork, including a variety of patterned shingles, turned porch columns and balustrade, and eave and porch brackets.

During the 1920s Frame Vernacular remained an important influence on the architecture of the county. Its design reflected a trend toward simplicity. Residences influenced by it appear to be smaller than those of previous decades, usually measuring only one story in height. The decrease in size of the private residence is largely a reflection of the diminishing size of the American family. Another influence on residential design was the proliferation of the automobile which resulted in the addition of garages and carports. The Bungalow became the major stylistic model during and after World War I. Not only was it present in its pure form, but it was a major influence on the vernacular architecture of the period. Among the best examples of frame vernacular design are the I.I. Moody House, the J.F. Lambert House, W.H. Cochran House, the George Moody House, and the Princess Estate.

The Isaac I. Moody House, at 102 North Railroad Street, is a two-and-one-half story, frame vernacular residential building. Its notable architectural features include a prominent first-floor porch with balustrade and sunburst, gabled dormers, and massive chimneys with corbelled caps. It was built c. 1909.

The J.F. Lambert House, at 200 North Railroad Street is a two-story, frame vernacular residential building. Its significant architectural features include a prominent first-floor porch with balustrade, wall dormers, a bay window, and fish-scale shingles in the gable end. Built in 1909, it is the oldest extant building in Bunnell. It was originally the home of J.F. Lambert. Lambert was one of Bunnell's leading businessmen, politicians, and civic leaders.

The W.H. Cochran House at 202 North Railroad Street is a massive two-story, frame vernacular residential building. Its prominent architectural features include a prominent first-floor porch and massive chimneys with corbelled caps. It was built c. 1909.

The George Moody House, at the southwest corner of Lambert Street and Pine Avenue, is a two-story, frame vernacular residential building. Its notable architectural features include a wrap-around veranda with Tuscan columns and gabled wall dormers. It is largely unaltered. The George Moody House was built c. 1916.

The Princess Estate, located on the south side of Pellicer Creek, is a one-and-one-half story, frame vernacular residential building. Constructed in 1887 and modeled on an Adirondack hunting lodge, it the most architecturally and historically significant building in Flagler County. Its notable architectural features include a prominent first-floor porch with

natural wood and palm columns and coquina block construction.

Beyond the Frame Vernacular, the Bungalow is the second most important influence on the residential architecture of Flagler County. The Bungalow was one of the most popular models for residential design in the United States. Originating in California, the Bungalow was given extensive publicity in such magazines as the "Western Architect," "The Architect," "House Beautiful," and other popular magazines, thus familiarizing the rest of the nation with the style. As a result, a flood of pattern books were published, offering plans for Bungalows.

Around World War I the Bungalow became the most popular and fashionable smaller house in Flagler County. The proliferation of the Bungalow there and in communities throughout the United States was probably due, in part, to the need for more moderately priced housing following World War I. The Bungalow served as the model home of the Bunnell Development Company. Plans of model Bungalows were published in the Bunnell Home Builder and were commissioned by many home owners. For these and other reasons, the Bungalow became the prime model for residential architecture in Bunnell prior to 1930.

The Bungalow was derived from the Bengali *bangla*, a low house with porches, used as a wayside shelter by British travelers in India during the eighteenth and nineteenth centuries. It was what one traveler remarked, "a purely utilitarian contrivance developed under hard and limited conditions." In addition to major features of encircling porches and utilitarian construction, a marked attempt at the low profile, ventilation by means of band of windows and axial door placement were items upon which considerable attention was spent because of the hot climate. When similar locales were chosen as building sites in the United States, notably California and Florida, the features became underscored as the characteristics of the new style.

The design of the Bungalow is clearly distinct from that of Frame Vernacular architecture in Flagler County. It is strongly horizontal whereas Frame Vernacular designs, particularly those built prior to 1920, emphasized verticality. The horizontal emphasis is expressed principally through its height and roof line. The Bungalow is always a one- to one-and-one-half story frame structure. Occasionally, it will have a full second story in height, but the story will not utilize the entire plan--it is essentially a second story with one half the area of the first floor. Furthermore, the roof line of the Bungalow has a much gentler pitch. It has a shallow, sloping, usually gable, roof. When it has a front facing gable roof over the main body of the house, a similar gable roof is almost always employed over the porch. The design provides a gable over gable emphasis to the facade and further accentuates the horizontal appearance of the Bungalow.

Other identifying characteristics of the Bungalow are its plan, orientation, and individual features. The plan of the Bungalow is almost always rectangular. Frequently, the narrower gable end forms the entrance facade. The narrow end usually faces the street as well. The gable end is

often treated with stained wood shingles, board and batten, half timbering over stucco, or large lattice roof vents. The horizontal massing of the Bungalow is reinforced through its individual features and detail.

In Bunnell there are several excellent examples of the Bungalow. One is the Thomas Holden House. The Holden House at 204 East Moody Boulevard is a one-and-one-half story, residential building. Its notable architectural features include coquina pedestals and piers, battered porch columns, exposed rafter ends, decorative apothecary glass, and knee braces in the gable ends. It was built in 1918.

Another fine Bungalow is the second George Moody House at 1000 East Moody Boulevard is a one-and-one-half story, residential building. Its notable architectural features include coquina pedestals and piers, battered porch columns, exposed rafter ends, a porte-cochere, and knee braces in the gable ends. It is largely unaltered. The George Moody House was built in 1918 by the Bunnell Development Company.

A third significant Bungalow is 802 East Moody Boulevard. 802 East Moody Boulevard is a one-and-one-half story, residential building. Its notable architectural features include a prominent four bay wide porch, pedestals and piers, battered porch columns, exposed rafter ends, a dormered second story porch, and knee braces in the gable ends. It is largely unaltered. 802 East Moody Boulevard was built c. 1918 by the Bunnell Development Company.

The most significant public building in Flagler County is the Neo-Classical Courthouse. The courthouse is a two-story, government building. It is designed in the Neo-Classical style. Its notable architectural features include massive, Ionic columns and other classical details and the symmetry of its overall design. It has been altered by the replacement of its original entrance and a massive rear addition.

The Courthouse was completed in 1924. Courthouses in the United States have traditionally been prominently located and symbolized economic aspirations, local pride, and civic ideals. Their early designs were influenced by the architecture and political ideals of Thomas Jefferson who relied heavily on Greek and Roman precedents. By the beginning of the 20th century formal training for architects resulted in designs influenced by Renaissance and classical architecture. Thus the classical design tradition of American public buildings was sustained and is exemplified in the design of the Flagler County Courthouse.

There were a number of buildings designed in Spanish and other Mediterranean influenced architectural styles in Flagler County, particularly at Flagler Beach. Spanish influenced architecture in Florida dates primarily from the 1920s and is closely associated with the Florida Boom. It was popularized by a series of expositions during the late nineteenth and early twentieth centuries. The California Building at the World Columbian Exposition at Chicago in 1893 and the Electric Tower at the Pan-American Exposition in Buffalo in 1900 introduced two distinct variations of Spanish

influenced architecture. One was the Mission style and the other the Spanish Revival. The California Building, although actually displaying little which could be attributed directly to Spanish colonial ecclesiastical architecture, was the forerunner of the Mission Style. The Mission Style was most utilized in California. Some of its features, however, reappeared in the Spanish Colonial Revival style. The latter style was used extensively in California but was also important in other areas of the southwest and Florida.

The Mission Style was a variation of the Spanish Colonial style. Like the latter it incorporated stuccoed walls and tiled roofs. The Mission Style, however, was generally simpler in form, revealing comparatively little sculptural ornamentation. Curvilinear parapets, its most distinctive feature, were more pronounced and round arches more common. There once were several Spanish influenced buildings at Flagler Beach, but now only one remains, 1844 South Central Avenue. 1844 South Central Avenue is a one story residential building. Its notable architectural features include a curvilinear parapet, the trademark of the Mission style; a stucco exterior; and a tile parapet roof.

Another unusual architectural style found in Flagler County is the Carpenter Gothic. The Carpenter Gothic was popularized in the United States through the writings and plan books of Andrew Jackson Downing, Alexander Jackson Davis, and Richard Upjohn whose works were published during the 1830s, 1840s, and 1850s. The identifying characteristic of the style is the extensive use of sawn wood ornamentation on vergeboards and the eaves of roofs. According to architectural historian William Pierson: "the complex lace of the Gothic cottage represents the first instance in this country in which technology, in the form of a power driven tool, had a major effect on the visual character of the American house." Other identifying features are steeply pitched roofs, usually with steep cross gables; windows extended into gables, frequently having a pointed-arch form; and sometimes flat, castellated parapet.

One example of the Carpenter Gothic is the R.W. Cody House. Located off State Road 11 in the Haw Creek area, it is a two story frame residential building. Its Gothic Revival features include a prominent one-story entrance porch with jig-saw wood trim and an oriel window on its south elevation.

Another is St. Mary's Church at Korona. The Gothic was frequently associated with ecclesiastical architecture, a carryover from the Middle Ages when it was the stylistic model for churches. St. Mary's is a typical representation of the style. The style widely influenced the design of Episcopal churches after its incorporation in an architectural pattern book for congregations of the faith. It was, however, adopted by other denominations and even the Jewish congregation of Ocala. It is characterized by elaborate Gothic motifs produced by artisans working with wood, according to the Illustrated Dictionary of Historic Architecture. A typical example has, however, considerably more wood trim than St. Mary's. Constructed c. 1914, St. Mary's is a very late example of the style. In the

late nineteenth century, a large number of Carpenter Gothic churches were constructed in towns along the St. Johns River.

The notable architectural features of St. Mary's Catholic Church story include lancet windows, jig-saw wood trim, steeple, and pinnacle. The Gothic styling of St. Mary's Church is expressed through its jig-sawn, ornamental woodwork and its lancet windows. It is one of the most architecturally and historically significant buildings in Flagler County.

Aside from design qualities, materials are another consideration in determining the significance of historic buildings. One significant material used to construct buildings in Flagler County was coquina. Coquina has been most widely used in Florida at St. Augustine. Coquina was known to the Florida Indians, and it was from them that the Spanish learned of it in the 16th century. In 1671 coquina quarries were opened on Anastasia Island. The quarries were the source of the stone used to build the Castillo de San Marcos, probably Florida's most significant historic landmark. With an adequate supply assured for the completion of the fort, coquina was then made available for private construction in the city. All but one of the surviving colonial structures in St. Augustine are built of coquina.

Although coquina is best known and has its most concentrated use in St. Augustine, the Ancient City is not the only place where it was used for construction. Coquina buildings and ruins can be found in Daytona, Ormond, and New Smyrna. Bok Tower, built in the 1920s near Lake Wales, is partially faced with coquina. The city of Rockledge takes its name from the many coquina outcroppings in the area. There are numerous buildings in Flagler County constructed wholly or partially of coquina. Among them are the Thomas Holden House, 204 East Moody Boulevard, Bunnell; the George Moody House, 1000 East Moody Boulevard, Bunnell; the Bunnell City Hall; and the Princess Estate at Pellicer Creek.

Of the 91 historic buildings surveyed, 72 were classified as residences and 10 as commercial buildings. The remainder included 3 government buildings, a church and religious structure, 2 unoccupied, and an apartment.

