Chapter 6 ARCHAEOLOGICAL PRESERVATION*

*Cross references: Buildings and building regulations, Ch. 8; environmental protection, Ch. 11; planning and development, Ch. 21; subdivisions, Ch. 23; zoning, Ch. 28.


Sec. 6-1. Title.
This chapter shall be known and cited as the City of St. Augustine Archaeological Preservation Ordinance.
(Code 1964, § 5 1/2-1)

Sec. 6-2. Findings.
It is the finding of the city commission that St. Augustine, as the oldest permanent European settlement within the United States of America, contains many areas that are historically and archaeologically important to the citizens of this city and the United States, from all periods of its history, including pre-Columbian Indian villages, the original Spanish settlements on the mainland and the Anastasia Island portion of the city, British settlements, fortifications and other settlements and developments from the Second Spanish period, the American Territorial period and the preCivil War period. Further, in the preservation and understanding of the historical importance of St. Augustine, there is generally a direct relationship of archaeology to the economic well-being of the city and the present and future needs, public health, safety, morals and general welfare of its citizens and its visitors. Further, there is an educational value and benefit to the city that would result from a viable program of archaeological activities and the preservation of related resources.
(Code 1964, § 5 1/2-2)

Sec. 6-3. Definitions.
The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Archaeological site* means a property or location which has yielded or may yield information on the city's history or prehistory. Archaeological sites may be found within archaeological zones, historic sites, historic districts, private properties, city properties and other areas of the city. Archaeological sites are evidenced by the presence of artifacts and features below the ground surface indicating the past use of a location by people.

*Archaeological zone* means a geographical area which has or may reasonably be expected to yield information on local history or prehistory based upon broad prehistoric or historic settlement patterns and existing archaeological knowledge.

*Artifact* means objects which are a product of human modification or objects which have been transported to a site by people. In this city, artifacts over fifty (50) years old are protected by this chapter.

*City archaeologist* means the individual with general responsibility for assessing the archaeological resources of the city and directing, conducting or coordinating the monitoring, testing or salvage archaeology excavations of these resources. The
individual may either be a city employee, employed by the city manager, or may be an individual or corporation employed by the city on a contract basis.

*Cultural or historic resource* means any prehistoric or historic district, site, building, object or other real or personal property of historical, architectural or archaeological value. The properties may include, but are not limited to, monuments, memorials, Indian habitations, ceremonial sites, abandoned settlements, sunken or abandoned ships, engineering works, treasure troves, artifacts or other objects with intrinsic historical or archaeological value, or any part thereof relating to the history, government and culture of the city, the state or the United States of America.

*Delay period* means the total number of calendar days (expressed in terms of weeks), such that the delay period is comprised of consecutive calendar days prior to commencement of a disturbance, plus the total number of calendar days subsequent to the commencement of a disturbance, during which testing or salvage archaeology efforts may be performed by the city archaeologist at an archaeology site, such that commencement or continuation of the disturbance and related construction work cannot otherwise proceed on the disturbance.

*Disturbance* means the cumulative digging, excavating, site preparation work or other such construction activities, regardless of the number of individual excavation or construction areas, related to an archaeological site.

*Disturbance, major,* means a disturbance that:
1. Occurs at a non-single-family residential property.
2. Occurs at locations more than three (3) inches below the adjacent surrounding ground surface.
3. Encompasses a combined area of two hundred fifty (250) square feet or more.

*Disturbance, minor,* means a disturbance that:
1. Occurs at a non-single-family residential property.
2. Occurs at locations more than three (3) inches below the adjacent surrounding ground surface.
3. Encompasses a combined area of less than two hundred fifty (250) square feet but equal to or greater than one hundred (100) square feet.

In addition, the term "minor disturbance" shall be defined to mean a disturbance that occurs at a single-family residential property and occurs at locations three (3) inches or more below the surrounding ground surface and encompasses combined areas of one hundred (100) square feet or more.

*Disturbance, unrelated,* means a disturbance that:
1. Occurs at locations from the ground surface to a maximum of three (3) inches below the adjacent surrounding ground surface.
2. Encompasses a combined area of less than one hundred (100) square feet.
3. Is not defined under "major disturbance" or "minor disturbance."

*Land* includes the word "marsh," "water" or "swamp."

