



# HISTORIC NORTHWEST CRA PRESERVATION INITIATIVES



DRAFT: December 2022



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This document was prepared in consultation with the City of West Palm Beach, Community Redevelopment Agency (CRA) and is limited in scope to address properties within the boundary of the CRA Northwest Target Area. Recommendations and observations are provided to inform potential projects of the CRA and are intended to be updated, amended, or appended with ongoing community dialogue. Time, research, and evolving local conditions could result in alternative recommendations based on new information.

*Cover Photo: Royal Palm Ice Co. 1947, no longer standing.  
Courtesy of Historical Society of Palm Beach County.*

We would like to express our appreciation to the many community members and agency staff that participated in this work.



All components of the *Historic Northwest CRA Preservation Initiatives* including all text, graphic design, photography and illustrations unless noted otherwise were prepared by Dominique M. Hawkins, FAIA, LEED AP and Jennifer Wolfe, AICP.

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## TABLE OF CONTENTS

<b>Introduction</b>	1
Executive Summary	2
How to Use this Document	4
<b>Project Methodology</b>	5
Existing Framework	7
Project Action Plan	9
Project Observations and Limitations	11
<b>Heritage Conservation Framework</b>	13
Respectful Building Rehabilitations	13
Acknowledging Cultural Significance	15
<b>Project Conclusions</b>	17
Methodology for Future Projects	17
Community Importance Identified	17
Interpretation and Commemoration Projects	20
References	21
Preservation Actions Map	22
People and Places Inventory	23
Preservation Action Key	26





The 1929 boundary is estimated from a verbal description provided in the 1991 National Register of Historic Places Nomination Form. Contact the City of West Palm Beach and the Florida Division of Historical Resources for representative data shown hereon. (This image is for graphical purposes only and is not intended for any legal or professional use.)



The 1000 block of North Tamarind Avenue includes a largely intact commercial building that continues to house Hamburger Haven. The former Plantation Restaurant is located on the left side of the photograph. (Courtesy Historical Society of Palm Beach County website)

## INTRODUCTION

PDP would like to thank the following individuals for their support:

- Christopher Roog, City of West Palm Beach, CRA Executive Director
- Alisha R. Winn, PhD, Applied Cultural Anthropologist, CRA Consultant
- Genia Baker, CRA Project Manager
- Friederike Mittner, FAICP, City of West Palm Beach Historic Preservation Planner
- Anne Hamilton, City of West Palm Beach Historic Preservation Planner
- Richalyn Miller, CRA Marketing Coordinator

PDP also would like to thank community members and elders who participated in public workshops and responded to requests for additional information. Gracious facility hosts included Queen of Sheeba and Tabernacle Missionary Baptist Church.

The neighborhood known as the Historic Northwest was first settled in 1894, when the Town of West Palm Beach was established, and became the educational, religious, commercial, and otherwise social center of the town's Black community. Out of necessity due to segregation, an independent community thrived to include a concentration of homes, schools, churches, businesses, medical facilities, and entertainment venues populated by professionals, developers, educators, entrepreneurs, doctors, as well as families employed in the industry and service sector of West Palm Beach. Pioneer families and their descendents were self-sufficient through on-going Jim Crow-era effects on their daily life and personal freedoms. The resulting culture of resilience and independence created physical and intangible markers of this heritage, some of which is currently celebrated while work is continuing to amplify its presence.

Over time, the physical and cultural fabric of the community has changed to the extent that there is a noticeable contrast from its appearance 50 years ago. This is not a unique condition for any city in the country. What is unique here is the determination of the founding families and residents to preserve the memory and remaining tangible pieces of the neighborhood's heritage and recognize places that have been lost. With that motivation and the support of city programs and private investments there are multiple endeavors working to advance projects in the community. To manage the city's priorities and meet community expectations the city is determined to develop an organized plan with baseline recommendations to lead positive improvements.



## EXECUTIVE SUMMARY

Founders of the Northwest community included Black and Bahamian residents that had first settled on the barrier island of Palm Beach. Some of these pioneer families relocated to the Northwest area voluntarily before they were formally evicted in 1912 as Henry Flagler’s luxury hotel and railroad industry expanded. The areas known as the Northwest Neighborhood and Pleasant City were officially designated as the Black section of West Palm Beach by city ordinance from 1929 through 1960 to include lands between 23rd Street, Clear Lake, the alley between Clematis Street and First Street, and the F.E.C. Railroad tracks. Additional growth included subdivisions platted northward and eventually some families moved to Riviera Beach. Noticeable change occurred with the repeal of the city’s law defining the segregated boundary in 1960, the beginning of integration in 1968, and the westward expansion of West Palm Beach. The relocation of residents resulted in the cultural and economic decline in the Northwest as residents and businesses moved to other areas.

## HISTORIC PRESERVATION AND REVITALIZATION EFFORTS

A local movement began in the late 1980s to recognize the historic identity of the neighborhood called Save Our Neighborhood. Community leaders were successful in achieving National Register of Historic Places designation for the Northwest Historic District in 1992 and the following year the Historic Northwest District was also locally designated. (The historic designation process considers the concentration of existing historic structures in boundary determinations, and the boundaries of the local district and the national district differ; and neither coincides with the area first designated for Black residents in 1929. Refer to frontispiece map.) Over time, industrial areas along the east and west edges changed, inconsistent development encroached into the neighborhood that was inconsistent with the neighborhood character, and rights-of-way expanded.

The City of West Palm Beach established a Downtown/City Center Community Redevelopment area that includes a portion of the National Register and local historic district called the Historic Northwest district. Designation as a Community Revitalization Area (CRA) makes funds available to carry out CRA priorities including public safety, beautification, streetscape and infrastructure improvements, economic development, affordable housing, business incentives, marketing and special events, and historic preservation. Because the CRA has a different purpose and designation process, the boundaries are distinct from the historic designations and the original 1929 neighborhood boundary. (Refer to frontispiece map).

Some of the same community leaders involved in the 1980s efforts continue to be involved with current efforts to expand preservation and recognition of the Northwest. While the Historic Northwest has benefitted from historic designations and CRA investments, multiple opportunities exist to showcase its development history and significance. The impacts of building demolitions, inconsistent new development, and lack of tangible cultural identity creates challenges. Moving onward requires bringing various programs together and prioritizing creation of a heritage conservation program to raise visibility, celebrate resiliency, and promote the cultural identity of the place and its people.



The Wallace and Sadie Asia home located at 1301 N. Sapodilla Ave. was acquired by the CRA. (Courtesy Florida Master Site File/FMSF)



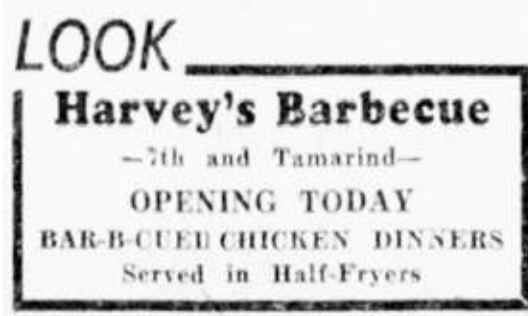
Home of Henry Speed (demolished, property now owned by CRA), pioneer and land donor for Pine Pine Ridge Hospital. (Courtesy FMSF)



Home of Hazel Augustus, architect who designed his home (demolished, property now owned by CRA) and Payne A.M.E. Chapel. (Courtesy FMSF)



Recent projects of the CRA include constructing shotgun-style buildings for a live-work environment.