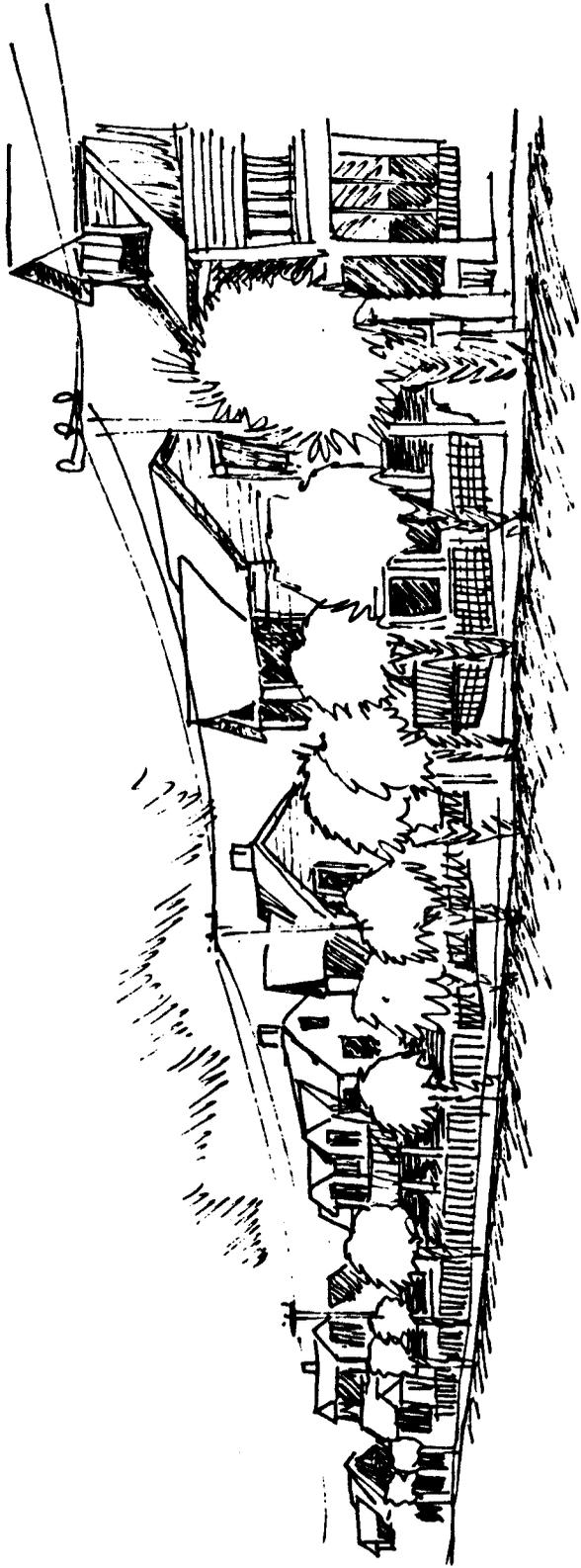
The most numerous architectural style was the Frame Vernacular, numbering some 65 residences. Other common styles were Masonry Vernacular (10) and Bungalow (9). Much less common were Neo-Classical (2); Carpenter Gothic (2); Mission (1); Prairie (1); and Nautical Moderne (1).

The historic building stock appears to be in solid condition. Twenty-three (23) buildings, mostly private residences in Bunnell, were classified as being in excellent condition and forty-two (42) in good condition. Twenty-four (24) were in fair condition and only five (5) in deteriorated condition.

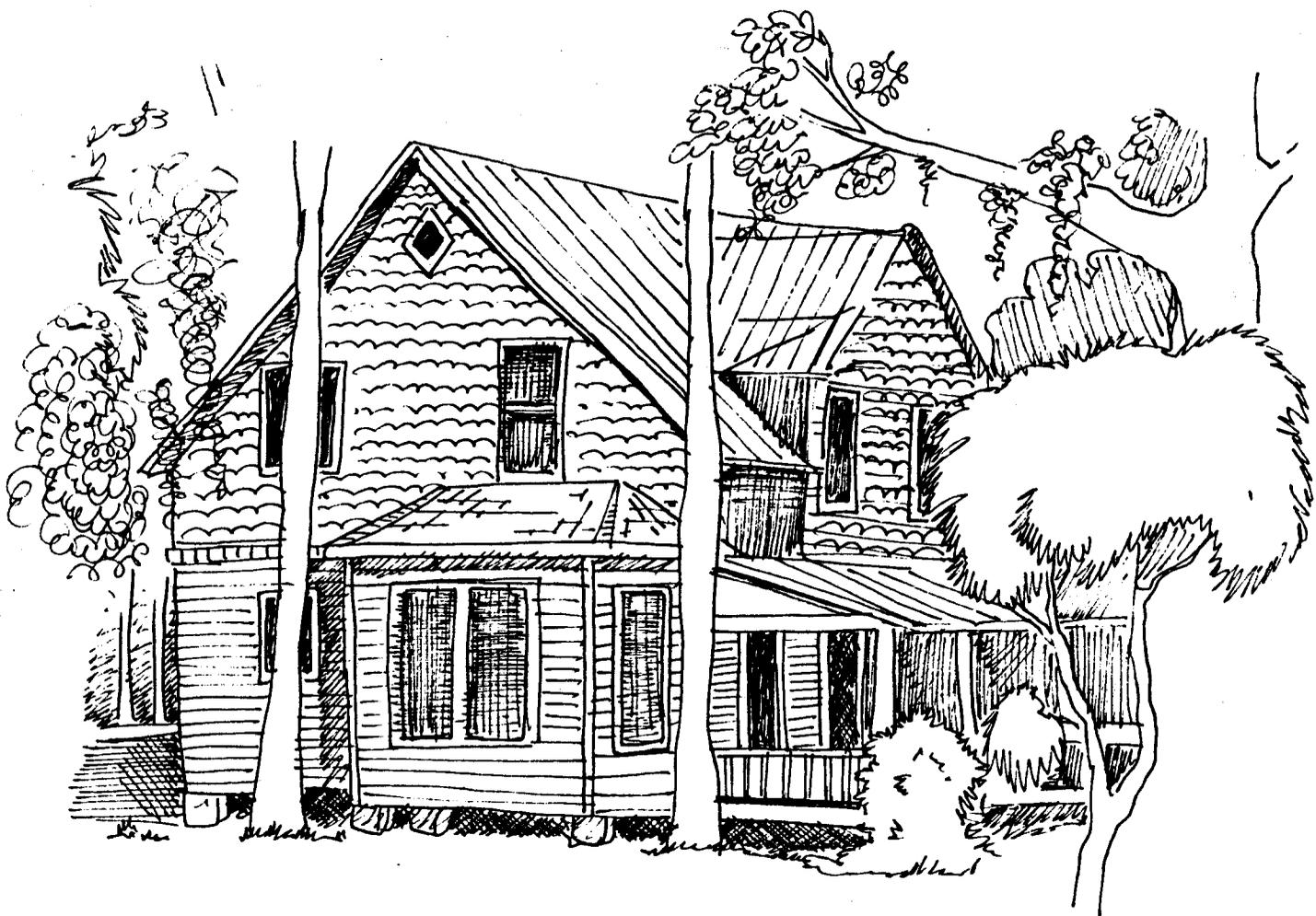
The properties surveyed range in age from 1887 until about 1940. Only one, the Princess Estate, conclusively dated from the 19th century. There were eight (8) constructed between 1900-1909; thirteen (13) between 1910-1919; sixty-four (64) between 1920-1929; four from 1930-1939; and one

from c. 1940.

The historic buildings of Flagler County embody the county's cultural heritage. They convey a sense of time and place and represent the significant development of the county from the 1880s until about 1930. The historical legacy of Bunnell and other Flagler County communities can provide a bold visual foundation for continued development that will leave residents with a comfortable feeling about the built environment surrounding them. This legacy provides a link between old and new as Flagler County moves into the 21st century.



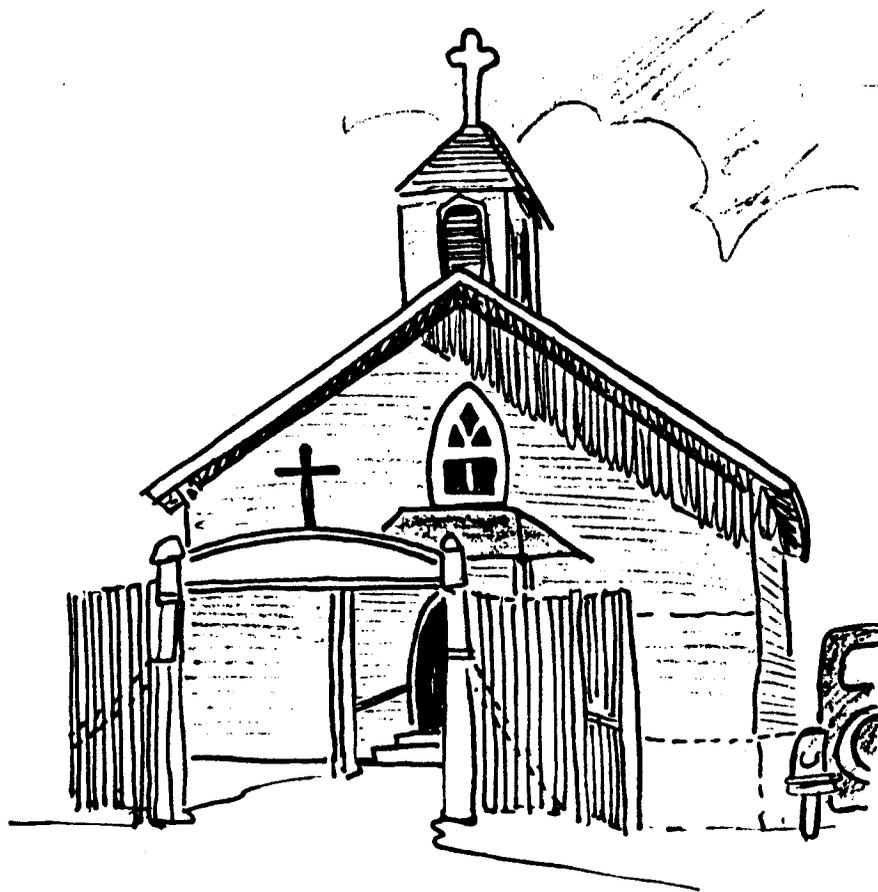
RAILROAD STREET of BUNNELL



JAMES F. LAMBERT HOUSE



HOLDEN HOUSE 1918



ST. MARYS CHURCH KORONA 1914

PREHISTORY OF FLAGLER COUNTY

The archaeology of Flagler County is little known compared to areas both north and south of it along the coast in St. Johns and Volusia counties, and to the neighboring basin of the St. Johns River to the west. This lack of knowledge stems at least in part from the relatively small amount of archaeological survey and excavation which has been carried out in the county, but it may also reflect a less intensive aboriginal occupation than in neighboring areas.

The human occupation of the peninsula of Florida is now well established as extending back for ten or twelve thousand years; at, or near, the end of the last glacial period. The recognized sequence of cultural periods for northeast Florida, with approximate dates, is as follows:

PaleoIndian	prior to 8000 B.C.
Early Archaic	7000-5000 B.C.
Middle Archaic	5000-3000 B.C.
Late Archaic (nonceramic)	3000-2000 B.C.
Late Archaic (Orange)	2000-1000 B.C.
Transitional	1000-500 B.C.
St. Johns I	500 B.C.- A.D. 800
St. Johns II	A.D. 800- 1600
St. Augustine	A.D. 1600-1763
Seminole	A.D. 1763-1842

These archaeological periods will be discussed in more detail below, and their known presence or absence in Flagler County will be examined in terms of the limitations or current knowledge and the potentials of more intensive research and survey.

The Environment of Flagler County

Figure 1 illustrates the physiographic divisions present in Flagler County and immediately adjacent areas according to Brooks (1981). The Crescent Lake Basin (1a6), stretching over most of the western boundary of the county, narrows toward the east near Bunnell and runs in a tongue from there to the Atlantic Coastal Ridge behind Flagler Beach. It is described as (Brooks 1981):

Crescent Lake Basin: A lowland underlain by estuarine and lagoonal silts, clay and fine sand. Crescent Lake is associated with a structural high in the Ocala Limestone which at one place is known to be near the surface of the land. An extensive swamp forest exists along with flatwoods. . . .

Bordering the north side of the Crescent Lake Basin in a poorly drained low ridge, called the Roy Divide (1a5), 25 to 30 feet in elevation, of sandy soils covered by flatwoods. A small area of the Hastings Plain (1a4) dips into the northwestern part of the county.