*Map* means the archaeological base map of the city.

*Monitoring* means the observation after commencement of a disturbance to determine if archaeological resources exist in an area or, when such resources are known to exist, the observation, recording and incidental recovery of site features and materials to preserve a record of the affected portion of the site. Monitoring is applicable in locations where sites or features may occur but are generally not expected to be of such importance, size or complexity as to require lengthy work or project delays for salvage archaeology.

*Project cost* means either the estimated costs of construction, improvements or other related expenses, that are submitted by the applicant and used as the basis for calculation of prescribed building permit fees, or the estimated costs of construction,
improvements or other related expenses, that are submitted by the applicant relative to a utility or right-of-way permit project, provided that the city, during its review of the archaeology application and the estimated costs, finds the proposed costs to be reasonably accurate.

*Salvage archaeology* means the archaeological excavation of a proposed disturbance (or a portion thereof) prior to its destruction by construction, or any other form of site disturbance. Salvage archaeology shall be concentrated only within the confines of the disturbance areas, in order to save site data which otherwise would be lost due to the disturbance. The extent of the salvage archaeology will be dependent on the proposed area of construction or disturbance, the estimated significance of the site and archaeological resources, the costs of the archaeology efforts and the availability of fees as hereinafter provided, the availability of general fund revenue budgeted for archaeology programs, time constraints, the degree of evidence of archaeological resources, and the recommendations of the city archaeologist relative to the need for the archaeology efforts.

*Testing* means the limited subsurface excavation or remote sensing of a proposed disturbance (or a portion thereof) to determine the potential, type or extent of the archaeological site. Testing may include augering and establishing archaeological excavation units and will include the screening of excavated material for artifact recovery.

*Used* or *occupied* includes the words "intended, designed or arranged to be used or occupied."

(Code 1964, § 5 1/2-3)

Cross references: Definitions and rules of construction generally, § 1-2.

Sec. 6-4. Archaeological zones.

In order to regulate and restrict subsurface disturbances as provided in this chapter, and to determine the extent and scope of work for archaeological investigations and excavations that may be required at a given archaeological site, the incorporated area of the city is hereby divided into zones as shown on the archaeological base map entitled "Archaeological Base Map For St. Augustine, Florida," and such map is hereby declared to be a part of this chapter. The zones, as delineated on the base map, are described as follows, with titles and abbreviations as indicated:

(1) Archaeological Zone Number I relates to areas containing the most significant archaeological sites in the city and includes the following subzones: Archaeological Zone I-A consists of an area containing historic resources from the 17th to the 20th centuries, including the Cubo Line west to Ponce de Leon Boulevard, and limited prehistoric resources. Archaeological Zone I-B consists of an area containing historic resources from the 16th through the 20th centuries, specifically including the earliest areas of the downtown portion of the city. Archaeological Zone I-C consists of an area containing historic resources from the 17th to the 20th centuries; Archaeological Zone I-D consists of an area containing the original settlement of St. Augustine in 1565 and important Indian mission settlements and prehistoric sites. Archaeological Zone I-E consists of an area containing the site of Ft. Mose.

(2) Archaeological Zone Number II relates to areas containing important known archaeological sites and includes the following subzones: Archaeological Zone II-A consists of an area containing portions of Hospital Creek, numerous prehistoric and historic Indian sites, farmsteads, plantations and possible military sites. Archaeological Zone II-B consists of an area containing the Lincolnville Dump area on the edge of Maria Sanchez Lake; Archaeological Zone II-C consists of an area containing the Pocotalaka Indian Mission; Archaeological Zone II-D consists of an area containing the Palica Indian
Mission; Archaeological Zone II-E consists of an area containing the Tolomato Mission; Archaeological Zone II-F consists of an area containing the Tolomato Cemetery; Archaeological Zone II-G consists of an area containing the Ft. Mose Line and other fortifications and the Fairbanks Plantation site; and Archaeological Zone II-H consists of an area containing Old Quarry Road.

(3) Archaeological Zone Number III relates to areas having a high potential for historic/prehistoric archaeological sites and contains the following subzones: Archaeological Zone III-A consists of an area containing the Lincolnville portion of the city; Archaeological Zone III-B consists of an area containing portions of Anastasia Island; Archaeological Zone III-C consists of an area containing Oyster Creek; and Archaeological Zone III-D consists of an area containing portions of the eastern edge of the San Sebastian River, west of the FEC Railroad, north of SR 16.