Harvey's operated at 717 N. Tamarind Avenue between 1943 and at least 1968. (Courtesy of the Palm Beach Post, 1943.)



The former Collie Building, with commercial and residential spaces, was emblematic of Dr. W.H. Collie's investments. (Courtesy of Historical Society of Palm Beach County website.)

## HERITAGE CONSERVATION AS A TOOL

In October 2021, Preservation Design Partnership (PDP) was engaged by the West Palm Beach Community Redevelopment Agency (CRA) to identify the gaps between multiple programs and efforts to develop supplemental preservation initiatives and provide a framework for future revitalization efforts. Coordinating with Dr. Alisha Winn, PDP reviewed existing historic preservation programs, performed archival research, met with community members to identify places of significance, commemoration priorities, and interpretation opportunities. Historic context information was provided by the CRA staff and the City's Historic Preservation Program. The Northwest Historic District Resurvey (Janus Research, 210) also provided substantial historic context.

Broadening research and recommendations to be more inclusive of intangible cultural traditions provides a means to recognize heritage beyond bricks and mortar. Heritage conservation is the essential component to the framework for a fuller understanding and representation of the Historic Northwest's unique history. With this tool in mind, the project action plan identified questions for stakeholders that would help ascertain cultural patterns such as the roles of religious institutions and social gathering places in the neighborhood's development and their impacts on its residents. As a result, the methodology can be used in future endeavors, providing a framework with proposed projects and serving as an inventory of significant people and places that can continue to expand. The goal of heritage conservation in the Historic Northwest is to ensure that visitors and current residents have opportunities to learn about the successes of the pioneer families and recall the physical environment in which the neighborhood thrived.

## HOW TO USE THIS DOCUMENT

### IF YOU ARE A COMMUNITY STAKEHOLDER:

- Learn about the history and significance of the neighborhood and/or the property you occupy
- Find ways to conduct additional research
- Learn about the historic preservation, inclusive planning, and heritage conservation
- Contribute to the inventory to update, amend, or modify information
- Provide feedback and recommendations to the city
- Suggest and help prioritize projects
- Share resources and knowledge to help develop future projects

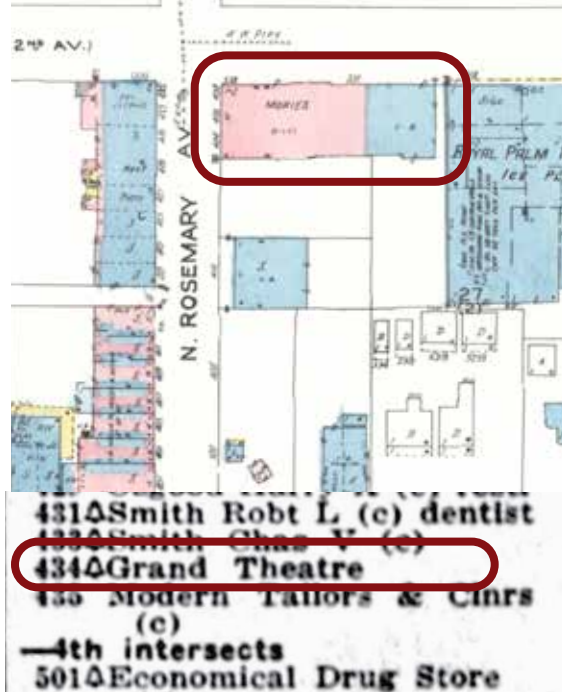
### IF YOU ARE A CITY OFFICIAL:

- Learn about the history and significance of the neighborhood
- Apply the project model to update, amend, or modify program plans
- Support on-going research, interpretation, and commemoration projects
- Prioritize and promote historic rehabilitation projects
- Implement identified thematic commemorative initiatives
- Utilize identified historic preservation, inclusive planning, and heritage conservation principles in all programs and initiatives

### INDEX OF SELECT TOPICS:

Commemoration.....	15
Heritage Conservation .....	13
Historic Preservation.....	8
Neighborhood history.....	6
Preservation projects.....	20
Project meetings .....	10
Project modeling .....	5
Rehabilitation.....	13
Researching a historic property.....	9
Information about a specific property....	See Inventory and Florida Master Site File





Multiple theaters that once entertained and provided the news no longer exist. Research helps to identify the locations and features of historic buildings like the Sanborn Fire Insurance Company map (top left) showing building footprints recorded between 1924-1952 and the 1950 Polk City Directory (bottom left). (Photo courtesy of City of West Palm Beach)

## PROJECT METHODOLOGY

As established by the city, project goals were to:

- Identify culturally significant neighborhood places;
- Identify appropriate preservation tools to advance the community's goals;
- Identify potential projects to be completed by the CRA and private initiatives; and
- Establish a template to organize future historic research documentation.

To meet the project goals, a framework was developed to:

- Develop a model to understand community values; and
- Establish preservation goals.

Building this framework required multiple public engagement sessions, historical research, and neighborhood visits.

One of the challenges of the Historic Northwest is that many culturally significant buildings have been demolished. To better understand the neighborhood history, capturing the collective stories of current and former residents was prioritized so that places of local importance could be identified. PDP utilized group interactive activities throughout the work to establish a template for collecting local information that continue to expand in a community-led effort.

The recommendations of this project emphasizes the importance of comprehensive recognition and interpretation programs for the

## STATEMENT OF SIGNIFICANCE FOR THE CITY'S NORTHWEST HISTORIC DISTRICT

The following was copied from the West Palm Beach Design Guidelines:

The Northwest Historic District extends from 3rd Street to 15th Street, roughly between Tamarind and Rosemary Avenues. In 1992, the district became the City's first historic district to be placed in the National Register of Historic Places. It became a local historic district in 1993. The Northwest Historic District is significant for its architecture, and for its role in community development as the residential and commercial core of the segregated black community. The period of significance is from 1915 through 1941. When Henry Flagler announced his plans to extend the Florida East Coast Railroad through Palm Beach, blacks from all over the southeast moved to the area in search of work, settling in an area of Palm Beach known as the Styx. After the Styx settlement was removed from Palm Beach, blacks located to an area of West Palm Beach north of the original town near Tamarind and 1st Street.

First settled in 1894, the City's black section was laid out north of the original plat of the Town of West Palm Beach. The district consists of three plats: Clows Addition, platted in two sections and recorded in 1896 and 1902; Freshwater Addition, filed in 1914; and Rosemary Addition, filed in 1916.

During the Florida Land Boom Era of the 1920s, the availability of jobs in West Palm Beach attracted blacks from all over the country to West Palm Beach. Jobs in construction and farm labor were plentiful. During this period, a number of businesses were started or expanded in the Northwest neighborhood. Henry Speed, a successful Realtor, was part owner of the City's first black-owned lumber company. In the early 1920s, he donated land for the Palmview Elementary School at 800 11th Street and Pine Ridge Hospital at 1401 Division Avenue, the only hospital that served the black community until integration in the 1960s.

