

# PRESERVATION PLANNING

# What is a preservation plan?

- Plans vary but generally they:
  - identify historic and cultural resources in a county or municipality
  - consider the issues, problems, and opportunities associated with those resources
  - develop goals, policies, and strategies for their appropriate use, conservation, preservation, and protection

# Preservation Planning Process

- Summarize the current conditions
- Reflect on what is working and what isn't
  - ▣ Community meetings, surveys, and brainstorming sessions to identify needs and goals for improvement
- Create a preservation vision for the community
- Prioritize needs and goals
- Establish an action plan for achieving the goals
  - ▣ What actions and resources are needed to achieve goals?
  - ▣ Who will be responsible for actions? What partnerships can be formed to help achieve goals?

# Things to consider before preparing a plan

- Who is the audience for the preservation plan?
  - Planning staff, historic preservation commission, preservation professionals, owners of historic buildings, the general public
- What type of document will it be?
  - An overview and analysis of the current state of preservation in the community
  - A reference guide to designated resources, local ordinances, and other preservation programs
  - A summary of brainstorming sessions held to identify preservation needs and goals and to prioritize these needs/goals
  - Guidelines for future growth and development
  - A planning document laying out detailed 5 and 10 year goals
  - A framework for evaluating preservation progress
  - An educational guide to the community's heritage and the benefits of preservation
  - A visual guide to preservation issues and concerns

# Who will prepare the plan?

- Planning staff and HPC
  - Most knowledgeable about local concerns and issues
  - Best equipped to create a plan that is relevant to the community and meets the needs of the city's preservation program
  - Best placed to guide community engagement
  - Often has limited time to devote to developing a plan which can result in project delays or less-developed plans
- Consultant
  - Can provide objective evaluation of current programs and future needs
  - Knowledgeable on recommended practices for preservation planning
  - Can bring experience from planning process with other communities
  - Can complete a plan on a schedule

# Key questions to address during the planning process?

- What are the key resources that need to be preserved?
- What are the strengths/successes of the preservation program?
- What are the weaknesses of the preservation program?
- What are the local preservation concerns and threats?
- What are the frustrations with the preservation process?
- What should the city's preservation priorities be?
- What additional resources are needed?
  - Education/training, public support, funding, staffing?
- Are these questions answered differently by the Historic Architectural Review Board, planning staff, other municipal staff/representatives, the preservation community, owners of historic properties, and the general public?

# Common Plan Elements

Existing Conditions

Assessment of Current and Future Needs

Community Goals, Objectives, and Strategies

Implementation Plan

# Historic Context/ Developmental History

- Key trends/themes in community development
- Overview of architectural styles and types
- History of local preservation efforts
  - Local ordinances, establishment of review board, designation of districts

# Existing Conditions: Historic Resources

- National Register listed properties and districts
- Locally designated properties and districts
- Additional resources identified as potentially eligible?
- Resource management
  - Survey updates
  - Additional resources to be surveyed?
- Other resources that should be considered in planning?
  - Open spaces? Viewsheds? Objects?
  - Resources considered significant by community?
- Critical Areas: Historic resources that are experiencing pressures related to growth/sprawl, neglect, transportation projects, insensitive alterations, tourism, demographic changes, etc.

# Existing Conditions: Historic Preservation Administration

- Local ordinances
- Historic Architectural Review Board
- Design guidelines
- Incentives
- Preservation partnerships

# Assessment of Current and Future Needs: Historic Resources

- Have architectural/archaeological inventory forms been completed for all resources within the historic districts?
- Have all resources within the city 50 years old or more been inventories?
- When were resources last surveyed? What is the process for survey updates?
- Do the designated resources represent the full range of the city's history? Do they represent historical significance as well as architectural significance? Do designated resources reflect cultural, racial and economic diversity?
- Are there additional historic resources that should be recognized and protected with historic designations? What type of designation is needed for these resources? Individual designation? A district with design review? A conservation overlay district?