The eastward thrust of the Crescent Lake Basin interrupts and separates the St. Augustine Ridge Sets (1b) to the north and the Volusia Ridge Sets (1c) to the south. Brooks (1981) describes the St. Augustine sets as a "complex relic of a barrier island with beach ridge sets of several different ages," and the Volusia sets as follows:

Volusia Ridge Sets: Accreted coastal deposits consisting of four distinct parts, a flatwoods plain of subdued beach ridge sets, typically about 40 feet in elevation (the "Talbot Terrace"), an eastern boundary sand ridge with a crest typically at 46 feet elevation, an eastern set of beach ridges forming a flatwoods plain 25 to 30 feet in elevation (the "Pamlico Terrace"), and the high coastal ridge (the "Atlantic Coastal Ridge") that is up to 55 feet in elevation. The plains are underlain directly by fine sands and silty sands with some clay; whereas the ridges have well drained sand soils. Coquina deposits underlie the Atlantic Coastal ridge.

East of the ridge sets described above, separated from them by a scarp running parallel to the Atlantic Ocean, is what Brooks calls the Central Atlantic Coastal Strip. This is "A coastal strip of land originating or modified by shore line processes during Late Pleistocene time." The portion of this coastal strip within which Flagler County is located is called the St. Augustine - Edgewater Ridge (1e1) and is noted as having a ridge of coquina as its principal relief feature.

These physiographic units of the Brooks describe the present landscape and are based upon (1) rock and soil type, (2) geological structure of the underlying rocks, (3) geomorphic process that constructed or sculptured the landscape, and (4) relief. Brooks further notes that, "In Florida there is a direct relationship between the natural vegetation and the physiographic units as now distinguished."

Many changes have occurred within the last 10,000 years, the figure commonly assigned as separating the end of the Pleistocene from the Holocene, or Recent, geological period. Ten thousand years ago the sea level was about 20 meters (about 65 feet) below that of the present, producing a shoreline from two to four miles east of the present one in Flagler County.

At that time, and before, the climate in the Southeast was colder, drier, and windier than today (Watts 1980; Carbone 1983). The much lower sea level created a lower groundwater level on land, leading to arid conditions and few standing or running freshwater sources. As the sea level rose, at first rather rapidly, reaching near modern levels by 5000 years ago, the climate also changed, becoming increasingly moist, with consequent changes in the vegetation. By about 5000 years ago near modern conditions had been reached; barrier islands and lagoons existed, rivers were near their present discharge patterns, and the now-dominant pinelands were developing.

All of this means that the environment to which human groups adapted did not remain constant throughout post-glacial times, and that we

must look for different settlement patterns at different periods in the past.

Only at the extreme northern end of the county does the coast share in the estuarine environment which is so important in the Indian settlement pattern along the east coast of the state. The south end of the coastal strip contains several small drainages which empty into the headwaters of the Halifax lagoon, but these were marginal to the more productive estuaries of Volusia County. The Flagler County coastline is a dune-backed relatively high energy beach lacking lagoons, although freshwater marsh and swamp does lie behind and parallel to much of it. Larson (1980:12,13) has characterized the archaeological potential of the coastal strand of the Southeast in the following terms:

Virtually no habitation sites have been recorded from the strand section. A number of sites are almost on the strand, but a careful evaluation indicates that they are properly lagoon and marsh section sites. . . . The lack of archaeological evidence for strand section sites is paralleled by a similar lack in the ethnohistorical sources. . . . Apart from temporary turtle-hunter camps established for a few days during each of the summer months, we should expect to find no archaeological sites in the strand section.

As Larson noted, sites may occur near the edge of the strand proper where they relate to more productive ecosystems; estuarine, fresh-water swamp, and hammock. In Flagler County such habitats do occur parallel to, and behind the dune lines. To the west of this zone is the higher land of the Atlantic Coastal Ridge, wider in the north part of the county than at the southern edge.

A portion of the western boundary of the county is on Crescent Lake, a large freshwater body of water connected to the St. Johns River by Dunns Creek. While numerous sites occur along the St. Johns River between Lake George and Palatka, only a few are known from Dunns Creek and Crescent Lake, Haw Creek and its branches and tributaries drains much of the interior of Flagler County into Crescent Lake.

The entire county is in the Eastern Flatwoods District as recognized by Brooks (1981), and in truth the vast majority of the land is (or was prior to clearing) in pine flatwoods (Davis 1967). Davis's vegetation map covers the entire state and is consequently quite generalized and cannot represent minor occurrences. However, once west of the coastal strand, marshes, and hammocks there is a relatively narrow band of sand pine on the higher ridge, dropping into the pine flatwoods which are interrupted only by a sizable cypress swamp (Graham Swamp) in the southern part of the county and several areas of swamp forests in the north part of the county and near Crescent Lake. The pine flatwoods category is not uniform, being described as follows (Davis 1967):

Pine Flatwoods. Open woodlands of one to three species of pine: longleaf, slash, and pond pines. Many herbs, saw palmetto, shrubs and small trees form an understory. Included in general flatwoods areas are small

hardwood forests, many kinds of cypress swamps, prairies, marshes, and bay tree swamps.

Just a glance at the 1:24,000 quadrangle maps of the U. S. Geological Survey discloses that swamps, marshes and wetlands cover a considerable portion of the county in a scattered pattern. A map of the flood prone areas of Flagler County, issued by the County, is also very useful in delimiting these zones and can be a valuable tool in planning archaeological survey.

Previous Archaeological Research

Jeffries Wyman investigated the shell heaps of the St. Johns over a number of winters in the late 1860s and the early 1870s, work that culminated in his monograph on the subject (Wyman 1875). Wyman concluded that the shellheaps were man-made, and recognized that they demonstrated that an early non-pottery period was followed by periods with pottery. He apparently did not penetrate to Crescent Lake.

LeBaron (1884:773) in his listing of Florida sites said merely, "on Bear Island, in Dunn's Lake (Crescent Lake), there are mounds, and others on both sides of the lake." This would certainly imply sites on the Flagler County side of Crescent Lake, but none were picked up in Coggin's (1952) survey of St. Johns River archaeology, which was largely based on literature search and museum collections. Coggin (1952:86) assigned the number Pu 17 to a midden on Bear Island based on the citation of LeBaron, and the 1766 mentioned by John Bartram (1942:45), as follows:

. . . Set out early and landed on a small island of near 100 acres, part cypress swamp, part marsh, and piney palmetto, a very rotten black soil, mixed with white sand: We landed on a low bluff of muscle and snail-shells, generally broken and powdered by the surges of the lake; here, as well as in most other places on any high dry bank or its branches where the soil is good, are found fragments of old Indian pots and orange-trees, which clearly demonstrates, that the Florida Indians inhabited every fertile spot on St. John's River, lakes and branches. . .

More recent mention of this site was not encountered in the literature, and it is not established that this site or other possible sites on Bear Island are indeed totally in Putnam County.

Toward the end of the century the St. Johns became the scene of even more extensive archaeological investigations by Clarence B. Moore of Philadelphia, who transported his work crew, and occasional guests, from site to site on his privately owned steamboat. Between 1892 and 1895 Moore published ten titles on his work along the St. Johns, none of which, however, touched on present Flagler County. His closest work was on sites near the mouth of Dunns Creek (Moore 1894, 1895).

As a result of his work, Moore recognized a sequence of cultures beginning with a non-pottery period, followed by fiber-tempered pottery, then plain chalky, and finally ornamented chalky ware. In essence this is the general sequence still recognized, with later refinements and the addition of radiocarbon dating. Moore is frequently criticized as little more than a "pot hunter," but his true contribution is that of a true pioneer in an infant field of study.

A. E. Douglass, an amateur archaeologist from New York and a prominent winter resident of St. Augustine, investigated a number of sites on the east coast, including two in Flagler County, the King's Road Mound (FL 11) and the Marineland midden (FL 6), which he called Dupont's Mound. The King's Road Mound, to the east of the old King's Road some three miles north of Bulow was a sand burial mound in which "the only visible remnants of burials were human teeth and fragments of jaws. The relics were three celts and numerous shell beads" (Douglass 1885:81).

Dupont's Mound (the Marineland midden) was described in considerable detail by Douglass (1885:75-76). At that time it was fifteen feet deep on the seacoast and extended from there to the river; "its length is about half a mile, and its width the same." He described successive layers of shell debris, hearths mingled with fragmentary pottery, and "bones of fish and fowl, of turtle, alligator and deer." He interpreted the site as having grown from long-term usage of households of Indians accumulating debris about them, and moving about over the growing surface.

Some years later Webb (1894:697) also described the site under the name of "the large mound below Matanzas Inlet" in his paper on east coast shell mounds. He estimated the height as 10 to 12 feet and covering more than 30 acres. He, too, interpreted the midden as resulting from dwelling places developing circular refuse patterns and moving about over the surface through the years.

Vernon Lamme (1941) conducted excavations in a sand burial mound on the site in the 1940s as Marineland expansion was under way, but his report has not been relocated in the files of the Florida Historical Society. Today, the vast mass of the site has been largely leveled and destroyed. An unpublished investigation by the present author (Griffin 1974) was carried out in 1974 in an area beneath the removed shell midden, uncovering occupation from the Orange Period.

In the 1931 dredging of the intracoastal Waterway vertebrate fossils were found at Bon Terra (FL 5) and an investigation by J. H. Connery (1932) recovered more fossils and a chert "arrow-head." This possible association of an artifact with extinct fauna led to more extensive work by E. B. Howard (1940) which yielded an extensive collection of animal bones, but no further evidence of human association. Howard noted that the vertebrate remains were not articulated, but broken and scattered, indicating secondary deposition. Neill (1953) reconsidered the evidence and examined the material recovered by Connery, finding that the "arrow-head" was in fact a stemmed scraper of a type much later than the Pleistocene animals,

and leading him to the conclusion that the purported association was fortuitous.

Miller (1982) re-examined the site in 1979 as part of a survey of the Hammock Dunes project of ITT. Eleven profiles were cleared along the Intracoastal Waterway and 44 subsurface tests were placed in the site area. Fossil bone was encountered, but the only artifact was an undiagnostic flint chip found in the roots of an upturned palm tree, not in association with the levels producing the fossils. The results lead to the conclusion that the Connery find was fortuitous.

Miller and Strassburger (1977) produced a cultural resource assessment for the Palm Coast property, which involved literature search and limited survey. Nine Flagler County sites were listed for the area covered. These authors developed a preliminary model of high potential areas "by plotting intersecting sets comprising the distribution of 2 of 7 soil types, 2 of 10 vegetation types, Spanish land grants, and land within 1/2 mile of naturally flowing water or the Ocean" (Miller and Strassburger 1977:137).

Miller (1982) added six prehistoric sites in the Hammock Dunes area of Palm Coast in the survey of that area. These were all tested, and one of them, the Benton Mound (FL 16) was the subject of intensive excavation (Miller 1981). This latter excavation is the only burial mound to be excavated in Flagler County under modern controlled conditions. Another recent survey is that of Daniel, Ferro, and Sicius (1980) of a tract in southeast Flagler County and adjacent Volusia County. Four Flagler County prehistoric sites were added by that survey.

The Division of Historical Resources of the Florida Department of State maintains the Master Site File. Available information from a number of sources has been incorporated in this database, but there is no pretense of completeness. For Flagler County the file was initially based on the sites recorded by John M. Goggin (1952) in his synthesis of St. Johns Area archaeology. The state file represents the state of knowledge at the time it is consulted, or more accurately, at the time the last additions were made to it.

There are only forty site numbers listed for Flagler County in the Master Site File, and two of these are vacant or unassigned, leaving 38 sites. However, there are actually less than this because of location errors and duplications.

Rhotan Midden (FL 03) and Rhotan Mound (FL 04) are erroneously listed for Flagler County. The error apparently originates with Goggin (1952:93) who gives the locations as "on Pellicer Creek, opposite Dupont [Marineland] mound." He cites as his reference Douglass (1885:77-78), but Douglass (1885:76) actually says:

Immediately opposite this mound [Dupont's] Pellicere's Creek opens out on the western side of the lagoon, and following up its course about three miles we reach on the north bank, Rhotan Landing, where a shell bank and field indicate an early Indian village. Three-quarters of a mile westward

from this landing is a sand mound known in my records as Rhotan Mound.