In 1927, Industrial High School on 11th Street and Division Avenue became the first school in Palm Beach County to offer blacks an education through the twelfth grade. Black students from all over the county attended the school in the 1930s and 1940s. A home for delinquent and homeless black children in West Palm Beach was established in the early 1930s by Mamie Frederick in her home at 627 Third Street (since demolished). Mrs. Frederick's sister-in-law, Dr. Alice Frederick Mickens, was a philanthropist, educator, and civic leader who pushed for the betterment of the community. The Mickens house, at 801 4th Street (1917), is individually listed in the National Register of Historic Places.

In 1929, the City Commission of West Palm Beach adopted an ordinance defining the boundaries of the segregated black neighborhoods known as the Northwest Neighborhood and Pleasant City. No black person could live outside the area except when employed as a domestic in a white household. No black person was allowed to operate a business outside of the area and all whites were likewise barred from living or conducting business in the designated black district.

During the Great Depression of the 1930s, the black population of West Palm Beach continued to grow, although at a more moderate rate than the previous decade. The Northwest neighborhood remained the focal point of the City's black community. In 1933, Robert Saunders built the Sunset Cocktail Lounge and Ballroom at 609 8th Street. It showcased top-name black entertainers of the day, including Cab Calloway and Fats Waller. The Sunset continued as an entertainment center for the local black population through the 1950s.

The 1929 segregation ordinance was repealed in 1960, at which time large segments of the black population began to move into other neighborhoods. Although the Northwest Neighborhood remains a predominately black area, it has lost most of its middle and upper income residents and businesses. The Northwest Historic District has a diversity of housing types, ranging from simple shotgun residences to Mission Revival style houses and apartment buildings to grander, large scale homes such as the Mickens House and another impressive residence on 4th Street, the Ambrose House.

There are also several architecturally significant religious structures in the District. Wallace A. Rayfield, an African-American architect from Birmingham, Alabama, designed Tabernacle Missionary Baptist Church. The church, at 801 8th Street, was built in 1925 in the Romanesque Revival style. The locally noted architectural firm of Harvey and Clarke designed St. Patrick's Episcopal Church at 418 Sapodilla Avenue (1929 with later additions), as well as Pine Ridge Hospital at 1401 Division (1923). Hazel Augustus, a contractor, appears to have also designed buildings (in fact, he was listed in the 1923 City directory as an architect). In 1925, he designed the Payne Chapel African Methodist Episcopal Church at 810 9th Street. Its rebuilding after the 1928 hurricane was based on his original design.



A special unveiling was held for the newly installed historic district marker. (Courtesy Dr. Alisha Winn)



A snapshot from an advertisement for the Bowser Inn on Sapodilla Ave. (Courtesy City of West Palm Beach)



A 2010 architectural survey shows some alterations over time. (Courtesy City of West Palm Beach)



Rehabilitation is underway as a CRA project and following design guidelines.

neighborhood’s heritage beyond traditional historic preservation repositories. Traditional historic designations already exist and can be expanded. As such, recommendations include physical rehabilitation methods in addition to digital and physical interpretation programs. Leaders of ongoing community-led efforts are encouraged to utilize this document, its framework, and methodology. The intent of this project is to provide an action plan to guide the CRA’s future work to complement private initiatives.

**EXISTING FRAMEWORK**

The City of West Palm Beach local government uses the Community Redevelopment Agency and Historic Preservation Program to work in tandem and on individual projects that promote economic development and preservation of the neighborhood’s historic character.

**COMMUNITY REDEVELOPMENT AGENCY (CRA)**

- **Action Plan:** The 2011 Action Plan focused redevelopment activities on business development, transportation, residential development, marketing, branding, security, and capital improvements.
- **Funding Structure:** The CRA funding structure is based on increases in property taxes above the original benchmark of property taxes when the CRA was created. Rather than the whole lot of property taxes going to their dedicated funds for the entire county, the earmarked property tax revenue from the CRA district can be reinvested in the neighborhood according to the approved management plan.
- **Preservation and Interpretation:** A variety of markers, temporary signage, public art, building relocation, and rehabilitations, as well as economic synergies to support local businesses and public art. Within the past decade, the CRA led the redevelopment of a residential block of historic shotgun buildings with live/work-spaces; sponsored bronze markers and pioneer banners recognizing significant sites and individuals; purchased properties for rehabilitation and redevelopment; and created public parks.

**HISTORIC PRESERVATION PROGRAM**

- **Regulatory Initiatives:** The City’s Historic Preservation Program regulates the physical environment to reduce building demolitions, promote compatible new design, and preserve existing buildings.
- **Design Guidelines:** The City’s *Historic Preservation Design Guidelines Handbook* provides a historical summary of the significance and physical preservation needs as a framework to review building and site alterations.
- **CRA Project Review:** Compliance with the *Design Guidelines Handbook* process is required for CRA construction and rehabilitation projects. This creates a checks-and-balances system across city agencies and varying public interactions with property owners, residents, and businesses.



## HISTORIC PRESERVATION PRINCIPLES

Historic Preservation involves studying the past and evaluating opportunities to discuss with a community what is important and to guide what should be preserved. Nationally, a framework for historic preservation is described within the practice of the National Register and National Historic Landmark processes and the Secretary of the Interior's *Standards for Rehabilitation*. These programs explain how a place can be historically significant with criteria related to places, patterns of development, events, people, character or design, and sites that are likely to be historic or archaeologically significant. *Recommendations for how these places are recognized and allowed to change are described with a focus on maintaining the physical fabric and/or character and features that directly connects the place with its reason for importance to retain a visual clue to its heritage.*

Except for a few regulatory requirements related to federally funded or permitted projects, the national framework is a voluntary and honorary system. Designations of significance with the National Register or National Historic Landmarks does not independently result in any impacts or restrictions on a private property. Nevertheless, achieving either designation provides a high degree of credibility when an argument for historic significance arises and should always be recommended as a strategy for preserving and promoting the importance of a place. *The Historic Northwest designation as a National Register Historic District is especially significant because if any transportation, housing, or other construction projects use federal funds or require a federal permit then the project's impact on the Historic Northwest will need to be evaluated and any adverse effects mitigated to the extent possible.* It is also important because this level of credibility increases the opportunities for receiving competitive preservation grants from the federal government or state government. Federal income tax incentives are available

for qualified historic rehabilitations projects that provide an economic return on after the rehabilitation is complete.

In contrast, preservation at the local level can be regulated by local laws that mandate review processes before any physical changes can be made. *Local regulations are designed to be specific to the community's unique character and priorities, although the national standards are often establish a model.* Because of these factors, local preservation efforts are the most important investments to make in any preservation program. A preservation program can also include administering financial incentives, awards, markers/plaques, educational outreach, in addition to regulations and design guidelines.

The City's Historic Preservation Program offers a historic property tax exemption for qualified improvements to designated historic buildings including buildings in the Historic Northwest District. This opportunity recognizes that the costs of historic preservation for a property owner and the public benefit such rehabilitations provide to the historic character of the neighborhood. As a local historic district, all exterior alterations, additions, new construction, relocations, and demolitions are reviewed to ensure that the architectural integrity and district characteristics are kept intact within the criteria established by the local preservation ordinance. Property owners should be aware that many maintenance projects and changes with little impact on the historic character or fabric of the building can be administratively approved. Changes that involve removal or replacement of historic features, like windows or siding, may require a board review as well as changes that involve new construction or additions to existing buildings.