# Survey Needs

- One of the primary roles of a CLG is to maintain a system for the survey and inventory of historic resources
- Survey is an ongoing process
  - New resources reach 50 year mark every year
  - Previous surveys need to be updated (recommended every 10 years)
    - Evaluate changes to resources and districts since last survey
    - Address evolving considerations of significance
      - National Park Service initiative to preserve and promote resources that reflect the roles of Latinos, Asian-Americans, women and the LGBT community in American history
      - Mid-twentieth century history

# Designation Needs

- Surveys used to identify additional resources eligible for individual or district designation
- Surveys used to recommend updates to existing designations
  - Revision to boundaries
  - Changes to status of individual resources as contributing or non-contributing to the district
- Process for delisting resources that have been altered and lost their integrity?

# Example: Conservation Overlay Districts

- Zoning planning tool that is used to help preserve, revitalize, protect, and enhance neighborhoods
- Regulations vary and differ from neighborhood to neighborhood depending on the area's character and needs
- Property owners and residents determine what character defining features of site, buildings, and neighborhood plan that they want to preserve
- Based on identified character defining features neighborhood creates its own design guidelines and conservation plan with help of city staff/planning department

# Example: Conservation Overlay District

## Conservation Overlay District

- Regulates fewer features and changes
- Used sometimes when there isn't enough support for historic districts (residential neighborhoods, less than 50 years old)
- Focuses primarily on the control of massing, height, and scale
- Usually does not offer incentives
- Simplified review process, usually tied to permitting- projects are not reviewed by design review board
- Residents/property owners decide and establish guidelines and character defining features
- Generally does not address demolition but any new construction must follow guidelines established

VS

## Traditional Local Historic District

- More strict design guidelines and must undergo a design review by a historic commission
- Properties within district eligible for tax credits and other incentives
- More emphasis on architectural styles and details
- Addresses demolition of structures
- Requires character analysis on site, building form, and landscaping

# Example: Conservation Overlay Districts in Colorado

## Denver – Hilltop Heritage Conservation Overlay District

- Focuses on distinctive quantifiable characteristics such as lot size, orientation, lot coverage/footprint, landscape, façade
- Represents consensus view of the neighborhood



## Telluride – Transitional Hillside Treatment Area and Transitional Hillside Overlay

- Regulates land adjacent historic district
- Focuses on striking a balance between the historic district and adjoining areas; preserving historic character and view mountain views



# Proposed features of a Krisana Park conservation district: Form



Horizontal emphasis

# Proposed features of a Krisana Park conservation district: façade

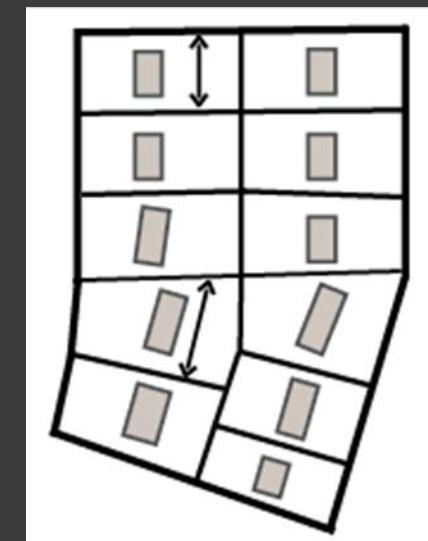
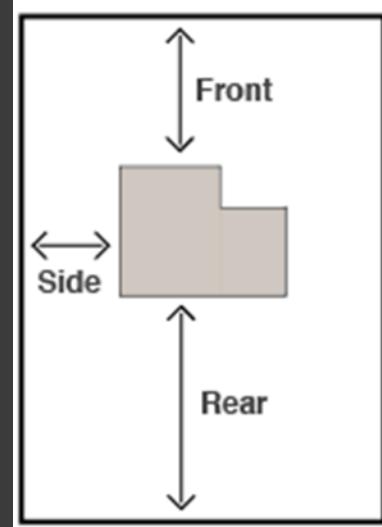


Minimal decoration, narrow windows, vertical siding

# Proposed features of a Krisana Park conservation district: site



Large, open front yards



# Assessment of Current and Future Needs: Administration

- Are there ways that the administration of preservation programs by city staff and the Historic Architectural Review Board can be improved?
- Is the general public aware of the programs, process, and guidelines?
- Are there ways that the program could run more efficiently?
- Is there a mitigation plan to deal with the potential impact of natural disasters on historic resources?