(Code 1964, § 5 1/2-4)

Editor's note: It should be noted that Ord. No. 98-24, adopted Sept. 14, 1998, amended the Archaeological Base Map for St. Augustine, Florida.

Sec. 6-5. Interpretation of zone boundaries.

Where uncertainty exists as to the boundaries of zones as shown on the archaeological base map for the city, the following rules shall apply:

(1) Boundaries indicated as approximating centerlines of streets, highways or alleys shall be construed to follow such centerlines.

(2) Boundaries indicated as approximately following platted lot lines shall be construed to follow such lot lines.

(3) Boundaries indicated as approximately following city limits shall be construed to follow such city limits.

(4) Boundaries indicated as following railway lines shall be construed to be midway between the main tracks.

(5) Boundaries indicated as following shorelines shall be construed to follow such shorelines. In the event of a change in shorelines, the boundaries shall be construed to move with the change except where such moving would change the archaeological status of a lot or parcel; in such case the boundary shall be interpreted in such a manner as to avoid changing the archaeological status of such lot or parcel.

(6) Boundaries indicated as parallel to or extensions of beaches indicated in subsections (1) through (5) above shall be so construed. The distance not specifically indicated on the archaeological base map shall be determined by the scale of the map.

(7) Where physical or cultural features existing on the ground are not in agreement with those shown on the archaeological base map, or in other circumstances not covered by subsections (1) through (6) above, the city archaeologist shall make recommendations concerning the interpretation of the zoning boundaries for the city's approval.

(Code 1964, § 5 1/2-5)

Sec. 6-6. Zone regulations.

(a) Within Archaeological Zones I, II or III, any proposed major or minor disturbance which requires a building permit, a city utility permit or a city right-of-way permit shall be subject to a review of the proposed disturbance, before such disturbance takes place, by the city based on an application form (archaeological review application) to be prescribed by the city manager. No building, right-of-way or utility permit will be issued by the city until the archaeology application has been submitted and the applicable archaeology fees have been paid. The archaeological review shall result in the determination of proposed archaeology efforts on the site and the application shall then
be made a part of the city's prescribed permitting process. Only those disturbances that require a city building, utility or right-of-way permit will be governed by this chapter and, in addition, unrelated disturbances will not be applicable to this chapter. Furthermore, this chapter will apply only to the areas within the boundaries and confines of the proposed disturbances and any archaeology efforts shall be conducted so as not to cause any unnecessary damage to adjacent areas of the property. Any archaeology work proposed by the city concerning disturbances not relevant to this chapter may be conducted only based on written permission from the property owner to the city.

(b) Disturbances applicable to this chapter shall be in compliance with the following regulations:

1. Within Archaeological Zone I, any major disturbance shall be subject to intensive salvage archaeology prior to the commencement of the disturbance, building construction, or utility excavation, by the city archaeologist. After the disturbance has commenced, it shall be subject to monitoring during construction to provide data and to determine the presence of further or additional resources and, then, either testing or salvage archaeology may be conducted, as recommended by the city archaeologist and approved by the city.

2. Within Archaeological Zone II, any major disturbance shall be subject to testing prior to the commencement of the disturbance. If it is determined that there will be a significant archaeological impact from the proposed disturbance, or if the testing reveals that significant archaeological resources may exist, then salvage archaeology may also be conducted prior to commencement of the disturbance, as recommended by the city archaeologist and approved by the city. In addition, after the disturbance has commenced, it shall be subject to monitoring during construction to provide field data and to determine the presence of further or additional resources and, then, testing may again be conducted, as recommended by the city archaeologist and approved by the city.

3. Within Archaeological Zone III, any major disturbance shall be subject to testing prior to the commencement of the disturbance. If it is determined that there will be a significant archaeological impact from the proposed disturbance, or if the testing reveals that significant archaeological resources exist, then salvage archaeology may also be conducted prior to commencement of the disturbance, as recommended by the city archaeologist and approved by the city. In addition, after the disturbance has commenced, it shall be subject only to monitoring during construction to provide additional field data.