812	4/21/63	Heila	wife		19	Mar	26
		Roberto Domingo	Head	170	21	13	51
		Elvira	wife		2	13	42
810	4/21/63	Benson William	Head	178	21	13	49
509	4/21/63	Washington Randolph	Head	10	7	11	55
		Phillis	wife		9	13	44
		Randolph	son		21	13	21
		Willard	son		21	13	17
516	4/21/63	Henry Henry	Head	1	18	11	26
		Daisy	wife		2	13	26
819	4/21/67	Jones David J.	Head	1	0	2	70
		Sabell	wife		2	11	60
68		Wilson James	Head	2	13	29	
		Jimmie	wife		9	13	24
		James	son		21	13	15
		William James			21	13	12

Census records from 1920 show the Washington family used to live at 809 Clematis Ave and lists their professions. (ancestry.com)

## PROJECT ACTION PLAN

Preservation Design Partnership (PDP) sought ways to further preservation and interpretation opportunities of the Historic Northwest as a planning framework that can be incorporated into the CRA’s existing programs. Community collaboration was the foremost important way to indicate the project direction. Co-leading this effort was the City’s CRA consultant, applied cultural anthropologist Dr. Alisha Winn, a current resident of the Historic Northwest and pioneer family descendant. Together, the project team developed an action plan that would generate resources for the project’s recommendations and could be repeated.

### ACTION PLAN PURPOSE

- Model future CRA activities and community-led initiatives
- Record ideas and expertise of community representatives and staff involved at various intervals
- Provide a means to measure progress through updates and changes
- Demonstrate outreach efforts that can be repeated, modified, and supplemented

### APPROACH

- **Background Research:** Identifying preservation initiatives first requires an assessment of the community’s historic character and establishes questions to ask during the public engagement process
- **Host Listening Sessions:** The most significant component of the project’s information gathering phase were the public outreach events with the following characteristics:
  - Attendees represented a small cross-section of the community including neighborhood elders, residents, and past residents
  - Reiterating project goals, updating status, and presenting preservation examples and context
  - Providing opportunities for Interactions and allowing attendees to share their stories about the places, people, and neighborhood character that makes the Historic Northwest distinctive
  - Hosting in-person events with the August meeting supplemented with virtual attendance
- **Reconnaissance Research:** Conducting research based on the discussions and suggestions from each listening session to supplement the personal histories through documents and images
- **Photographic Survey:** Photographing significant sites to collect current representative images and experience random interviews with community members who supplemented historical information
- **Crowd-Sourcing Research:** While no physical materials were gathered for the preparation of this report, identifying the benefits of digitizing personal archives may incentivize a future program of collection and organization

### ARCHIVAL AND DIGITAL RESOURCES

Archival and digital library resources helped to locate places and provide historic context, identify street names and addresses that changed, and supplement memory gaps.

- **Ancestry.com** provides links to city directories, census records, and many other resources
- **Newspapers** including the Palm Beach Post and Florida Photo News were accessed thanks to [newspapers.com](http://newspapers.com) and the Riviera Beach Public Library, respectively
- **Polk City Directories** were accessed via ([www.ancestry.com](http://www.ancestry.com))
- **Palm Beach County Historical Society** archives provided city photos, family photos, and journals
- **Sanborn Fire Insurance Company Maps** identify lot lines, building footprints, heights, and primary materials ([www.loc.gov](http://www.loc.gov))
- **Florida Memory** ([www.floridamemory.com](http://www.floridamemory.com))
- **Florida Master Site File** along with the city’s files on the 2010 historic survey conducted by Janus Research; both of which are available upon request to the City of West Palm Beach Historic Preservation Program or the Florida Division of Historical Resources Florida Master Site File

Additional research using these and any other resources is recommended to expand this documentation.





Participants at the first event met at the Queen of Sheeba restaurant on Sapodilla Avenue in the Historic Northwest neighborhood.



A small focus group of community elders was held at the West Palm Beach City Hall to follow-up on key points from the first event.



The U.B. Kinsey Center on Division Avenue in the Historic Northwest hosted a neighborhood meeting as the final workshop.

## PUBLIC MEETINGS

The following meeting events took place during the information-gathering phase of the project:

- 11/18/2022 Project kick-off with city historic preservation and CRA staff
- 3/23/2022 Focus group and trolley tour, Queen of Sheeba
- 5/17/2022 Workshop, City Hall
- 8/11/2022 Workshop, U.B. Kinsey Educational and Community Center

## PROJECT MEETING ATTENDEES

Meeting attendees included:

- Debbye Raing
- Gwen Ferguson
- Kimberly Simmons (Speed/Dyson Family)
- Charlene Farrington
- Ike Robinson
- Elizabeth Munnings
- Anne Ruth Nelson
- Josie Studstill
- Robert Miller
- Mary Lopez



*W.H. Collie's family home was once located at 521 3rd Street and has long been lost.*

## PROJECT OBSERVATIONS

Common themes emerged from the project research, neighborhood visits, and stakeholder interviews. The themes identified fundamental issues to be addressed within this project and as part of any future planning or development activities in the neighborhood:

- Building demolition and inconsistent redevelopment within and abutting the neighborhood contribute to a lack of a cohesive image and historic character
- Current building patterns do not reflect the historic density
- Collecting oral traditions to tell the story of the people who lived, worked, and entertained within this self-sufficient community is an urgent need
- National Register and local designation and individual building rehabilitations require complimentary programs to create a heritage conservation plan
- Stakeholders perceive multiple agencies and responsibilities as causing confusion and frustration with City-led initiatives despite cooperation between the CRA and the Historic Preservation Program
- Neighborhood representatives desire a consolidated location for preservation and historic interpretation programs

## PROJECT LIMITATIONS

Throughout the Project, PDP measured the desires expressed by the community with the goals and capacity of the City's CRA and Historic Preservation Program:

- Despite widespread advertising by the CRA, attendance at the public engagement sessions was limited and may not represent the breadth and priorities of the significant cultural heritage
- The boundary of the CRA is smaller than the Local/National Historic District, which frustrated some participants and limited the scope of resources and recommendations
- Community values and participation will vary, and future opinions may change as a result
- Several culturally significant sites are owned by private entities, limiting the City's influence on a proposed redevelopment
- Local regulatory and budgeting processes limit the availability of administrative and financial resources needed to undertake recommended projects



*The property around the Collie home has vacant lots and adjacent infill that is much larger than traditional building patterns.*

## INCLUSIVE PLANNING PRINCIPLES

An important component of the project methodology is the practice of inclusive planning principles. The core value of historic preservation is the “stewardship of our historic places” and “is a tangible way in which we can and must demonstrate that we honor and respect each other’s dignity, contributions, and heritage,” (France, 2020). While increasing access to the benefits of historic preservation will be an on-going need, recent work has focused on ways to use preservation planning for more inclusive approaches that celebrate community heritage.