There can be no doubt but that Douglass locates these sites on the north bank of Pellicer Creek in St. Johns County, not present Flagler County. Miller and Strassburger (1977) correctly locate these sites north of Pellicer Creek, but do not direct particular attention to the erroneous county designation.

Miller and Strassburger (1979:66-69) convincingly demonstrate that site FL 2, based on Douglass' (1885:75-76) description of what he called Dupont's Mound, and FL 6, the Marineland Midden, "probably Webb's (1894) midden," (Goggin 1952:93), are one and the same. Both site numbers stem from Goggin (1952), and it is sometimes not understood that Goggin tended to use different numbers for sites reported in the literature or represented in museum collections if he was less than certain that they represented the same site. In this way his cultural analyses remained unmixed, and he was more interested in that than in the cataloging of site locations. Since these numbers are duplicates for the same site Miller and Strassburger (1979:68-69) suggest that FL 02 be closed, and that FL 06 be retained as the number for this site.

The two erroneous locations and the one duplication reduce the actual total of sites to 35. The computer printout of the state master file has no location or cultural information available on sites FL 30 through FL 35, and FL 37 through FL 40; apparently simply a lag in data entry. However, this information was received from Mr. Jim Davis of Bunnell, who was the one who reported these sites to the state. The accompanying table lists the 40 site numbers in the Master Site File as they appear in the source, without the corrections noted above.

The time periods represented by the sites in Table 1 are shown in Table 2, omitting erroneous locations, duplicate numbers and unassigned numbers. It is immediately apparent that about one-third of the remaining sites have too little information to permit the assessment of their time period. What we do have is enough to indicate some occupation of the county in all periods more recent than the Middle Archaic, with the distinct possibility of Early and Middle Archaic and a big question mark for the PaleoIndian.

Expectedly, the vast majority of the sites which can be placed in time periods are from the two St. Johns periods. While the assignments of St. Johns I and St. Johns II are nearly equal, we cannot assume this to be a valid figure. The St. Johns I sites are burial mounds; their frequency may be merely the result of more intensive digging in burial mounds than in other types of sites. The St. Johns II sites, on the other hand are middens and have been recognized by the presence of check-stamped pottery, primarily from surface collections. St. Johns I levels at some of these sites may be masked by the absence of clear marker types in this period.

The most striking thing about these two tables is how clearly they indicate the paucity of recorded information on the prehistory of Flagler

County.

Archaeological Summary

PaleoIndian Period (8000 B.C. and earlier).

The earliest substantial evidence of human occupation of the New World dates from roughly ten to twelve thousand years ago, and evidence of that period is relatively widespread in Florida, mostly in the form of the characteristic fluted projectile points of these early hunters. However, such evidence is nearly completely lacking in that part of northeast Florida east of the St. Johns River. In a distributional study of 1296 diagnostic PaleoIndian projectile points from Florida, only one was recorded from east of the St. Johns (Dunbar and Waller 1983:23).

This was a period during which many of the now-extinct animals of the Pleistocene were present and an extensive bone bed is known from Flagler County at the Bon Terra Farm site (FL 05). The animal bones in the Bon Terra deposit are not articulated, and are apparently redeposited, or at least reworked by water action. The chipped stone artifact is of a later time period and is not considered to be associated with the extinct fauna.

If Pleistocene animals were in Flagler County, and humans were in nearby parts of Florida, what may explain the absence of evidence here and in nearby coastal areas? One factor is that the coastline of that time is now submerged and that any evidence of occupancy near it is also submerged. And, despite the fact that the coastal strand is generally unattractive for aboriginal settlement, at this time there were places where fresh water could be found near the shore. On the west coast of the state submerged springs and sinkholes are known from levels which would have been near the earlier shore. Such a spring, at about the 56 foot depth is known from about two and a half miles offshore of Crescent Beach in neighboring St. Johns County. There may be other such features, though not as prominent, off the Flagler coast. Writing about the southwest Florida coast Widmer (1983:331) says:

It is anticipated that wherever the water table is near the surface, a situation determined by sea-level position, this area will be optimal for human occupation and so human groups would have their base camps and population concentration there and would extend to the coast along mesic stream areas. Because this zone extends north-south, it is expected that the populations would move within this region, with only minimal forays in the arid interior to the east [read "west" for the East Coast].

This statement relates to the coastal situation, but when we look at the total known PaleoIndian artifact distribution in Florida (Dunbar and Waller 1983) we find further confirmation of the relationship to fresh-water supply in this time of generally arid conditions in the peninsula. Ninety-two percent of the sites of the control sample of Dunbar and Walker are related to the limestone karst regions of the state, which are of course areas of

sinkholes and springs, and therefore of more stable access to water than most other areas. So, aside from the karst areas the most desirable locales of PaleoIndian times would have been near the ancient coast where the groundwater level approached the surface.

Early and Middle Archaic (8000 to 3000 B.C.).

The sea-level continued a more or less continuous and rapid rise until about five thousand years ago. This meant a constantly changing relationship of groundwater levels, but as the levels rose, runoff would be less rapid, and ponding and lake and swamp formation would accelerate until roughly modern conditions were achieved. The human cultures of this intervening period are known as Early and Middle Archaic periods.

The change from the PaleoIndian period to the Archaic is generally considered to be associated with changing lifestyles associated with changes in the environment. Both the PaleoIndian cultures and the megafauna of the Late Pleistocene and very early Recent periods disappeared; the fauna for reasons that are still controversial, and the culture presumably because it was at least in good part adapted to the fauna.

The Archaic periods witness the development of diverse hunting and gathering cultures (at least as marked by their artifacts) which increasingly adapt to a broader range of subsistence items and to the potentialities of varied environments. The pattern seems generally to have been one of base camps and seasonal movements to take advantage of the varied and changing, but cyclical, abundances.

Once again, present knowledge of occupations during these periods in northeast Florida, east of the St. Johns, is meager. Only a single specimen of an Early Archaic point is known from St. Johns County (Smith and Bond 1984:53, Smith 1985:11). This came from a site on the sand ridge running down the east side of the county.

Several years ago the present author had the opportunity to examine, all too briefly, a collection of projectile points and a map of their findspots which were in the possession of a resident of Flagler County. The area involved was in the now largely developed portions of Palm Coast on the sand ridge to the west of the Intracoastal Waterway, that is to say, on or near the Atlantic Coastal Ridge. Unfortunately, only a general impression was gained because of time pressures, and little more can be said than that there were definitely Middle and Late Archaic specimens in the group. I have no certain recollection of Early Archaic in this collection. If the owner can be relocated, a careful study of the collection would be of great value to understanding the prehistory of the county.

The limited knowledge which we currently have suggests that Archaic occupation occurred, but in unknown quantities. The sparse evidence of the Early and Middle Archaic is confined to the Atlantic Coastal Ridge, although we cannot say with any degree of certainty that material is not present elsewhere. Archaic sites are generally small and if buried in acidic

sand, as most are, present the archaeologist with only stone flakes and artifacts; wood, bone, and shell have all disappeared. Exposures appear as artifact scatters.

Late Archaic (3000 to 1000 B.C.)

Along the St. Johns River the Late Archaic is marked by the appearance of shell heaps of freshwater mollusks. Over the centuries many of these sites grew to massive proportions. In their earliest levels pottery is lacking (Mt. Taylor Period), but about 2000 B.C. a crude pottery, heavily tempered with vegetable fibers, makes its appearance. This fiber-tempered ware marks the Orange Period (2000-1000 B.C.).

The Late Archaic in northeast Florida, both in its non-ceramic and ceramic phases, exhibits adaptation to riverine and estuarine environments. This marks a considerable change from the previous periods, but it was a change that was not possible before the relative stabilization of the sea level and the concurrent development of estuaries on the coast and the reduced gradient of the river and the growth of ponding and swamps. In both cases the changes resulted in environments of greater productivity. The economy was still based on hunting, fishing, and gathering but the richer environment permitted longer periods at the base camp and fewer movements in the annual cycle.

No non-ceramic Late Archaic (Mt. Taylor) sites are presently known from Flagler County, but the western part of the county is extremely poorly known. The ensuing Orange Period is well represented on the Atlantic Coast in both St. Johns and Volusia counties, and has been found at the Marineland site (FL 06). Other Orange Period sites are likely along the coastal strip. Since Orange Period sites are common in the St. Johns valley, they may be present in the western part of Flagler County, particularly on Crescent Lake.

Transitional Period (1000-500 B.C.)

This term covers a period of time during which the pottery of the area was changing from the fiber-tempered types of the Orange Period to the untempered chalky pottery so characteristic of the later St. Johns periods. Transitions such as the persistence of some Orange incised designs on chalky pottery are typical. By the end of the period all decoration had been dropped from the chalky pottery. Sites of the period are unusually associated with either the preceding or following periods, or both.

St. Johns I Period (500 B.C.-A.D. 800)

The pottery of St. Johns I times is overwhelmingly plain chalky ware, called St. Johns Plain. Smaller amounts of a red-filmed variant called Dunns Creek Red are found. The few local decorated sherds appear to be copies of types from outside the area, and actual trade sherds from adjacent areas are found. Because the plain chalky ware also continues into the next

period (St. Johns II) it is difficult to isolate St. Johns I in surface collections of pottery.

Low sand burial mounds first appear in this period, and much of what we know of the culture comes from excavations of these mounds which attracted the attention of early investigators (as well as pot-hunters). Little work has been done on the villages (middens) of the period. Horticulture is presumed to be an important part of the subsistence pattern.

St. Johns II Period (A.D. 800 into Contact Times).

The last prehistoric period of the area, which stretches into early historic times, was probably the period of maximum aboriginal population in the area. Many of the larger shellheaps of the Florida east coast date from this time. The once huge Marineland midden is a case in point.

St. Johns II pottery is characterized by check-stamping. This is the technique of applying a wooden paddle carved with a grid of lines onto the damp surface of the pot. In reverse image this leaves a checked, or waffle-marked, surface on the vessel. As noted above, plain pottery continues to be made as well, making it difficult to assess shell heaps on the basis of surface collections; you can readily tell whether St. Johns II is represented, but can only establish St. Johns I with stratigraphic controls or large excavated samples.

Since the Timucua Indians of northeast Florida were the historical representatives of the culture defined as St. Johns II, we know considerably more of the lifeways of these people by being able to compare the archaeological remains with the written documents and illustrations left by the French and Spanish explorers and settlers. Various summaries of this data exist (Swanton 1922, Ehrmann 1940, Deagan 1978, Griffin 1983). The Timucua were agricultural, but also engaged in fishing, hunting and gathering. They had a stratified society with powerful chiefs.

Direct ethnohistorical data from what is now Flagler County is meager. The affiliation of contact period Indians in the region is not even completely clear, except that they were Timucua. Deagan (1978:90) states that the Saturiba tribe lived along the upper course of the St. Johns River and along the coastal lagoons to south of St. Augustine. To the south of them were the Agua Dulce, between about Palatka and Lake Harney on the St. Johns, and from somewhere south of St. Augustine to the Daytona Beach area. The Flagler County area may well have been near the boundary between the Saturiba and the Agua Dulce. In fact, it may have been the boundary. This would make some geographical sense in terms of the break in the lagoon pattern which occurs in Flagler County.

Some Indians, perhaps aligned with the Saturiba, must have been near Matanzas Inlet in 1565, for it was they who informed Menendez of the French arrival at the Inlet (Solis de Meras 1923:109, 115). But by 1605 Alvaro Mexia encountered no Indian settlements south of St. Augustine until he reached the Tomoka Basin in Volusia County (Higgs 1951). Whether

this pattern was the result of the rapid Indian depopulation following contact, or the movement of some groups away from the Spanish settlement is not known at this time.

It is possible that the waters near Matanzas Inlet were part of Saturiba territory, while those headwaters which flow southward into the Halifax River were part of Agua Dulce territory. Since the area south of Palatka is generally considered to be in Agua Dulce tribal lands, the western part of Flagler County could have been so aligned. At any rate, Flagler County would seem to have lost its aboriginal population very soon after the initial Spanish contact.