4. Within Archaeological Zone I, any minor disturbance shall be subject to testing prior to the commencement of the disturbance. If it is determined that there will be a significant archaeological impact from the proposed disturbance, or if the testing reveals that significant archaeological resources exist, then salvage archaeology may also be conducted prior to commencement of the disturbance, as recommended by the city archaeologist and approved by the city. In addition, after the disturbance has commenced, it shall be subject only to monitoring during construction to provide additional field data.

5. Within Archaeological Zones II and III, minor disturbances shall be subject only to testing prior to commencement of the disturbance and only to monitoring after commencement of the disturbance by the city archaeologist.

6. Within Archaeological Zones I, II and III, any changes in construction plans or documents (based on those formally approved by the city during the city's application review process) that identify additional or modified disturbance areas may necessitate or allow additional considerations, fees and actions by the city, in accordance with provisions of this chapter.
(7) Within Archaeological Zone I, the city will impose a delay period for any proposed disturbance (or portion thereof) for a minimum of four (4) weeks for a major disturbance and a maximum of four (4) weeks for a minor disturbance, in order to conduct the appropriate archaeology efforts. If more time is required relative to a major disturbance, the city archaeologist may request from the city manager up to four (4) additional two-week periods, to be reviewed and granted individually. The applicant shall be provided copies of these requests when they are submitted to the city manager and the additional delay period reviews shall include the applicant, at the applicant's request. After a total of twelve (12) weeks of delays for a major disturbance, the city archaeologist may request that the city manager grant additional two-week periods, provided that written permission for the delays is granted by the property owner.

(8) Within Archaeological Zone II, the city will impose a delay period for any proposed disturbance (or portion thereof) for a minimum of four (4) weeks for a major disturbance and a maximum of three (3) weeks for a minor disturbance, in order to conduct the appropriate archaeology efforts. If more time is required relative to a major disturbance, the city archaeologist may request from the city manager two (2) additional two-week periods, to be reviewed and granted individually. The applicant shall be provided copies of these requests when they are submitted to the city manager and the additional delay period reviews shall include the applicant, at the applicant's request. After a total of eight (8) weeks of delays for a major disturbance, the city archaeologist may request that the city manager grant additional two-week periods, provided that written permission for the delays is granted by the property owner.

(9) Within Archaeological Zone III, the city will impose a delay period for any proposed disturbance (or portion thereof) for a minimum of two (2) weeks for a major disturbance and a maximum of two (2) weeks for a minor disturbance, in order to conduct the appropriate archaeology efforts. If more time is required relative to a major disturbance, the city archaeologist may request from the city manager two (2) additional one-week periods, to be reviewed and granted individually. The applicant shall be provided copies of these requests when they are submitted to the city manager, and the additional delay period reviews shall include the applicant, at the applicant's request. After a total of four (4) weeks of delays for a major disturbance, the city archaeologist may request that the city manager grant additional one-week periods, provided that written permission for the delays is granted by the property owner.

(Code 1964, § 5 1/2-6)

Sec. 6-7. Excavations on public property.

No individual shall be allowed to use a probe, metal detector or any other device to search or excavate for artifacts on public property, nor can any individual remove artifacts from public property without the written permission of the city. Furthermore, no disturbances or construction activities shall be authorized within properties belonging to the city, including public streets and rights-of-way, without a city right-of-way permit and without such archaeology efforts as may be addressed by this chapter. Any proposed archaeological work and delays relative to a disturbance or construction work shall be in accordance with provisions of this chapter relative to major and minor disturbances in Archaeological Zones I, II and III.

(Code 1964, § 5 1/2-7)

Sec. 6-8. Fees.