The National Trust for Historic Preservation produced “Preserving African American Places: Growing Preservation’s Potential as a Path for Equity” identifies the connection between neighborhood change and place-based injustices, the role of preservation among those challenges, and opportunities for using preservation to strengthen communities. The National Trust document identifies community success stories, surveys, and workshops that are creating redevelopment goals with community members in support of programs that foster positive change while maintaining community identity.

Recognizing the implications of the development history of the Historic Northwest, the Project Team was mindful of the opportunity to create a unique product that could inspire community members, elders, and city officials toward a common set of goals.

Several intentional practices led to the development of these initiatives:

- Current and past community members were encouraged to participate
- Focus groups and workshops were assisted by the expertise of a resident, applied cultural anthropologist
- Community elders conveyed valuable oral heritage
- Small and large group meetings were offered
- The Project Team conducted multiple site visits within the neighborhood
- Recommendations were driven by information learned in the process





The Laura O. Wright home, built about 1923, is a private residence on Third Street that still remains. Ms. Wright was a successful Black woman living independently following her husband's death in 1922. More research could reveal details about how she impacted the neighborhood. (Courtesy Florida Master Site File)

# HERITAGE CONSERVATION FRAMEWORK

## HERITAGE CONSERVATION

Intentional actions that protect and elevate culturally significant markers, both non-physical and physical, to understand a place and the past, present, and future of its people.

[BlackSpace, Co-Designing Black Neighborhood Heritage Conservation, 2019, [https://www.blackspace.org/\\_files/ugd/d80246\\_6e2b10e33e934c10bc6d735bd7a5653b.pdf](https://www.blackspace.org/_files/ugd/d80246_6e2b10e33e934c10bc6d735bd7a5653b.pdf)]

*Historic preservation can imply different actions but the most common is physical improvements to a building or structure. By contrast, heritage conservation places an emphasis on cultural traditions which can be more easily recognized as intangible characteristics. The historic value of the Historic Northwest demands that the remaining physical fabric, buildings, culture, and memory be preserved for future generations.*

Below is a general description for two applications that utilize heritage conservation as a tool.

## 1. RESPECTFUL BUILDING REHABILITATIONS

Local regulations and guidance from the National Park Service provide standards on how a building can physically change while maintaining its significance. In addition to these standards, when determining the level of restoration, reconstruction, or preservation for properties within the Northwest Historic District and along its edges, the following should be considered:

- Distinguishing the historic fabric from the physical character of the building (or group of buildings) and evaluating whether traditionally non-historic features are important if they represent change through time, a unique adaptation, or a collection of development patterns
- Conducting repairs in a manner consistent with the history of the building so as not to over-improve or lessen the physical character of the building

## HOW TO APPLY HERITAGE CONSERVATION PRINCIPLES

The following should guide all CRA projects in order to plan and prioritize heritage conservation in the Historic Northwest:

- Where multiple themes of buildings still exist in a concentrated area, they should be preserved and gaps should be filled in using the adjacent properties or historic patterns as a guide to strengthen nodes of heritage context
- Blocks comprised of singular themes (ex: commercial or residential) should be used to promote development or redevelopment of the same type
- Public access to neighborhood heritage is a primary request from community members and opportunities for partnerships within multiple publicly accessible facilities should be explored (ex: heritage museum, community center, religious institutions)
- Thematic buildings representing particular styles like shotgun homes that are unique to Black heritage should be preserved and interpreted with pedestrian-accessible information
- Streetscapes including paving materials, curb design, layout and access, plant materials, interpretive markers, and building setbacks/heights/opening patterns should be improved while maintaining a connection to the authentic look and feel of the neighborhood
- Reconstruction of buildings or features should be undertaken as an accurate reconstruction on or near the same site to avoid a conjectural representation



Dr. Alice Frederick Mickens was a pioneer, educator, and philanthropist who hosted many civic leaders at her home, 801 4th Street. Combined with interpretation plans and community engagement, this project is a good example of using heritage conservation. (Courtesy Florida Master Site File)





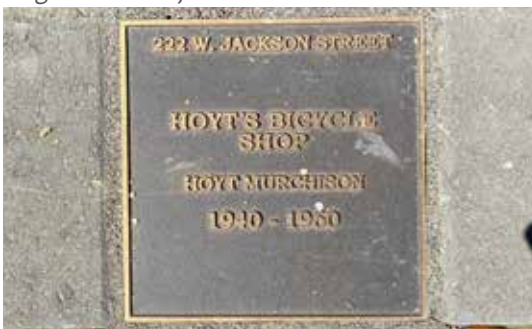
Example of a historic property wall that can provide neighborhood character, despite the loss of the historic building.



Example of the potential for museum space at properties acquired by the CRA for rehabilitation.



Example of temporary signage that can lead visitors to additional information using the historic X-Ray Clinic in the Overtown neighborhood of Miami.



Example using sidewalk markers to remember the names of long-standing businesses.

- Researching building development patterns and characteristics in the immediate area of any in-fill development to identify opportunities to reinforce patterns that may no longer exist
- Including historic site features in any planning work such as sidewalks, driveways, fences and walls, old-growth plant materials, and site lighting

## 2. ACKNOWLEDGE CULTURAL SIGNIFICANCE

When a building or landscape no longer exists, has been changed beyond recognition, or there is no associated physical object, the best option may be **commemoration**. There are a variety of physical, artistic, and digital platforms to commemorate people, ideas, events, patterns, and lost spaces and places. The acknowledgement of cultural significance can occur at a physical place on the site, in close proximity, and/or a digital platform. The following platforms and continued collaboration with affected community members can help determine project scopes:

### PHYSICAL REPOSITORY MEANT FOR VISITATION

- Museum
- Library
- Historical Society

### STREETScape INSTALLATIONS

- **Physical and Permanent Markers/Signs/Monuments:** These are typically standardized ground- or wall-mounted bronze or stone signs with limited words and graphics used to designate a historical association:
  - Florida Heritage Signs
  - City of WPB signs or plaques
  - Private owner/non-profit commemorative emblems
- **Permanent Trail, Tour, or Wayfinding:** Heritage trails in any form are generally a self-guided format with subtle but unique symbols/images used to move people through a place
  - Designate a trail with paint, a contrasting pavement surface, or embedded markers
  - Install sign toppers for regular street signs
  - Honorary street re-naming
  - Design unique wayfinding signage
- **Temporary Signage:** This may convey a brief message that encourages the reader to participate in an event or seek more information
  - Special events or celebrations
  - Anniversary remembrances