Toward a Predictive Model

Increasingly, archaeologists are attempting to define and refine methods which will permit them to predict the archaeological potential of areas which they are called upon to assess. In part this is the result of the demands of cultural resource management and the need for evaluations of large tracts of land. But, it is also partially because of the concerns and interests of contemporary archaeology in the dynamics of past cultures, and the approach to understanding them through settlement pattern studies and ecological and environmental studies of cultural adaptation.

We have earlier seen that Miller and Strassburger developed a model for the eastern part of Flagler County which was based on soils, vegetation, historic land use, and proximity to water. Their high potential zone as mapped (Miller and Strassburger 1977:139) covered most of the area to the east of Interstate 95 and a tongue extending westward along Pellicer Creek. All but one of the known or suspected sites in their study area fell within this area of high potential as defined by other factors. The area of high potential almost coincides with the Atlantic Coastal Strip (1e1) on our Figure 1, with a logical extension up Pellicer Creek and its tributaries.

The Halifax Plantation survey (Daniel et al 1980:87-88) applied the Miller-Strassburger model to their area of concern in southern Flagler and northern Volusia counties with the following results:

It was found that approximately one-half of the survey area formed a "preferred zone." Moreover, with the exception of one surface scatter of historic ceramics, all the sites located during the survey are within the preferred zone. Prehistoric sites were located in two distinct areas. Along Bulow Creek and the salt marsh further south, there are extensive shell middens. On the oak hammock ridge and along the interface between the oak hammock and the pine-scrub oak community, smaller, nonshell midden sites were located where flowing water was easily accessible.

In St. Johns County, Deagan (1981) correlated the known archaeological sites with various other classes of data. She utilized soil types and series, plant communities, distribution of shellfish beds, and hydrology in her analysis. In the rather limited sample of the 50 known sites in the county

she found that sites were present on 17 of the 53 soil types in the county. Her general conclusions on site distribution follow:

Based on the analysis of environmental and cultural variables discussed above, a preliminary and hypothetical model for prehistoric site location in St. Johns County can be suggested. . . . Location of sites in the coastal estuarine region should be in those areas with: 1) access to shellfish resources; 2) moderate to poorly drained soils (5' -15' MSL); 3) game mammal environments and 4) fresh water. Such areas occur in most cases adjacent to the inland waterway and its estuaries, as well as on small islands with hardwood growth in the marsh itself.

Although few sites have been reported in the pine flatwoods region, those that have indicate that wet hammock areas adjacent to freshwater swamps, or to the edges of waterways are likely to be; potential site location areas.

Nearly all reported sites have occurred within 200 feet of the edge of a creek, pond, swamp, river or other estuarine body. Thus a corridor of at least 300 feet around the edges of such areas should be considered to have high site location potential.

Griffin (1984) followed Deagan's lead in the association of soil type and site potential by ranking the 17 soil types in terms of an index of potentiality, which was the number of sites divided by the number of acres of the soil type in the county, multiplied by 100. These were then stratified into low, medium, and high potential, and the results used in the survey and analysis of a large proposed development in western St. Johns County.

The St. Johns county-wide archaeological survey was continued with a sampling of the little known flatwoods areas in order to test whether the absence of sites in the record represented the actual situation, or whether collecting bias was at play. The research was also designed to further test the validity of using soil phases for predicting site locations. The resulting report bears the title, Stomping the Flatwoods (Smith and Bond 1984).

Twelve, kilometer square, randomly selected, plots were systematically tested by subsurface post-holing, with largely negative results. It is largely a study of where sites are not, but is positive to the extent that it gives indication that collecting bias is not the reason for the lack of recorded flatwoods sites, at least in St. Johns County. A number of recommendation were made for following phases of the survey (Smith and Bond 1984:98-99), several of which are summarized here. They recommend no further testing in flatwoods and wet hammocks, except at edges between contrasting environments. They found that surface collecting outperformed subsurface testing 5-to-1 in terms of field time and 4-to-1 in terms of artifact recovery in the environment in which they were working.

The apparent usefulness of the soil type approach makes it appealing for Flagler County, but the only published soil map of the county dates to 1922 and its terminology cannot be readily correlated with that of the more

recent surveys of St. Johns and Volusia counties. It is, however, very detailed and will be very useful in examining the potentials of specific areas within the county.

It was tempting, for a time, to consider interpolating the soil types between the adjacent counties for a broad scale comparison, but the fact that the basic physiographic alignments and boundaries of Flagler County (Figure 1) differ so greatly from those to the north and south, particularly in regard to the intrusive wedge of the Crescent Lake Basin, led us to discard the idea.

Instead, it seems wisest at this time to project the potentials of archaeological sites in Flagler County in broader terms, based on the occurrence of sites as presently known and presumptive potentials as generalized from the experience in nearby areas, as follows:

High Potential Areas.

The Atlantic Coast Strip (1e1) is regarded as the area of highest potential. Essentially this area includes all of the county from the high ridge of the Atlantic Coastal Ridge, from about the location of the Old King's Road, to the Atlantic Ocean. It is the area that contains the vast majority of the known sites. Information from informants suggests that a number of unrecorded sites are also in this area, particularly from Flagler Beach south along the Intracoastal Waterway. The presently blank area between Flagler Beach and the Benton Mound (FL 16) on Palm Coast property deserves attention as well. The south shore of Pellicer Creek and its tributaries is an extension of this High Potential area.

On the other side of the county, the area on and near Crescent Lake, Dead Lake, and the lower portions of the Haw Creek drainage is also regarded as a High Potential area. At present there is no reason to believe that it did not share to some extent in the intensive occupation pattern of the St. Johns River.

Medium Potential Areas.

While the information is meager, the cluster of sites near Gore Lake and the single recorded site at Espinola suggest human utilization near the boundaries of the physiographic zones. The relationship of sites to these boundaries deserves attention because of the general ecological principle of productive richness at edges or boundaries between contrasting natural zones. Such environmental richness would be advantageous to human populations. Smith and Bond (1984) call attention to the possible importance of such situations. The boundaries, then, become Medium Potential Areas, at least for initial examination.

Also of Medium Potential are areas near the smaller streams of the Haw Creek drainage and the many ponds and lakes within the Crescent Lake Basin. While this area is in general a flatwoods environment, a type which was found to be notably unproductive in neighboring St. Johns

County, it is quite different in some respects from the flatwoods of St. Johns County. Maps disclose a far more extensive drainage pattern of creeks in the Flagler County situation, and a greater number of ponds and lakes. Local informants also indicate the belief that sites are to be found in these flatwoods areas, particularly near bodies of water.

Low Potential Areas.

The remainder of the county can be considered, at least at present, as of low potential. This does not mean that it should be ignored, only that given the present state of knowledge it would seem least likely to produce archaeological sites.

Potentials and Time Periods

The evaluation of archaeological potential presented above is believed to be essentially valid for the periods from the Late Archaic through to the European conquest. Earlier and later times present differing problems.

We have seen that the period from the entrance of a human population into Florida and the relative stabilization of sea level and environment around 5000 years ago was a time of changing conditions, and conditions at variance with the present landscape. Human occupation would have been adapted to the landscape of the time, not to the present topography. While our understanding of the changing environment has been rapidly advancing, it is still difficult to pinpoint detailed aspects of former environments which would influence human settlement patterning.

At the other end of the time scale, the historic occupations were based on patterns of land use differing from those of the prehistoric Indians. The planters of the Second Spanish and Territorial periods chose one type of land; the later turpentine and lumbering operations centered on quite different lands; current population influxes find the actual ocean shore among the most valuable of lands. Prediction of these patterns is easier than the prehistoric primarily because we have a better knowledge of the factors involved in these various adaptations.

SURVEY RECOMMENDATIONS

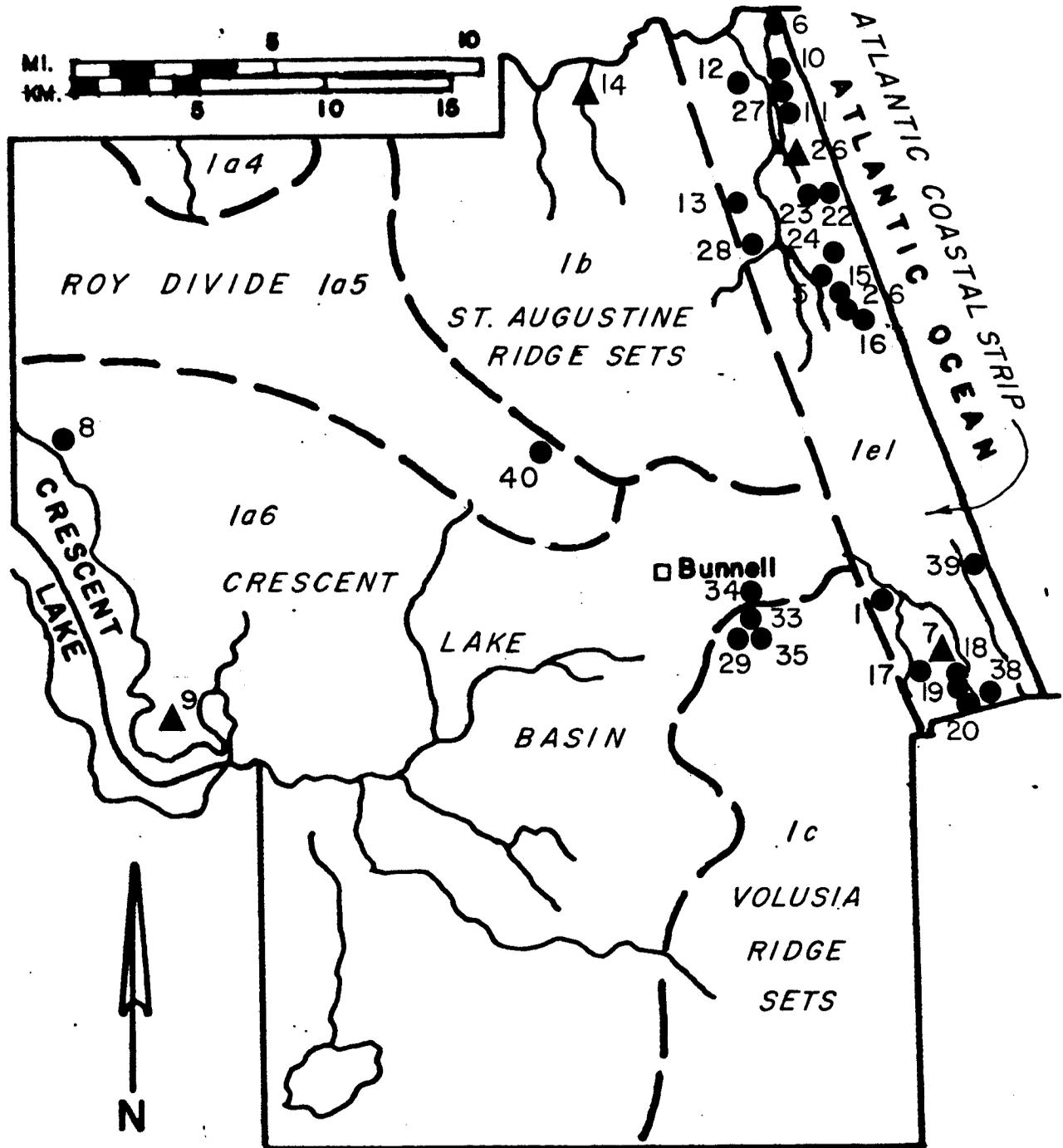
In determining the best initial strategy for an archaeological survey of Flagler County several facts must be borne in mind:

- 1) Archaeological knowledge of the county is sparse and spotty.
- 2) Flagler County differs from its neighbors; the coastline lacks a continuous estuary, Crescent Lake and its basin create a situation not duplicated in neighboring counties, and the flatwoods seem to possess more ponds and streams.
- 3) Because of these differences, procedures cannot be borrowed uncritically from even nearby areas.