(a) For the purposes of funding the city's archaeology program there shall be added to the fees collected for each applicable building, utility and right-of-way permit issued
within Archaeological Zone I a nonrefundable minimum archaeology fee of one and one-half (1 1/2) percent of the estimated project cost for which the permit is issued. In addition, there shall be added to the fees assessed for each applicable building, utility and right-of-way permit issued within Archaeological Zone II a nonrefundable minimum archaeology fee of one and one-fourth (1 1/4) percent of the estimated project cost for which the permit is issued. In addition, there shall be added to the fees assessed for each applicable building, utility and right-of-way permit issued within Archaeological Zone III a nonrefundable minimum archaeology fee of one (1) percent of the estimated project costs for which the permit is issued. Following calculation of the percentage-based archaeology fees for Zones I, II and III, as herein defined, and if such fees are less than fifty dollars ($50.00), then the minimum fee shall be adjusted to the fifty-dollar amount. If the percentage-based archaeological fees exceed twenty-five thousand dollars ($25,000.00), the applicant shall be required to pay twenty-five thousand dollars ($25,000.00) at the time of application for the permit. In the event that the actual city costs expended in the archaeological efforts, as described in subsection (b) hereof, exceed twenty-five thousand dollars ($25,000.00), the city shall submit a statement for such services to the applicant which shall include wages of city employees for time spent on site, reasonable fees for use of city equipment, and costs of outside labor and services at the actual rate billed to the city, and the additional amount expended by the city and billed shall be paid to the city prior to final issuance of a building permit for the subject property.

(b) In the event that archaeology efforts, including research, testing, salvage archaeology, monitoring, analysis, curation, conservation, cataloging, recording, storage, reports and other related archaeology services are proposed to be performed by the city archaeologist, either prior to, during or after the conduct of any construction or disturbance, and the total estimated costs related thereto are in excess of the minimum archaeology fees prescribed herein, the city archaeologist shall request approval of the estimated additional costs for the archaeology efforts and, based on approval of the city manager, the city shall require the applicant to deposit with the city additional fees equal to the additional costs. Any of the additional fees not actually expended in the conduct of such research, testing, salvage archaeology, monitoring, analysis, curation, conservation, cataloging, recording, storage and reports, shall be returned to the applicant by the city at the time of final disposition of the work by the city archaeologist.

(c) As an alternative to paying the above described archaeology fees, a qualified applicant (qualified applicant is any applicant that is a 501(c)(3) nonprofit corporation authorized to do business in the State of Florida and is an entity engaged in the preservation of historical and archaeological resources of the St. Augustine area and has shown a demonstrated ability to conserve and display various aspects of historical resources of the St. Augustine area in a venue tantamount to a museum setting and said venue is accessible to the general public for a fee and said venue is licensed to do business in the City of St. Augustine), for a building permit may pay fifty (50) percent of the archaeology fee as determined in accordance with this article for administration by the city archaeologist, if the applicant desires to privately contract with a member of the Registry of Professional Archaeologists to perform archaeology efforts, including research, testing, salvage archaeology, monitoring, analysis, curation, conservation, cataloging, recording, storage, reports and other related archaeology services in accordance with the following criteria:

(1) A scope of services is submitted to and approved by the city archaeologist prior to performing any archaeological efforts to ensure compliance with the comprehensive plan and the City Code;
(2) The scope of services contains a work schedule that details the archaeological efforts and the time frame for excavation to ensure close monitoring by the city archaeologist and a condition that all reports and other documents are property of the city; and

(3) The applicant ensures compliance with the scope of services via enforceable contract with the selected archaeologist, and stipulates to allowing the city archaeologist to issue a stop work order when noncompliance is observed.

(Code 1964, § 5 1/2-8; Ord. No. 96-48, § 1, 9-9-96; Ord. No. 00-08, § 1, 3-13-00; Ord. No. 04-22, § 1, 11-8-04)

Sec. 6-9. Ownership of artifacts.

(a) All artifacts uncovered, recovered or discovered during the course of any testing, salvage archaeology or monitoring, as provided herein, on private property shall belong to the owner of the property upon which such artifacts are found. Likewise, artifacts uncovered, recovered or discovered during testing, salvage archaeology or monitoring on property belonging to the city shall belong to the city. However, the city shall retain possession of artifacts from private property for a period of up to two (2) years to allow for their proper analysis, cataloging, recording, and conservation, with written permission of the owner. Furthermore, the city shall attempt to obtain written permission from property owners to secure permanent ownership of the artifacts; otherwise, all retained artifacts are then to be returned to the property owner as soon as such analysis, cataloging, recording, and conservation is completed. Individuals and property owners are strongly urged to donate archaeological artifacts to the city for long-term storage, care, protection and preservation.