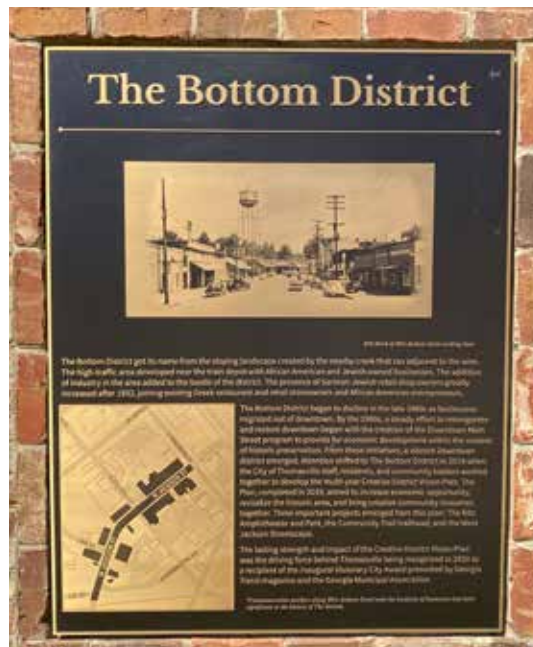
- **Public Art:** Multiple mediums of art are available that can recall a historic event, setting, people, or way of life
  - Life-size and larger murals
  - Sculpture
  - Temporary public art displays/creation opportunities
  - Lighting displays or means of using light to highlight spaces or features
  - Decorative wraps and scenes for utility infrastructure
- **Plantings and Landscape Features:** These may be individually carried out in private but public-facing spaces or larger initiatives in publicly-owned spaces
  - Pocket parks or other park features can be named in memory and varied according to the character of the person/event/place
  - Continuous but eye-catching plant features can be used to create a unique identity throughout a larger space
  - Plant and site features can be used to recreate and to maintain neighborhood patterns and the streetscape
- **Reconstruction of physical elements, details, or structures:** Important spaces or character-defining elements can be reconstructed if enough information is known to recreate the design and proportions in an honest creation
  - Reconstructing site features like property walls, sidewalks, driveways, pavement materials and patterns can help maintain authenticity of place
  - Reconstructing buildings is a rare (and costly) opportunity to bring back a community gem

## DIGITAL

Like art, this type of interpretation or commemorative experience is changing continuously and range in scale from interacting through a personal device or creating a digital display that exists on-site

- **Digital access codes**, like QR codes on streetscape installations, can connect a reader to more information limiting the need for a larger or costly marker
- **Interactive websites** can allow a user to see multiple layers of information displayed over the same spaces (geo-spatial data) linked with videos, audio files, mementos, and other imagery

Each of these types of commemoration activities were considered in relation to the survey of inventoried sites to produce recommendations based on community values.



Markers can also include photographs and maps to provide the reader with more visual context.



Quick Response (QR) codes with imbedded websites can be applied to signage that enables smartphone users to access more information.



Interactive maps can be used to tell the story of a place using multiple media sources.



One of the most commonly recognized gathering places that still exists in the Northwest is the Sunset Lounge, recently rehabilitated as part of a CRA project across from Heart and Soul Park on 8th Street. (Courtesy Florida Master Site File)

# PROJECT CONCLUSIONS

## METHODOLOGY FOR FUTURE PROJECTS

The project approach utilized for this report is outlined on page 5.

This approach can be repeated and amended according to any unique or more specific project goals. The following are essential elements:

- Research multiple archival resources
- Host open engagement sessions
- Allow sharing of archival information and memorabilia
- Pursue oral histories
- Apply historic preservation, inclusive planning, and heritage conservation principles
- Use the inventory as a template to document future findings

## COMMUNITY IMPORTANCE IDENTIFIED

An inventory of places, people, and buildings that are important to the heritage of the Historic Northwest were surveyed based upon public outreach, existing publications, and archival research. In part due to the low level of public participation, there is not an ordinal rank of significance or preservation priority. However, there are levels of importance and cultural themes that can be used to develop an implementation strategy.

Historic buildings, streetscape patterns, building and site histories were evaluated in order to translate community feedback into a model action

A selection of properties were inventoried for current conditions and future recommendations based on community input. This was not an updated architectural survey or expansive historical research. These recommendations are intended to be revisited and updated with community collaboration.





Select neighborhood blocks using the historic 1924-1952 Sanborn maps super-imposed over modern aerial imagery underneath show how building patterns have changed through time and where places of commerce, religion, and other gathering places existed. Labels on Sanborn maps utilize “D” for dwelling, “S” for store, and “Rest” for restaurant. Colors show yellow for wood frame and blue for block.







Residential building patterns include apartments developed by Dr. J.H. Russell Dyett, addressing density problems during segregated housing.



The Heart and Soul Park uses public art, space for gathering, and play and is one means of celebrating the heritage of the Northwest.

The project team used the following applications of heritage conservation when reviewing each of the selected properties that were inventoried:

1. Respectful Building Rehabilitations
2. Acknowledge Cultural Significance

This exercise provides a model that can be repeated and amended as needed.

plan. Consensus from past efforts and the current conversations is that all remaining historic and older buildings are an important physical connection to the identity of the Historic Northwest.

The following themes were identified as important to the neighborhood’s heritage and a means to organize CRA projects:

- Commercial Corridors
- Transformational People
- Social and Commercial Gathering Places (food, entertainment, clubs)
- Religious Institutions
- Other development patterns

### SIGNIFICANT PLACES AND PEOPLE INVENTORIED

The Project Team visited the Northwest neighborhood to photograph and evaluate building and/or site commemoration opportunities related to the people and places recognized from the outreach events. The last architectural survey was performed in 2010 by Janus Research served as a reference for this project. The attached inventory of buildings and sites includes current photographs, information from the 2010 survey, and limited additional historical research used to inform heritage conservation recommendations. Efforts to update and append the inventory should be on-going as part of the CRA’s strategic planning process.

The following information was synthesized during the process:

- **Name(s):** Historic and/or current common name(s)
- **Address:** Every effort was made to refer to the most accurate address using current and physical site information, however; in some cases street names and numbers have changed so all known addresses are referenced as applicable
- **Extant:** A ‘yes’ indicates the building or place still exists while a ‘no’ indicates the building does not exist or is potentially unrelated or unrecognizable as being the source of cultural affiliation
- **Ownership:** Current property ownership was verified with Palm Beach County Property Appraiser records available on their website at [www.pbcgov.org/](http://www.pbcgov.org/)
- **Priority:** Local Priority was established by attendants during public engagement sessions. **1 = High, 2 = Medium, 3 = Low.** Properties designated with **U = Unknown**, resulted from those places for which no comments were provided and those added by individuals as part of the community input process
- **Preservation Action:** Provides recommendations based upon community input
- **Images:** Past and current photographs were collected where possible from field visits, Florida Master Site Files, or other resources as indicated

Refer to the corresponding table that follows this section and the separate inventory product for more specific information.



## INTERPRETATION AND COMMEMORATION PROJECTS

Heritage trail programs or markers, physical site improvement plans, and aids to interpretation are key opportunities to celebrate the Historic Northwest. Based upon community input, there are a number of projects that can be undertaken by the CRA or by private owners, potentially with City incentives. General recommendations are listed here which are to be supplemented with the matrix and inventory.