Such a site survey would seek to quickly locate and identify as many archaeological sites as possible in as many different parts of the county as possible. Surface survey would be the primary method employed. The archaeologist would utilize:

- 1) local informants
- 2) requests for information through media and local lectures.
- 3) surface survey of "likely" areas, based on but not confined to the ratings of potential given earlier.
- 4) constantly updated maps of distributions
- 5) occasional test pits in order to check or clarify cultural sequences and subsistence patterns.

Only after the body of material gathered at this phase has been thoroughly analyzed will it be time to develop the predictive model at a level which will satisfy management demands as well as scientific concerns.



- — — — — PHYSIOGRAPHIC UNITS
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- ▲ HISTORIC SITES

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RECOMMENDATIONS

A historic properties survey constitutes the indispensable and basic preliminary step in a community preservation program. The survey provides the historical and architectural data base upon which sound and rational preservation related decisions can be made. Further progress in preserving the culturally significant resources of Flagler County will depend on the decision and actions of city officials and residents. To aid them in that process, the consultants who compiled the data for this report and its attendant documents have framed a set of recommendations based on their assessment of the survey area and its resources and their familiarity with the current status of historic preservation in Florida and the nation.

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

As noted in the introduction to this report, historic preservation has experienced an evolutionary change in definition. In its narrow and traditional sense, the term was applied to the process of saving buildings and sites where great events occurred or buildings which represented outstanding architectural characteristics. In recent decades historic preservation has become integrated into community redevelopment programs. The recommendations below are framed in the sense of that latter objective.

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

One reason for historic preservation is the sense of place it provides a community. Older buildings give a place distinctiveness, setting it apart from other towns, cities, neighborhoods, or rural areas. The ritual destruction of older buildings that has normally accompanied twentieth century "urban renewal" programs often resulted in a tragic loss of community identity. In a modern era of franchised architecture, many areas of Florida have become indistinguishable one from another. The loss of familiar surroundings disrupts the sense of continuity in community life and contributes to feelings of personal and social disorder. The buildings

associated with a community develop an agreeable character over a long period of time, and that alone is reason enough for their preservation.

Historic resources are, essentially, irreplaceable. Any professionally unrecorded disturbance of the archaeological resource results in the irrevocable loss of an only source of information about the prehistoric past and, in cases, of the historic past. Such information is not only aesthetically satisfying to professional historians and archaeologists, but often useful in understanding human adaptation to the natural environment.

A second argument used on behalf of historic preservation is economic. Ours is a profit-oriented society and the conservation of older buildings must be shown to be financially feasible and economically advantageous. Current federal tax law contains specific features which relate to the rehabilitation of eligible commercial structures located in a certified local or National Register historic district or individually listed in the National Register. Tax benefits are also available for the conservation of archaeologically sensitive areas. The features are described more specifically below. Indirectly, owners of historic properties can expect to benefit from enhanced values in future years. But it will first be incumbent on governmental officials and interested, knowledgeable residents to encourage and promote preservation action.

Beyond pure aesthetic and commercial value, there are additional benefits to reusing extant historic buildings. Historic buildings were frequently built with craftsmanship and materials that cannot be duplicated in today's market. Historic buildings have thicker walls, windows that open, higher ceilings, and other amenities not found in new buildings. They are also natural energy savers, having been designed in the pre-air conditioning era.

Furthermore, the rehabilitation of older buildings is a labor-intensive activity that contributes to the economic well-being of the community. Initial preservation activities frequently serve as a catalyst for subsequent activities. Once a few owners rehabilitate their buildings, other follow suit.

Another economic benefit of preservation is tourism. Recent studies by the National Trust for Historic Preservation and Southern Living Magazine have confirmed that historic buildings rank very high in tourist appeal among Americans. Flagler County already attracts hundreds of thousands of visitors annually, by virtue of the presence of Marineland. Historic markers, signage, advertising, and other promotional devices can draw attention to other historic sites.

Above all it must be emphasized that nothing will happen unless officials, the business community, property owners, and local residents cause it to happen. Federal and state officials have no authority to undertake a local historic preservation program. They will not prevent the further erosion or destruction of historic buildings or archaeological sites. Federal authority is strictly limited to properties or to projects requiring federal licences or funding. Under no circumstances can federal or state

governments forbid or restrict a private owner from destroying or altering a historic property when federal or state funds are not involved. Since in Florida most zoning and code regulations of private property are vested in county or municipal governments, specific restrictions or controls designed to preserve significant resources are their responsibility.

It also must be noted that historic preservation does not seek to block or discourage change. Preservation does seek to reduce the impact of change on existing cultural resources and to direct it in a way that will enhance the traditional and historic character of an area. Finally, it must be noted that the recommendations presented below should not be construed as definitive nor as a substitute for a rational plan of community development that is sympathetic to the area's past.

Below are the consultant's specific recommendations for preservation action and public policy development.

A. Comprehensive Survey:

A comprehensive survey is a professionally directed and systematic effort to locate, identify and evaluate historic resources in a prescribed geographic area. The survey provides a base of information that permits authorities and residents to make informed judgements about the preservation or protection of historic resources. The survey information is required to prepare nominations of eligible historic resources to the National Register of Historic Places or to designate historic resources for protection under local ordinance. The survey of Flagler County's historic buildings has been completed with this project. The archaeological survey that was undertaken in the course of this present study consisted of a preliminary study. Additional comprehensive survey is required.

In the course of a survey, a standard form is prepared for each property describing its physical characteristics and historical significance. The form used for this purpose in Florida is called the Florida Master Site File form. Listing in the Florida Master Site File does not mean that the property described on the individual form is either "significant" or "historical" in the sense those terms are generally applied to valuable historic resources. In the case of buildings, for example, the criteria for listing in the Florida Master Site File require simply that the building is more than fifty years old and essentially retains its original architectural integrity.

Archaeological survey is more difficult and costly than architectural survey for the obvious reason that the historic resources are not apparent. In order to gather sufficient information to plan effectively for the preservation of archaeological sites, intensive examination of the sites identified in the study that has resulted in this report is required. A definitive predictive model for Flagler County should be established and a systematic survey of high probability areas conducted to permit the mitigation of sites that will inevitably be affected by continuing development.

Financial assistance and professional advice is provided for this purpose by the Division of Historic Resources of the Florida Department of State. The department has also established professional requirements for the people performing the survey.

Historic District and Individual Landmark Designation

A logical consequence of the survey of Flagler County's historic buildings should be formal recognition of their individual and collective significance. Formal recognition should proceed at two levels of government: local and federal. A distinction needs to be made between a locally registered and a federally registered historic property.

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

There are various formats for nominating properties to the National Register. One is the individual nomination. Another is the historic district which designates an historic area within defined and unified boundaries. Others include thematic nominations, which concerns geographically diffuse properties united by a common theme. A final format is the multiple resource area which unites scattered resources within a defined geographic area that have common links to history, pre-history, or architecture.

Local district and landmarks: A local historic district and individual historic landmarks are established under local ordinance. They may be synonymous with National Register properties or separate from them. The properties within a local historic district are eligible for federal tax advantages and other benefits only if the district is either simultaneously listed in the National Register or if it is certified by the United States Department of the Interior.

Historic Property Associates recommends that Flagler County consider in its future plans the nomination to the National Register of Historic Places of a multiple properties district encompassing buildings and archaeological sites throughout the county.

Historic Preservation Ordinance

The most effective legal tool available for the protection of historic

resources is the historic preservation ordinance. The exercise of governmental controls over land use is essentially the prerogative of local government and, accordingly, the protection of historic resources must rely upon county and municipal enforcement. Through the review and permitting processes, city officials may exercise some degree of persuasion to protect historic resources. Ultimately, however, an ordinance providing for approval of projects affecting such resources shall be required. The 1980 amendments to the National Historic Preservation Act encouraged local governments to strengthen their legislation for the designation and protection of historic properties. In Florida, the home-rule law permits local government to exercise such authority.

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

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

County Actions

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

Signs: Signs, commercial and public, constitute the most disruptive

visual element in the modern urban landscape. Signs are a commercial necessity and an aid to shoppers and visitors, but they should not be permitted to obscure or diminish the integrity of surrounding architectural or scenic elements. Signs can be visually pleasing and architecturally harmonious with surrounding elements.

Historic Preservation Element: Historic Property Associates further recommends that Flagler County prepare a historic preservation element for inclusion in its comprehensive plan. Current state law requires all units of local government to adopt a comprehensive plan that provides guidelines for land use decisions. Under the present law, a historic preservation and scenic element is permitted as an optional element in the comprehensive plan. The element should identify historic and cultural resources and prescribe policies for managing them. As a part of the comprehensive plan, an effective preservation element will integrate plans to preserve and enhance historic resources with plans for improving or managing other community elements, such as housing, transportation, utilities, and so forth.

Few community decisions or actions that affect a city's physical character fail to have an effect upon historic resources. These resources must, therefore, be taken into consideration in the community planning process, if their preservation is to be guarded. The plan should also encourage public agencies that make decisions or take actions affecting buildings, streets, physical appurtenance such as lighting and signs, and so forth to consider preservation goals and policies. A city that uses its comprehensive plan wisely can make optimal use of its land regulation authority to protect and enhance its historic and cultural resources. In developing such a plan, the city should follow procedures for identifying and evaluating historic resources that are consistent with standards established by the United States Department of the Interior and the State of Florida's Division of Historic Resources.

Building Code: By ordinance Flagler County has adopted the Southern Standard Building Code to govern the physical specifications for new or rehabilitated structures. Modern requirements relating to such elements as plumbing, electrical appurtenances, air conditioning, access, insulation, material type (particularly roofing material) and others, if adopted or used in the rehabilitation or improvement of a qualified historic structure, may jeopardize the architectural integrity of the structure. Section 101.5 of the code therefore specifies the following:

SPECIAL HISTORIC BUILDINGS AND DISTRICTS:
The provisions of this code relating to the construction, alteration, repair, enlargement, restoration, relocation, or moving of buildings or structures shall not be mandatory for existing buildings or structures identified and classified by the state or local jurisdiction as Historic Buildings when such buildings or structures are judged by the building official to be

safe and in the public interest of health, safety and welfare regarding any proposed construction, alteration, repair, enlargement, restoration, relocation or moving of buildings within fire districts. The applicant must submit complete architectural and engineering plans and specifications bearing the seal of a registered professional engineer or architect.

It is important to note that such exceptions are granted only to those buildings or structures designated under state or local jurisdiction as "historic." Although Flagler County by its adoption of the code containing the above provision, subscribed to such exception for "historic" buildings, it has not established by ordinance any procedure for conferring such a designation. This is discussed further in the Recommendations section of this element under Historic Preservation Ordinance.

Zoning Code: The introduction of unharmonious elements within a historic setting may destroy the integrity of a historic resource. Historic architectural controls are merely a special kind of zoning and should be considered a reasonable regulation of property applied in the interest of the community. Zoning is the most common historic preservation tool and one that at the same time presents significant dangers to historic resources if it is wrongfully applied. The introduction of commercial buildings in a residential neighborhood, for example, may lead to the neighborhood's destruction. The term zoning applies to a number of land use controls that are discussed in this element. Examples are the adoption of a historic preservation ordinance and instituted changes in the zoning code, as suggested in a preceding chapter.

Zoning can also be used to protect archaeological resources. Special agricultural zoning, for example, can be employed to protect or preserve areas and sites in rural parts of the county containing significant historic resources. Alternatives such as intensive horticulture, speciality agriculture, aquaculture, or nurseries are suggested alternative uses to intensive development.

Certified Local Government (CLG) Program: Since its establishment by Congress in 1966, the National Historic Preservation Program has operated as a decentralized partnership between the federal government and the states. The federal government set up a program of identification, evaluation, and protection of historic properties based on the National Register of Historic Places. The program is carried out by the states, under the direction of the National Park Service. Participating states receive funding assistance in the form of annual grants from the Federal Historic Preservation Trust Fund to support their efforts. Funds are normally used to support the staff of the State Historic Preservation Office. A portion of the funds may be regranted in the form of subgrants for survey and planning activities.