(b) The removal of human skeletal remains recovered in archaeological context in all instances shall be coordinated with the local medical examiner, city, the city archaeologist and the state archaeologist. Such remains shall be dealt with in accordance with provisions of F.S. ch. 872 and they are not subject to private ownership. Such material shall be sensitively treated and, following their analysis by a physical anthropologist, shall be curated at a designated repository or appropriately reburied. If at all possible, human burials should not be removed and they should be left undisturbed in their original position.

(Code 1964, § 5 1/2-9)

Sec. 6-10. Curation of artifacts.

Artifacts from monitoring, salvage archaeology and testing efforts will be washed, catalogued, analyzed, recorded and conserved by the city archaeologist in compliance with the U.S. Department of Interior curation standards, with written permission of the owner. If the artifacts are permanently donated to the city they will be properly preserved and stored. The city will be responsible for determining the approved and acceptable repository for artifacts from the archaeological program in the city and the city will strive to maintain consistency in curation procedures and storage of materials in a minimal number of locations.

(Code 1964, § 5 1/2-10)

Sec. 6-11. City archaeologist.

(a) The city manager shall appoint a city archaeologist who shall meet the city's requirements and the standards for membership by the Society of Professional Archaeologists and shall have a demonstrated background in historic and prehistoric archaeology.
The city archaeologist shall work at the direction of the city manager and shall:

1. Review all applicable building, utility and right-of-way permit applications in Archaeological Zones I, II and III.
2. Submit project cost proposals, recommendations and requests, as required, to the city manager, or his designee.
3. Conduct such testing, salvage archaeology or monitoring as shall be addressed by this chapter.
4. Prepare or oversee preparation and submittal of a final report on all projects, which report shall be consistent with the scope of each project and shall meet the general guidelines established for archaeological reports by the department of state, division of historical resources.
5. Record completed archaeology projects with the Florida Master Site file.

In addition, the city archaeologist may, as directed by the city manager:

1. Conduct archaeological site surveys within the city.
2. Develop strategies for preservation of the archaeological resources of the city.
3. Work with property owners during the planning stage of projects applicable to this chapter in order to minimize the potential impact on archaeological sites.
4. Advise the city manager concerning archaeological issues.
5. Undertake or be involved in other specific city archaeology projects.
6. Carry out public archaeology programs for the education and benefit of the citizens and visitors to the city.

Sec. 6-12. Grievance procedure.
An appeal of any portion of this chapter may first be brought before the city manager and then before the city commission.

Sec. 6-13. Commencement of delay period and archaeological work.
(a) The delay period for any proposed project requiring compliance with this chapter shall be considered to begin:
1. Forty-eight (48) hours after the payment of archaeology fees and the issuance of the building, utility or right-of-way permit; or
2. After the resolution of any appeal; whichever is greater.
(b) Within a reasonable time after commencement of the delay period, and prior to a disturbance, the city must formally notify the applicant in writing if salvage archaeology or testing efforts will be conducted by the city and, if so, that, in accordance with provisions of the delay period, the disturbance may not proceed until the archaeological work is completed or the delay period has expired, whichever occurs first.
(c) The city may, however, reserve a maximum of twenty-five (25) percent of any applicable delay period to undertake further or additional salvage archaeology or testing efforts after the commencement of a disturbance, in accordance with the zone regulations and other provisions of this chapter, provided that less than seventy-five (75) percent of the delay period has expired or was actually expended prior to commencement of the disturbance. In such instances, the city may formally notify the applicant in writing at any time that the salvage archaeology or testing work will be conducted and that, in accordance with provisions of the delay period, the disturbance may not proceed or it must cease until the work is complete or the delay has expired, whichever occurs first.
(d) Proposed salvage archaeology and testing efforts may be commenced prior to the issuance of the applicable city permit, based on a written request or written approval from the applicant, provided that the archaeology fees have been paid and the project construction plans are in sufficient detail to accurately define the boundaries of the disturbance areas. If any design or location changes to the project disturbance areas occur after the archaeology efforts have begun, additional fees and salvage archaeology or testing efforts may be required and assessed accordingly. The commencement of archaeology efforts prior to the issuance of the applicable city permit will not alter the delay period or its beginning time as provided in this chapter.
(Code 1964, § 5 1/2-13)

Sec. 6-14. Penalty for violation.
Any violation of this chapter shall be punished as provided in section 1-8 of this Code.
(Code 1964, § 5 1/2-14)