# Example: Historic Preservation Disaster Mitigation Planning

- Identify the hazards that can affect the community
- Profile the hazards to determine the areas that are susceptible to hazards and what the magnitude is.
- Inventory the historic properties and cultural resources that are vulnerable and establish preservation priorities
- Estimate the amount of potential losses
- Develop a mitigation strategy



Hazard	Geographic Extent	Probability of Future Occurrences	Magnitude	Overall Hazard Significance	Historic Resource Risk
<b>Avalanche</b>	Limited	Highly likely	Limited	Low	Minor
<b>Drought</b>	Extensive	Likely	Catastrophic	High	Minor
<b>Extreme Temperatures</b>	Extensive	Likely	Critical	Medium	Minor
<b>Flood</b>	Significant	Highly likely - occasional	Critical	High	High
<b>Hailstorms</b>	Extensive	Likely	Limited	High/medium	Medium
<b>Landslide/Mud and Debris Flow/ Rockfall</b>	Limited	Occasional	Limited	High/medium	Minor
<b>Lightning</b>	Extensive	Likely	Limited	Medium	Medium
<b>Severe Winter Storms</b>	Extensive	Highly likely	Catastrophic	High	Medium
<b>Wildfire</b>	Significant	Highly likely	Critical	High	High
<b>Windstorms</b>	Extensive	Highly likely	Critical	High	Minor

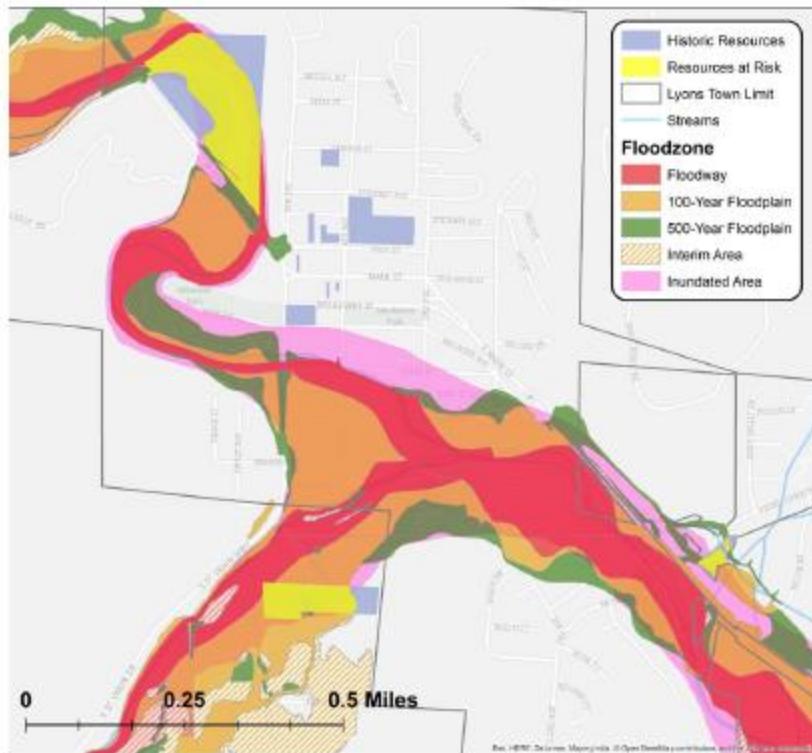


Figure Eighteen: Existing historic structures at risk from flood, Lyons [ArcGIS].  
Source: Rosenberg, 2014.