- Develop themed heritage trails using low-profile signage and robust interactive and print media resources: religious institutions, manufacturing/business employers (Royal Palm Ice and others in and beyond the neighborhood), transformational people, commercial corridors (ex: Black Wall Street), and entertainment facilities
- Preserve and rehabilitate the Douglass Avenue shotgun residential buildings
- Develop grant programs for respectful rehabilitation of exterior features of other historic shotgun buildings and culturally significant buildings
- Utilize historic Sanborn Maps to inform and develop or redevelop projects and sites
- Maintain right-of-way patterns including alleyways, literally or symbolically, recreating patterns that no longer exist with landscape and site elements or re-opening the roadway pattern is not feasible (ex: connections eastward to Railroad Avenue)
- Incentivize the continuity of existing legacy businesses beyond current owners
- Solicit new business owners into the neighborhood using past businesses to maintain authentic physical character and commercial offerings
- Develop comprehensive and site-specific interpretation programs that can be installed at major religious institutions
- Build a geo-spatial resource to crowd-source memorabilia copies/prints, community member interviews, oral histories, and photographs/images



*A marker recognizes the site of the original Pine Ridge Hospital at the northwest corner of 5th St and Division Ave.*



*Historic shotgun homes were once prominent in the Northwest and should be preserved.*

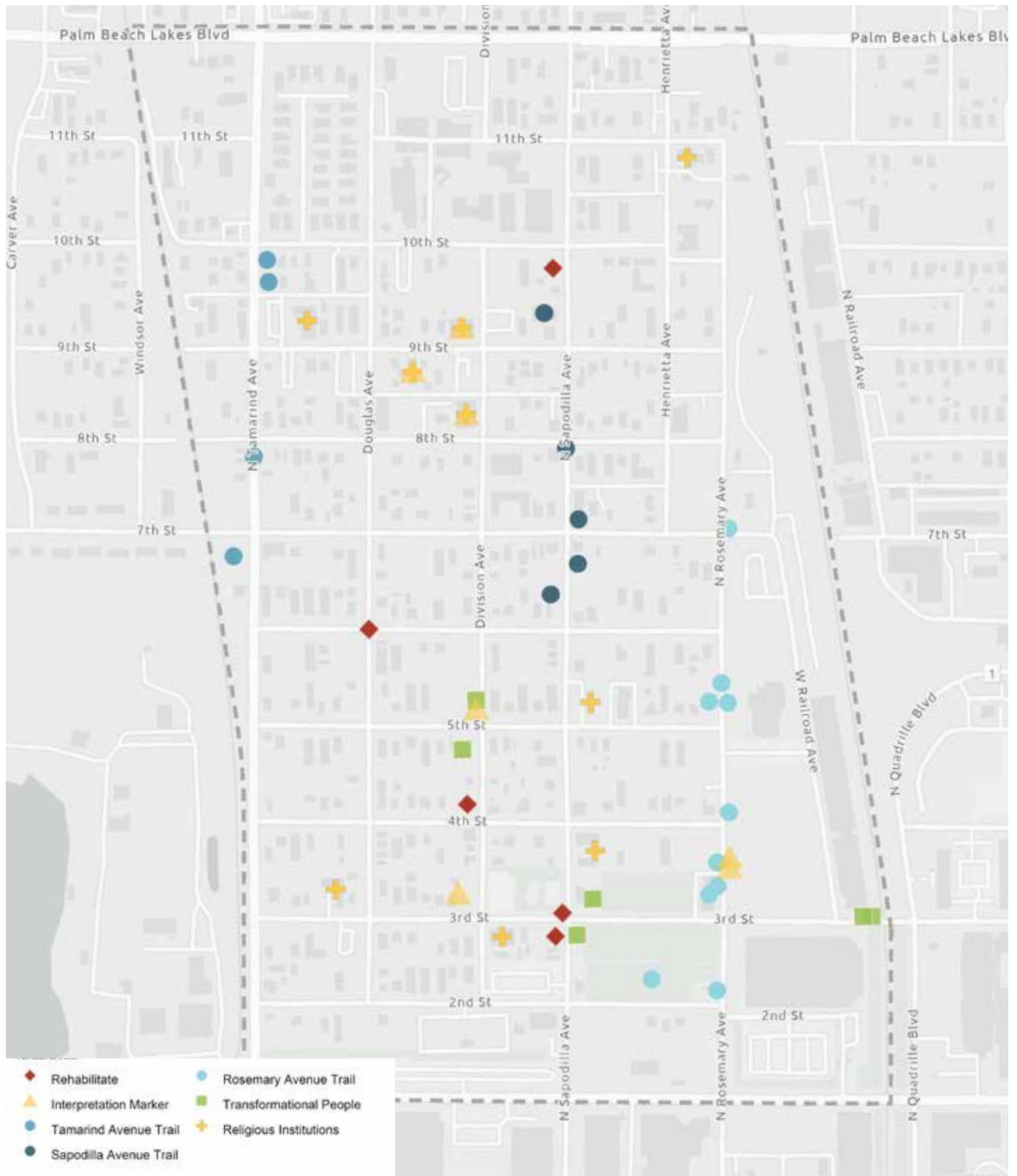


*Hamburger Haven is one of the oldest operating restaurants in the Northwest.*

## REFERENCES

The following resources were referenced in the preparation of this report:

- Northwest Historic District Resurvey, 2010, Janus Research, City of West Palm Beach
- Northwest Historic District National Register of Historic Places Registration Form, 1991, and Florida Master Site File inventory, Florida Division of Historical Resources
- West Palm Beach Polk City Directory, 1950, [www.ancestry.com](http://www.ancestry.com)
- Sanborn Fire Insurance Co., 1920, 1924-1952, [www.loc.gov](http://www.loc.gov)
- U.S. Department of Agriculture, 1953, [www.ufdc.uflib.edu/aerials](http://www.ufdc.uflib.edu/aerials)
- *Historic Preservation - A Design Guidelines Handbook*, 2005, Historic Preservation Board City of West Palm Beach
- Florida Photo News, 1985-1990, accessible via City of Riviera Beach Public Library [www.rivierabch.com/library/digital-offerings](http://www.rivierabch.com/library/digital-offerings)
- Palm Beach Post Daily Newspaper, accessed with subscription to [www.newspapers.com](http://www.newspapers.com)
- Palm Beach County Historical Society, accessed in-person and digital archive available at [www.hspbc.pastperfectonline.com](http://www.hspbc.pastperfectonline.com)
- U.S. Census Bureau, accessed with digital subscription via [www.ancestry.com](http://www.ancestry.com)



Preservation action recommended for the West Palm Beach CRA's Historic Northwest district are categorized according to theme and/or location. Details are provided in the following table and attached inventory report.