The success of this working relationship has prompted Congress to extend the partnership to provide for direct participation by qualified local

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

To become a CLG participant, Flagler County must adopt a historic preservation ordinance that includes establishing a qualified review authority, maintain a system of survey and inventory of historic resources, and encourage public participation in the historic preservation program. The present direction of federal funding for historic preservation suggests the wisdom of enlisting in the CLG program.

Legal and Financial Incentives:

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

Easements: An easement is a restriction placed against the future development of a property. It runs with the land. In use as a historic preservation instrument, the easement is usually placed with a non-profit organization that is qualified to maintain it over a period of time. Tax advantages are available for some easements. Federal law permits, for example, the donation of a facade easement for the purpose of preserving the exterior integrity of a qualified historic building. Scenic or open space easements are used to preserve archaeological sites.

Restrictive covenants: Restrictive covenants are prohibitions against particular uses of a property. A covenant attached to a deed, for example, might prohibit subdivision of the property or demolition of a structure.

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

Rehabilitation tax credits: Federal tax credits upon the expenses incurred in the rehabilitation of a qualified historic structure have been present for a decade. Present law (the 1986 Tax Reform Act) provides for a twenty percent credit for certified historic structures and a ten percent credit for structures more than fifty years old.

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

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

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

Tax increment financing: This measure provides for use of the tax upon an increased valuation of an improved property to amortize the cost of the bond issue floated to finance the improvement.

Revolving fund: A revolving fund, normally administered by a non-profit or governmental unit, establishes a monetary basis on which property can be bought, improved, maintained, and sold. Revolving fund monies are subsequently returned and reused. The funds act to create a new economic and social force in the community.

Other Incentives:

Marker program: The State of Florida has a marker program, as do several counties and cities throughout the state. A marker program must be carefully implemented and administered and the sites for placement of markers chosen with caution. Such a program should be implemented in cooperation with a local historical society.

Awards programs: Related programs include the award of plaques or certificates of historical significance to the owners of buildings that meet specific criteria established for the program. Awards of this kind are often employed to encourage preservation by recognizing outstanding efforts by property owners as well as to identify important sites and buildings.

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

Private Actions

Financial incentives provide perhaps the most persuasive argument for historic preservation. Federal tax incentives for historic preservation, which have provided the major impetus for rehabilitation of historic buildings in the past decade, have recently experienced changes in the Tax Reform Act

of 1986. Although the credits for rehabilitation were lowered in the new law, they still appear to be an attractive investment incentive, particularly for owners who have depreciated their property over a number of years.

The State of Florida has become increasingly active in historic preservation during the 1980s. It currently spends more dollars on historic preservation than any other state in the nation. The Florida Department of State is responsible for dispersing state preservation dollars. It provides funding in the areas of acquisition and development, survey and registration, and preservation education. Flagler County should make sure that it is on the current mailing list of the Bureau of Historic Preservation and should consider applying for grants for appropriate projects in the future. Any public or private agency or group within the community that requires current information on available loans, grants, funding sources or funding programs for historic preservation is advised to inquire with one of the following:

- George W. Percy
State Historic Preservation Officer
Division of Historic Resources
Department of State
The Capitol
Tallahassee, Florida 32302

- Tavia Copenhaver, Director
Florida Trust for Historic Preservation
P.O. Box 11206
Tallahassee, Florida 32302

- Cultural Resources
National Park Service
U.S. Department of the Interior
Washington, D.C. 20240

- National Trust for Historic Preservation
1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036

Among the projects for which funding may be sought are the completion of a Historic Preservation Element to the Comprehensive Plan and the rehabilitation of a historic structure.

There are also a variety of programs available for community development under the auspices of the Department of Housing and Urban Development. Information on the status of the various programs and their relation to historic preservation programs should be obtained through the Florida Department of Community Affairs.

APPENDIX

INVENTORY

Site No.	Address/Location	Locale	Date	Style
1*	Flagler County Courthouse East Moody Blvd.	Bunnell	1924	Neo- Classical
2*	204 East Moody Blvd./ Holden House	Bunnell	1918	Bungalow
3	201 East Moody Blvd.	Bunnell	1915	Frame Vernacular
4	17-19 East Moody Blvd.	Bunnell	c.1926	Masonry Vernacular
5	13-15 East Moody Blvd.	Bunnell	c.1926	Masonry Vernacular
6	1 East Moody Blvd.	Bunnell	1910	Masonry Vernacular
7*	106 N. Bay Street	Bunnell	1914	Masonry Vernacular
8	108(?) Bay Street	Bunnell	c.1926	Masonry Vernacular
9*	101 North Bay Street	Bunnell	1918	Masonry Vernacular
10	104 Railroad Street	Bunnell	c.1909	Frame Vernacular
11*	102 Railroad Street	Bunnell	c.1909	Frame Vernacular
12*	201 Bay Street	Bunnell	c.1909	Frame Vernacular
13	305 7th Ave.	Bunnell	c.1926	Frame Vernacular
14	204 N. Railroad St.	Bunnell	c.1926	Masonry Vernacular
15*	202 N. Railroad St.	Bunnell	c.1909	Masonry Vernacular

16*	200 N. Railroad St.	Bunnell	1909	Masonry Vernacular
17*	E. Lambert St.	Bunnell	1916	Frame Vernacular
18	311 Pine St.	Bunnell	c.1926	Masonry Vernacular
19	500 N. Cherry St.	Bunnell	c.1926	Frame Vernacular
20	409 N. Cherry St.	Bunnell	c.1926	Frame Vernacular
21	400 N. Cherry St.	Bunnell	c.1926	Frame Vernacular
22	205 N. Cherry St.	Bunnell	c.1917	Frame Vernacular
23	208 N. Church St.	Bunnell	c.1926	Frame Vernacular
24	300 N. Church St.	Bunnell	c.1926	Masonry Vernacular
25	304 N. Church St.	Bunnell	c.1926	Frame Vernacular
26	302 N. Church St.	Bunnell	c.1926	Frame Vernacular
27	305 N. Church St.	Bunnell	c.1920	Frame Vernacular
28	307(?) N. Church St.	Bunnell	c.1926	Frame Vernacular
29	308 N. Church St.	Bunnell	c.1926	Frame Vernacular
30	East Howe St.	Bunnell	1913	Frame Vernacular
31*	N. Church St/City Hall	Bunnell	1937	Masonry Vernacular
32	305 S. Pine St.	Bunnell	c.1926	Frame Vernacular

33	405 S. Church St.	Bunnell	c.1926	Frame Vernacular
34	204 S. Anderson St.	Bunnell	c.1914	Frame Vernacular
35	200 N. Anderson St.	Bunnell	c.1926	Frame Vernacular
36	111 N. Anderson St.	Bunnell	c.1926	Frame Vernacular
37	501 Moody Blvd.	Bunnell	c.1926	Frame Vernacular
38	502 Moody Blvd.	Bunnell	1926	Masonry Vernacular
39	400 Moody Blvd.	Bunnell	1926	Masonry Vernacular
40	401 Moody Blvd.	Bunnell	c.1926	Bungalow
41	105 E. Moore St.	Bunnell	c.1926	Frame Vernacular
42*	1000 Moody Blvd.	Bunnell	1917	Bungalow
43	1002 Moody Blvd.	Bunnell	c.1926	Bungalow
44	1101 Moody Blvd.	Bunnell	c.1926	Bungalow
45*	805 Moody Blvd.	Bunnell	c.1918	Neo- Classical
46*	802 Moody Blvd.	Bunnell	c.1918	Bungalow
47	410 Anderson St.	Bunnell	c.1926	Frame Vernacular
48	308 Anderson St.	Bunnell	c.1926	Bungalow
49	411 Anderson St.	Bunnell	c.1926	Frame Vernacular
50	408 Moore St.	Bunnell	c.1926	Bungalow
51	106 Moore St.	Bunnell	c.1926	Frame Vernacular
52	110 Anderson St.	Bunnell	c.1926	Frame

53	207 Moody Blvd.	Bunnell	c.1926	Frame Vernacular
54	702 Lambert	Bunnell	c.1926	Frame Vernacular
55*	A1A/near St. Johns County line	Marineland	1938	Nautical Moderne
56	1440 A1A	Flagler Beach	c.1926	Masonry Vernacular
57	1844 S. Central Ave.	Flagler Beach	c.1926	Mission
58	512 S. Central Ave.	Flagler Beach	c.1926	Frame Vernacular
59	312 S. Central Ave.	Flagler Beach	c.1920	Bungalow
60	401 S. Central Ave.	Flagler Beach	c.1926	Masonry Vernacular
61	701 N. Central Ave.	Flagler Beach	c.1926	Frame Vernacular
62	301 Connecticut Rd.	Flagler Beach	c.1926	Bungalow
63	County Road 2003	Bunnell vicinity	c.1926	Frame Vernacular
64	State Road 304	Cody's Corner	c.1926	Frame Vernacular
65	State Road 304	Cody's Corner	c.1926	Frame Vernacular
66	223 State Road 11	Cody's Corner	c.1926	Frame Vernacular
67	State Road 11/Relay Fire Tower	Relay	c.1926	Frame Vernacular
68*	220 State Road 11	Cody's Corner	c.1909	Carpenter Gothic
69	County Road 204	Cody's Corner	c.1926	Frame Vernacular

70	Box 216/ County Road 304	Cody's Corner	c.1926	Frame Vernacular
71	County Rd. 304	Cody's Corner	c.1926	Frame Vernacular
72	County Rd. 304	Deanville	c.1926	Frame Vernacular
73	Lake Disston Lodge and Camp	Lake Disston	c.1926	Frame Vernacular
74	Lake Disston Lodge and Camp	Lake Disston	c.1926	Frame Vernacular
75	Lake Disston Lodge and Camp	Lake Disston	c.1926	Frame Vernacular
76	State Road 305	Deanville	c.1926	Frame Vernacular
77	Route 1, Box 185	Haw Creek	c.1926	Frame Vernacular
78	County Road 318	St. Johns Park	c.1926	Frame Vernacular
79	Rt. 1, Box 179	Bimini vicinity	c.1909	Frame Vernacular
80	State Rd. 100	Bimini vicinity	c.1926	Frame Vernacular
81*	U.S. 1/St. Mary's Church	Korona	1914	Carpenter Gothic
82	U.S. 1/St. Christopher Shrine	Korona	1935	None
83	Old Dixie Highway	Korona	c.1926	Frame Vernacular
84	P. O. Box 50/Old Dixie Highway	Korona	c.1926	Frame Vernacular
85	P. O. Box 60/Old Dixie Highway	Korona	c.1926	Frame Vernacular
86	P. O. Box 73/Old Dixie Highway	Korona	c.1926	Masonry Vernacular

87	P. O. Box 84/Old Dixie Highway	Korona	c.1926	Masonry Vernacular
88	County Road 330	Korona	c.1926	Masonry Vernacular
89	Bay Berry Village Rd.	Korona	c.1926	Masonry Vernacular
90*		Princess Estate	1887	Masonry Vernacular
91*	305 N. Pine St.	Bunnell	c.1931	Masonry Vernacular

*Sites of county-wide significance, potentially eligible for National Register of Historic Places.

PRESERVATION LAWS

Antiquities Act of 1906

Public Law 59-209 16 U.S.C. 431-33

This act authorizes the President to designate historic and natural resources of national significance located on federally owned or controlled lands as national monuments. It provides for the protection of all historic and prehistoric ruins and objects of antiquity located on Federal lands by providing criminal sanctions against excavation, injury, or destruction of such antiquities without the permission of the Secretary of the department having jurisdiction over such resources. The Secretaries of the Interior, Agriculture, and Defense are authorized to issue permits for archaeological investigations on lands under their control to recognized educational and scientific institutions for the purpose of systematically and professionally gathering data of scientific value. For further information consult the Interagency Resources Division, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240.

Historic Sites Act of 1935

Public Law 74-292

This act establishes as national policy the preservation for public use of historic resources by giving the Secretary of the Interior the power to make historic surveys to document, evaluate, acquire, and preserve archaeological and historic sites across the country. It led to the eventual establishment within the National Park Service of the Historic Sites Survey, the Historic American Buildings Survey, and the Historic American Engineering Record. For further information consult the Associate Director for Cultural Resources, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240.