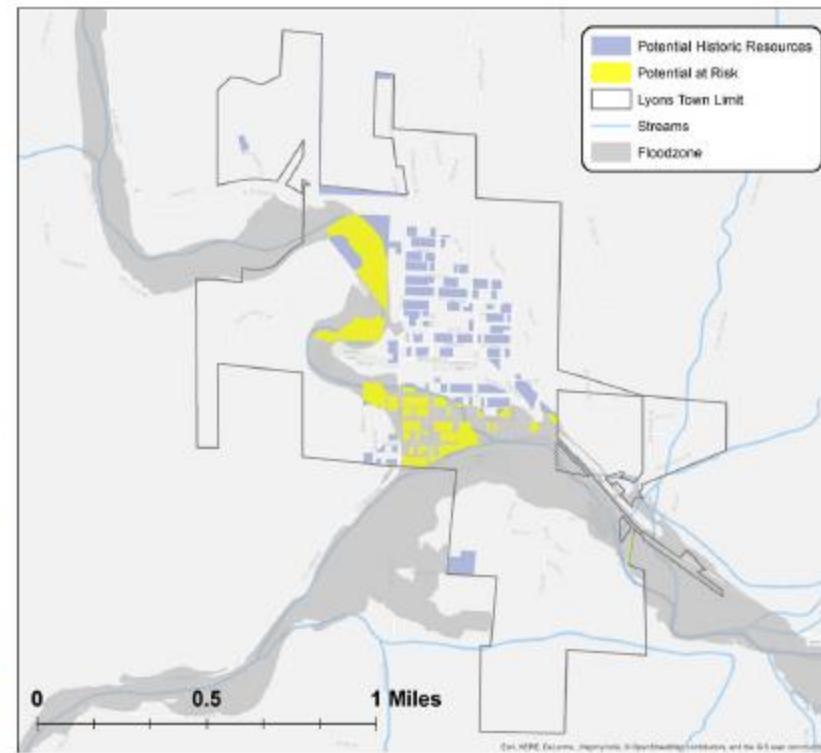


Figure Nineteen: Potential historic structures at risk from flood, Lyons [ArcGIS].  
Source: Rosenberg, 2014.

# Example: Review efficiency and effectiveness of review board meeting

- Are applicants getting sufficient guidance on how applications can be adapted to meet design guidelines?
- Could more projects be reviewed by staff?
- Could a consent agenda be used for small projects/ project that seem to clearly meet guidelines?
- Should there be time limits on property owner presentations and public comment?
- Do review board comments reference guidelines?
- Are submittal guidelines clear? Is there a policy for when submittals are incomplete?
- Are there ways to streamline review board debate, move discussion towards a motion as soon as a consensus develops?

# Assessment of Current and Future Needs: Management

- Are revisions/additions to the preservation ordinance needed?
- Is the ordinance clear? Does it create a preservation vision for the town that can be uniformly implemented? Does the vision promoted in the ordinance align with the community's vision? Does it provide enough detail? Too much detail?
- Are the designation guidelines for individual resources and districts clear? Are the frameworks for different types of districts clearly established?
- Are the design guidelines complete? Is there any supplemental information that should be added?

# Assessment of Current and Future Needs: Incentives and Benefits

- Are local residents, developers, and realtors aware of the preservation incentives available?
- Are the current local incentives effective? Are there ways to increase their use? Ways that the incentive process could be made easier for applicants?
- Are the federal historic preservation tax credits being used?
- Are there additional incentives that St. Augustine could offer?

# Incentives examples- Ft. Collins, CO

## Financial Incentives

Property is individually eligible for Landmark designation, the owner may decide to have the resource officially recognized as a Fort Collins Landmark, and take advantage of substantial financial benefits. Designation of a property does not mean that it cannot be renovated or added onto, as long as the work is compatible - generally, sympathetic and subordinate to the historic. To ensure that a designated property's historic character is retained, plans are reviewed using the [Secretary of the Interior's Standards and Guidelines](#).