TABLE: PEOPLE AND PLACES INVENTORY

THEME	NAME	ADDRESS	EXTANT	OWNERSHIP	* LOCAL PRIORITY	REHABILITATION+ INTERPRETATION	PRESERVATION/REHAB	INTERPRETATION MARKER	TRAIL/STREET MARKER	IDENTIFICATION MARKER	NO IMMEDIATE ACTION	PAGE
Transformational People	Mickens, Dr. Alice Frederick	801 4th St	Y	CRA	1	x						1
Social or Commercial Gathering	Bowser Inn/J.G. Lake Bld.	317 Sapodilla Ave	Y	CRA	1	x						3
Transformational People	Asia, Wallace and Sadie	1031 Sapodilla Ave	Y	CRA	2	x						5
Social or Commercial Gathering	Fluellen Service Station and Pine Ridge Sundries	701 3rd St	N	City	2	x						7
Other	Douglass Ave Shotgun Homes	Douglas and 6th St	Y	Private	2		x					9
<b>INTERPRETATION MARKERS:</b>												
Religious Institution	Payne AME Chapel	801 9th St	Y	Private	1			x	RI			61
Religious Institution	Seventh Day Adventist	816 9th St	Y	Private	1			x	RI			61
Religious Institution	Tabernacle MBE	801 8th St	Y	Private	1			x	RI			61
Transformational People	Augustus, Hazel	615 Division Ave	N	CRA	1			x	TP			11
Social or Commercial Gathering	Grand Theatre	434 Rosemary Ave	N	Private	1			x				13
Other	Royal Palm Ice	4th St and Railroad Ave	N	Private	1			x				15
Transformational People	Speed, Henry and Henrietta	801 3rd St	N	CRA	2			x	TP			17
<b>TAMARIND AVENUE TRAIL:</b>												
Commercial Corridor	Tamarind Ave	Tamarind Ave	Y	City (r/w)	2				TA			

\* Local Priority established by those residents in attendance, with **1 = High, 2 = Medium, 3 = Low**. Properties designated with **U = Unknown**, resulted from those places for which no comments were provided and those added by individuals as part of the community input process. Refer to SURVEY document for more specific information. This list is intended to be amended as needed based on continued community engagement.

# CRA PRESERVATION INITIATIVES

THEME	NAME	ADDRESS	EXTANT	OWNERSHIP	* LOCAL PRIORITY	REHABILITATION+ INTERPRETATION	PRESERVATION/REHAB	INTERPRETATION MARKER	TRAIL/STREET MARKER	IDENTIFICATION MARKER	NO IMMEDIATE ACTION	PAGE
Social or Commercial Gathering	Hamburger Haven	1020 Tamarind Ave	Y	Private	2				TA	x		19
Social or Commercial Gathering	Harvey's BBQ	717 Tamarind Ave	Y	Private	3				TA	x		21
Social or Commercial Gathering	Plantation Restaurant	1028 Tamarind Ave	N	CRA	U				TA	x		23
<b>SAPODILLA AVENUE TRAIL:</b>												
Commercial Corridor	Sapodilla Ave	Sapodilla Ave	Y	City (r/w)	2				SA			
Transformational People	Darden, William Boone	800 Sapodilla Ave	Y	Private	U				SA	x		25
Social or Commercial Gathering	Sherman Apts and Hot Dog Stand/Wayside Drive-in	701-703 Sapodilla Ave	Y	Private	U				SA	x		27
Social or Commercial Gathering	WO Heath Convenience Store	716 Sapodilla Ave	Y	Private	U				SA	x		29
Social or Commercial Gathering	YWCA	1009 Sapodilla Ave	Y	Private	U				SA	x		31
<b>ROSEMARY AVENUE TRAIL:</b>												
Commercial Corridor	Rosemary Ave	Rosemary Ave	Y	City (r/w)	2				RA			
Social or Commercial Gathering	Collie, W.H.& Studstill	401 Rosemary Ave	Y	Private	2				RA	x		53
Social or Commercial Gathering	Economical Drug Store/ Pritchard's/ Boysaw	501 Rosemary Ave	Y	Private	U				RA	x		33
Social or Commercial Gathering	Black Max Grocery and Baisden Building	601 Rosemary Ave	N	Private	2				RA	x		35



THEME	NAME	ADDRESS	EXTANT	OWNERSHIP	* LOCAL PRIORITY	REHABILITATION+ INTERPRETATION	PRESERVATION/REHAB	INTERPRETATION MARKER	TRAIL/STREET MARKER	IDENTIFICATION MARKER	NO IMMEDIATE ACTION	PAGE
Social or Commercial Gathering	Club Alabam	510-512 Rosemary Ave	N	Private	2				RA	x		37
Social or Commercial Gathering	Dodger's Dugout Pool Hall	419 Rosemary Ave	N	Private	2				RA	x		39
Social or Commercial Gathering	Florida Bar	313 Rosemary Ave	N	Private	2				RA	x		41
Social or Commercial Gathering	Folia's Chicken Shak	622 Rosemary Ave	N	City (on lease)	3				RA	x		43
Transformational People	Collie, W.H.(Collie Building)	419-435 Rosemary Ave	N	Private	U				RA	x		55
Social or Commercial Gathering	VFW Post 6346	311 Rosemary Ave	N	Private	U				RA	x		45
Social or Commercial Gathering	Peak Liquor Store, shoe shop	800 Rosemary Ave	Y?	Private	U				RA	x		25
<b>TRANSFORMATIONAL PEOPLE TRAIL:</b>												
Transformational People	Washington, Phyllis	517 Division Ave	Y	Private	1				TP	x		47
Transformational People	Cherry, Gwen	625 Division Ave	N	CRA	2				TP	x		49
Transformational People	Dyson, Clifton	318 Sapodilla Ave	Y	Private	3				TP	x		51
Transformational People	Wright, Laura	633 3rd St	Y	Private	3				TP	x		53
Transformational People	Collie, W.H.(dentist office)	509 3rd St	N	Private	U				TP	x		55
Transformational People	Collie, W.H.(family home)	521 3rd St	N	Private	U				TP	x		55

THEME	NAME	ADDRESS	EXTANT	OWNERSHIP	* LOCAL PRIORITY	REHABILITATION+ INTERPRETATION	PRESERVATION/REHAB	INTERPRETATION MARKER	TRAIL/STREET MARKER	IDENTIFICATION MARKER	NO IMMEDIATE ACTION	PAGE
Transformational People	Simmons, Henry	908/910 8th St	Y/N	Private	U				TP	x		57
Religious Institution	Ebenezer MBC	633 5th St	Y	Private	U				RI	x		63
Religious Institution	Friendship Missionary Baptist Church	718 3rd St	Y	Private	U				RI	x		63
Religious Institution	Mt. Zion MBC	1120 Henrietta Ave	Y	Private	U				RI	x		63
Religious Institution	New Bethel MBC	911 9th St	Y	Private	U				RI	x		63
Religious Institution	St. Patrick's Episcopal	418 Sapodilla Ave	Y	Private	U				RI	x		63
Religious Institution	Third Street Church of Christ	909 3rd St	Y	Private	U				RI	x		63
<b>NO IMMEDIATE ACTION:</b>												
Social or Commercial Gathering	Bonner Funeral Home	809 6th St	Y	Private	3						x	59
Social or Commercial Gathering	Masonic Lodge	1112-1114 Tamarind Ave	Y	Private	U						x	61

PRESERVATION ACTION KEY	
REHABILITATE+INTERPRET	Develop a preservation and interpretation plan for physical resources or landscapes on the site
REHABILITATE/PRESERVE	Implement a means to support the preservation an existing structure
INTERPRETATION MARKER	Place an interpretative marker on the site displaying specific people/place/events associated with the immediate or adjacent site
TRAIL/STREET MARKER	Use an interpretative panel displaying multiple people/place/events as part of a larger heritage trail program or a specific street-level interpretation
IDENTIFICATION MARKER	Place a marker to indicate the name of the site (may be a bronze or other type marker set in the sidewalk, a digital reference code on a structure, a small wood plaque or other type) corresponding to the thematic trail/ street marker
NO IMMEDIATE ACTION	Indicates no immediate CRA activity is currently recommended