National Historic Preservation Act of 1966

Public Law 89-665 16 U.S.C. 470-470m.

This act authorizes the Secretary of the Interior to expand and maintain a National Register of districts, sites, buildings, structures, and objects of local, State, and national significance and to grant funds to States for the purpose of undertaking comprehensive statewide historic surveys and preparing matching grants-in-aid to the States for the preservation, acquisition, and development of National Register properties and provides funding to the National Trust for Historic Preservation to implement its programs. The Advisory Council on Historic Preservation was established through this act to advise the President and Congress on matters relating to historic preservation and to comment on federally licensed, funded, or executed undertakings affecting National Register properties. Under section 106, Federal agencies are required to take into account the effect of their proposed undertakings on properties listed in or eligible for inclusion in the National Register before the expenditure of Federal funds or the issuance of any licenses, and to allow the Advisory Council a reasonable opportunity

to comment. For further information about grants or nominations, consult the Associate Director for Cultural Resources, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240. For further information on the council's procedures, consult the Advisory Council on Historic Preservation, Old Post Office Building, 1100 Pennsylvania Avenue, NW, Room 809, Washington, D.C. 20004. This act was amended significantly by the National Historic Preservation Act Amendments of 1980.

The Department of Transportation Act of 1966
Public Law 89-670 23 U.S.C. 138 - "4(f)"

This act directs the Secretary of Transportation not to approve any program or project that requires the use of land from a historic site of national, State, or local significance as determined by Federal, State, or local officials having jurisdiction thereof unless (1) there is no feasible and prudent alternative to the use of such land, and (2) such program includes all possible planning to minimize harm to such historic property. This means that the Federal Highway Administration, the Federal Aviation Administration, the Urban Mass Transportation Administration, and the U.S. Coast Guard must consider the potential effect of their projects on historic resources whether or not the historic resource affected is listed in or determined to be eligible for the National Register. For further information consult the Office of Environmental Affairs, U.S. Department of Transportation, Washington, D.C. 20590.

National Environmental Policy Act of 1969
Public Law 91-190 42 U.S.C. 4321 et. seq. (1970)

Under this act Federal agencies are obligated to consider the environmental costs of their projects as part of the Federal planning process. For major Federal actions significantly affecting the quality of the human environment, Federal agencies are to prepare an environmental impact statement. The Department of the Interior and the Advisory Council on Historic Preservation comment on environmental impact statements to evaluate impact on historic resources. For further information consult the Office of Review and Compliance, Advisory Council on Historic Preservation, Old Post Office Building, 1100 Pennsylvania Avenue, NW, Room 809, Washington, D.C. 20004.

Executive Order 11593, Protection and Enhancement of the Cultural Environment
16 U.S.C., 470 (Supp. 1, 1971)

With this order, the President directs Federal agencies to take a leadership role in preserving, restoring, and maintaining the historic environment of the Nation. Federal agencies must survey, inventory, and nominate all historic resources under their jurisdiction or control (to the extent that the agency substantially exercises the attributes of ownership) to the National Register. Until these processes are completed, agency heads must exercise caution to assure that potentially qualified Federal property is not inadvertently transferred, sold, demolished, or substantially altered. When

planning projects, agencies are urged to request the opinion of the Secretary of the Interior as to the eligibility for National Register listing of properties whose resource value is questionable or has not been inventoried. Agencies are directed to institute procedures, in consultation with the Advisory Council on Historic Preservation, to ensure that Federal plans and programs contribute to the preservation and enhancement of nonfederally owned historic resources. The procedures of the Advisory Council on Historic Preservation recommend that Federal agencies comply by identifying all potential historic resources in the environmental impact area of projects which they fund, license, or execute. Properties that have been determined eligible under this process receive the same protection as National Register listed properties under section 106 of the National Historic Preservation Act, as amended, but they are not eligible to be considered for National Park Service matching grants-in-aid. For information and procedures on requesting determinations of eligibility, consult the National Register of Historic Places, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240. Substantial portions of the order were incorporated into and modified by the National Historic Preservation Act Amendments of 1980.

The Archaeological and Historic Preservation Act of 1974
Public Law 93-291 16 U.S.C. 469a

This act calls for the preservation of historic and archaeological data that would otherwise be lost as a result of Federal construction or other federally licensed or assisted activities. It authorizes the Secretary of the Interior, or the agency itself, to undertake recovery, protection, and preservation of such data. When Federal agencies find that their undertakings may cause irreparable damage to archaeological resources, the agencies shall notify the Secretary of the Interior, in writing, of the situation. The agencies involved may undertake recovery and preservation with their own project funds, or they may request the Secretary of the Interior to undertake preservation measures.

Archaeological salvage or recording by the Historic American Buildings Survey or the Historic American Engineering Record are among the alternatives available to the Secretary. This act presents two innovations over previous law: (1) previously, only dams were covered, now all Federal projects are; and (2) up to 1 percent of project funds may be used for this purpose. For further information consult the Interagency Resources Division, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240. This act was amended by the National Historic Preservation Act Amendments of 1980.

Housing and Community Development Act of 1974
Public Law 93-333

This act replaces the Department of Housing and Urban Development (HUD) categorical grant programs that previously funded urban renewal, planning, and other federally assisted community development activities with a comprehensive block grant program. Funds may be used

for a broad range of community development activities. The acquisition, rehabilitation, preservation, and restoration of historic properties, historic preservation planning and surveys, and adaptive use of historic resources may be funded with block grants. Funds may be used as the match for grant money from NPS. Communities receiving funds must comply with Federal laws and regulations protecting historic resources; HUD has delegated these responsibilities directly to the recipients who now function as Federal officials. For further information consult the Assistant Secretary for Community Planning and Development, Department of Housing and Urban Development, Washington, D.C. 20410.

Emergency Home Purchase Assistance Act of 1974
Public Law 93-449 12 U.S.C. 1723e

This act authorizes Federal insurance for loans to finance the restoration or rehabilitation of residential structures listed in or eligible for the National Register. Address inquiries to Director, Title I Insured Loan Division, Department of Housing and Urban Development, 451 7th Street, SW, Room 6133, Washington, D.C. 20410.

Amendment to the Land and Water Conservation Fund Act of 1965
Public Law 94-422 16 U.S.C. 4601-4 1976

This act allows the Secretary of the Interior, at his discretion, to increase the maximum percentage of Federal funding from 50 percent to 70 percent for statewide historic preservation plans, surveys, and project plans as allowed under the National Historic Preservation Act of 1966. It establishes a Historic Preservation Fund to carry out the provisions of this act and establishes the Advisory Council on Historic Preservation as an independent agency. Section 106 of the National Historic Preservation Act is amended to direct Federal agencies to take into account in the planning process properties eligible for inclusion in the National Register, as well as those already listed. For further information consult the Associate Director for Cultural Resources, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240.

Public Buildings Cooperative Use Act of 1976
Public Law 94-541 90 STAT. 2505, 40 U.S.C. 175

This act requires the General Service Administration (GSA) to acquire structures of historic or architectural significance for Federal office buildings. Unless the choice is infeasible and imprudent, GSA will give preference in its purchase and utilization of space to historic structures over other existing structures and over the alternative of new construction. GSA is also required to encourage the public use of such buildings by accommodating commercial, cultural, educational, and recreational uses of them both during and outside regular Federal working hours and to provide the handicapped access to them. Address inquiries to Historic Preservation Officer, General Services Administration, Washington, D.C. 20405.

Archaeological Resources Protection Act of 1979
Public Law 96-95

This act establishes terms and conditions for the granting of permits to excavate or remove archaeological resources on public or Indian land. It provides for the custody and disposition of resources removed and imposes criminal penalties for excavating, removing, or damaging archaeological resources on these lands without a permit, and civil penalties for violating regulations or permits issued under this act. It directs the Secretary of the Interior to improve cooperation and exchange of information between (1) private individuals with collections of archaeological resources and data, and (2) Federal authorities responsible for the protection of archaeological resources on public and Indian land and professional archaeologists. For further information, consult the Interagency Resources Division, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240.

National Historic Preservation Act Amendments of 1980
Public Law 96-515

These amendments continue existing National Register programs, require public and local government participation in the nomination process, and prohibit listing of properties if the owner objects. The amendments specifically authorize the National Historic Landmarks program, strengthen the role of State programs, establish statutory authority for existing elements of programs (such as SHPOs, review boards, and public participation), and establish statutory standards for State programs. The amendments require the States and the Department of the Interior to establish mechanisms to certify qualified local governments to participate in nomination and funding programs. Ten percent of historic preservation fund (HPF) money is authorized for preserving threatened National Historic Landmarks, demonstration projects, and training in preservation skills. The amendments authorize \$150 million annually for the HPF program for fiscal years 1982-87 and federally guaranteed market-rate loans for preserving National Register properties. They establish statutory responsibilities for Federal agencies to manage federally-owned historic properties, surveys and nominations, recording of buildings to be lost, appointment of agency preservation officers, leasing of historic Federal buildings, and increased sensitivity of Federal programs to meeting preservation objectives.

STATE OF FLORIDA

The Historical Resources Act
(Chapter 267, F.S. 1986)

This act, initially signed into law by the Governor in 1967, contains Florida's primary historic preservation legislation. Citing the necessity to preserve the state's cultural heritage, the law promulgates a series of goals and objectives for state action. It lists the historic preservation responsibilities for each state agency in the Executive Branch, paralleling

those in the 1966 National Historic Preservation Act, which apply to federal agencies. The Florida law creates the Division of Historical Resources within the Department of State as the agency responsible for coordinating and overseeing the state's historic preservation activities. The division is charged under the law with carrying out on behalf of the state the programs established by the National Historic Preservation Act of 1966.

Florida Environmental Land and Water Management Act of 1972
(Chapter 280, F.S. 1986)

This act established "Areas of Critical State Concern" and requires within such areas a review of the impact of projects upon historic and archaeological sites.

The Florida Coastal Management Act of 1978
(Chapter 380, F.S. 1985)

Environmental impact statements, required under this act, must address historic resources.

The Florida State Comprehensive Planning Act of 1972
(Chapter 186, F.S.)

and

The State Comprehensive Plan
(Chapter 187, F.S.)

These acts direct the development of a state comprehensive plan, create regional planning councils, and set forth requirements for protecting historic resources in state, local, and regional planning efforts.

The Local Government Comprehensive Planning and Land Development Regulation Act
(Chapter 163, F.S. 1986)

This act requires historic resources to be addressed in each of the mandatory elements prepared in conformance with state planning requirements.

Assessments: Part II Special Classes of Property
(Chapter 193.441-193.623 F.S.)

This act provides for a reduction in property taxes through a deferred tax liability for the protection of archaeological and historic sites through development rights transfers.

Conservation Easements
(Chapter 704.06 (3) F.S.)

This act provides economic incentives for protecting historic resources through less than fee acquisitions.

Offenses Concerning Dead Bodies and Graves
(Chapter 872, F.S. 1985)

Although not a historic preservation law, the provisions of this act may apply to prehistoric and historic grave sites.

Preservation of Cemeteries and Burials
(Chapter 872.05, F.S. 1987)

Although not originally intended as a preservation law, 872.05, F.S. 1987, provides penalties for willfully destroying, mutilating, defacing, injuring or removing any tomb, monument, gravestone, burial mound, earthen or shell monument containing human skeletal remains or associated burial artifacts. Such action is a misdemeanor of the first degree. However, if the damage to such property is greater than \$100 or if any property removed is greater than \$100 in value, then the perpetrator is guilty of a felony of the third degree.

Further, Section 872.05, Florida Statutes provides that any person who knows or has reason to know that an unmarked human burial is being disturbed, destroyed, defaced, mutilated, removed, excavated, or exposed shall immediately notify the local law enforcement agency with jurisdiction in the area where the unmarked human burial is located. When an unmarked human burial is discovered other than during an archaeological excavation authorized by the state or an educational institution, all activity that may disturb the unmarked human burial shall cease immediately, and the district medical examiner shall be notified. Such activity shall not resume unless specifically authorized by the district medical examiner or State Archaeologist.