### COLORADO STATE TAX CREDITS

Receive back 20% of all approved costs, in the form of a dollar-for-dollar state income tax credit, for work on both the interior and exterior of designated resources. Any unused credit may be carried forward for ten years. [Refer to History Colorado's preservation tax credits.](#)

### LANDMARK REHABILITATION 0% INTEREST LOANS

The City provides matching funds of up to \$7,500 each year, for approved exterior work. The no-interest loan amounts are paid back only when the property is sold. The loan program is competitive, so actual funding will depend upon the quantity and quality of applications received that round. [Apply today.](#)

### STATE HISTORIC FUND GRANTS

Receive grants of 25% or more of costs, for projects involving the stabilization, restoration, rehabilitation, reconstruction, or acquisition of a designated property or site. The project needs to show a public benefit. [Refer to History Colorado's State Historical Fund.](#)

# Incentive examples- Ft. Collins, CO

## HISTORIC STRUCTURE ASSESSMENT GRANTS

Grants of up to \$10,000, to thoroughly document the structural condition of a building or structure and evaluate requirements for an intended use. No matching funds are required; however grants to private individuals or for-profit entities are encouraged to include a cash or in-kind match. [Refer to History Colorado's State Historical Fund.](#)

## COLORADO HISTORICAL FOUNDATION LOANS

Below market, fixed-rate loans to recipients of State Historic Fund grants, to supplement the grants. Loans typically require minimal down payments and have flexible repayment terms. Loans of less than \$100,000 or over \$750,000 are considered only under unusual circumstances. [Refer to History Colorado's State Historical Fund.](#)

## FEDERAL TAX CREDITS

Additional 20% federal tax credit, for the substantial rehabilitation of historic buildings utilized for income-producing purposes (including rental properties). 10% federal tax credit for the substantial rehabilitation of non-residential buildings, not eligible for designation but located within a designated historic district. These are in addition to the 20% State Tax Credit. Refer to the [Federal Historic Preservation Tax Incentives program](#).

## FREE PROFESSIONAL ADVICE

Complimentary, no-obligation consultations may be arranged with architects, preservation contractors or structural engineers, to provide expert advice on design and construction issues affecting historic buildings.

## FREE ASSISTANCE PREPARING APPLICATIONS

Preservation staff is available to assist in preparing applications for the various financial programs, and in limited instances, may also assistance with grant management.

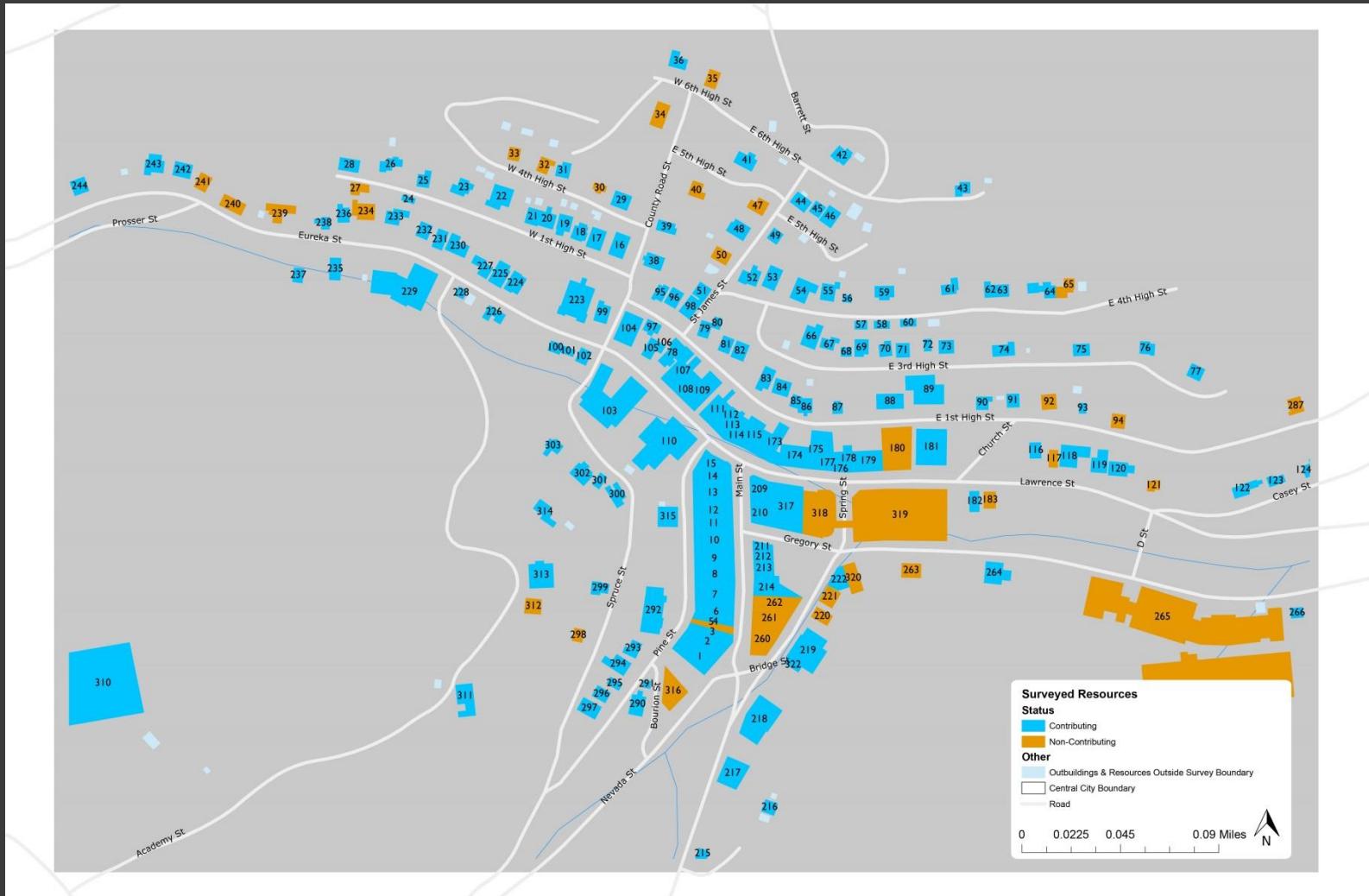
## OTHER FINANCIAL PROGRAMS

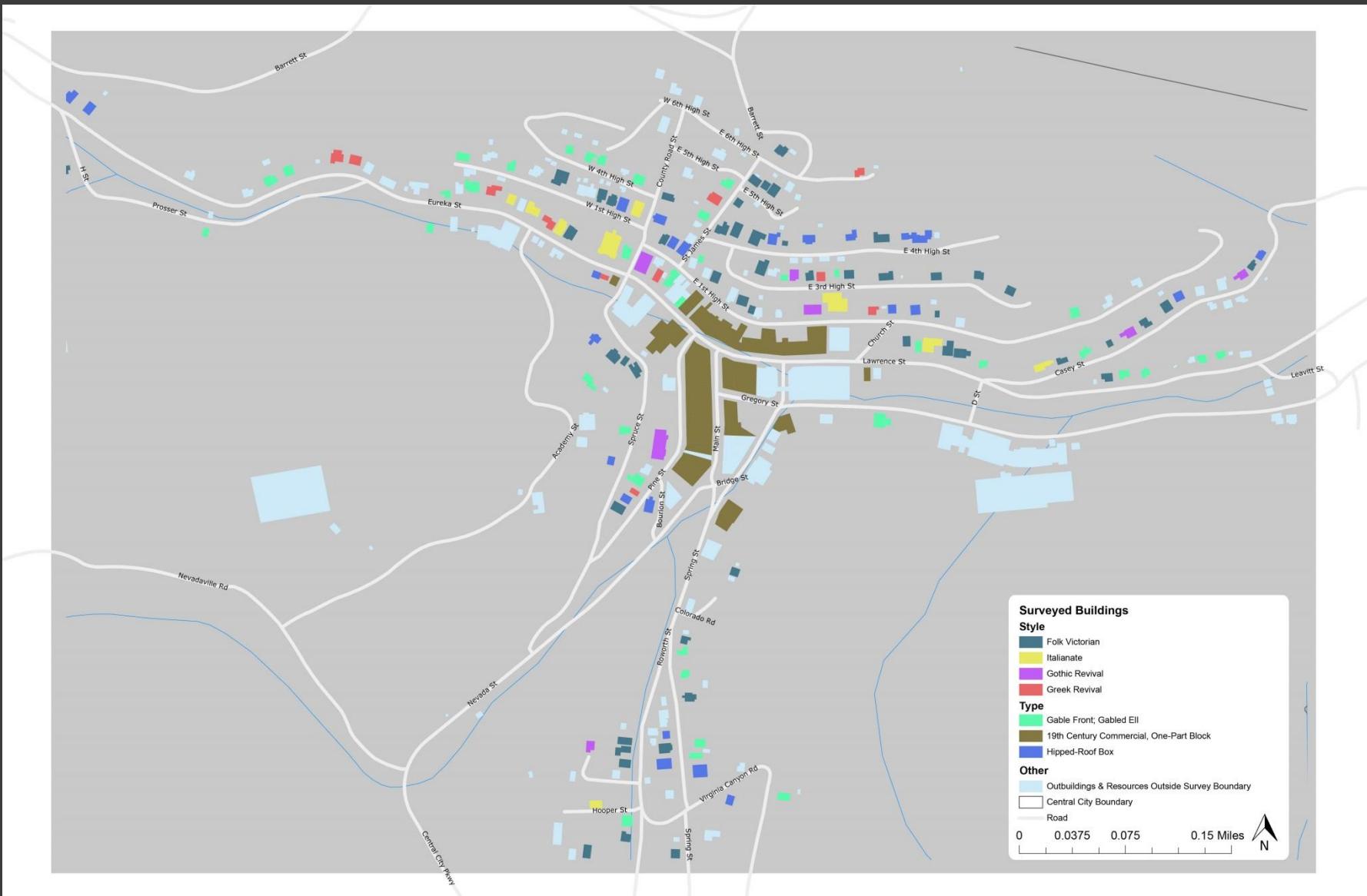
- [Downtown Development Authority's](#) facade funds
- [Community Development Block Grants \(CDBG\)](#)
- [Local Development Company's](#) (LDC) low-interest loans
- [Affordable Housing Tax Credits](#)

# Assessment of Current and Future Needs: Education and Advocacy

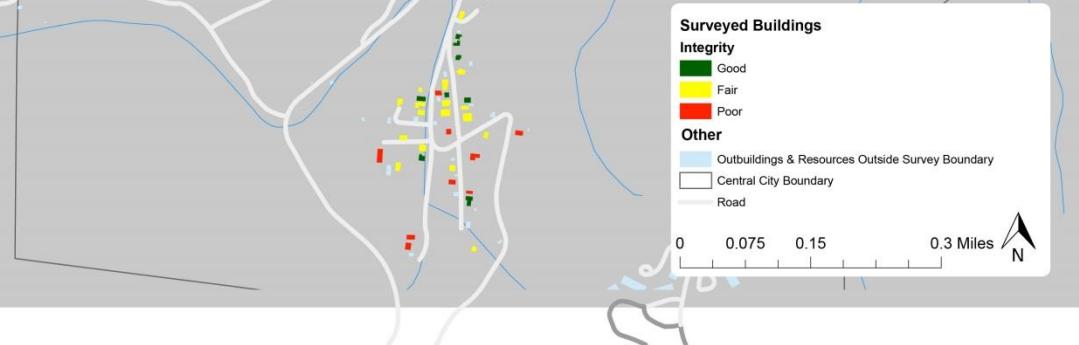
- Are sufficient education and training opportunities provided for planning staff and the review board?
- Is information on the city's historic resources made easily accessible to the public? Is it integrated with other planning data?
- Is historic resource training provided to local relators? Contractors?
- Do property owners have access to resources on maintaining historic buildings?
- What local/state/national organizations and agencies support preservation efforts in the city? How could partnerships be strengthen?

# Example: Integrating survey date with GIS

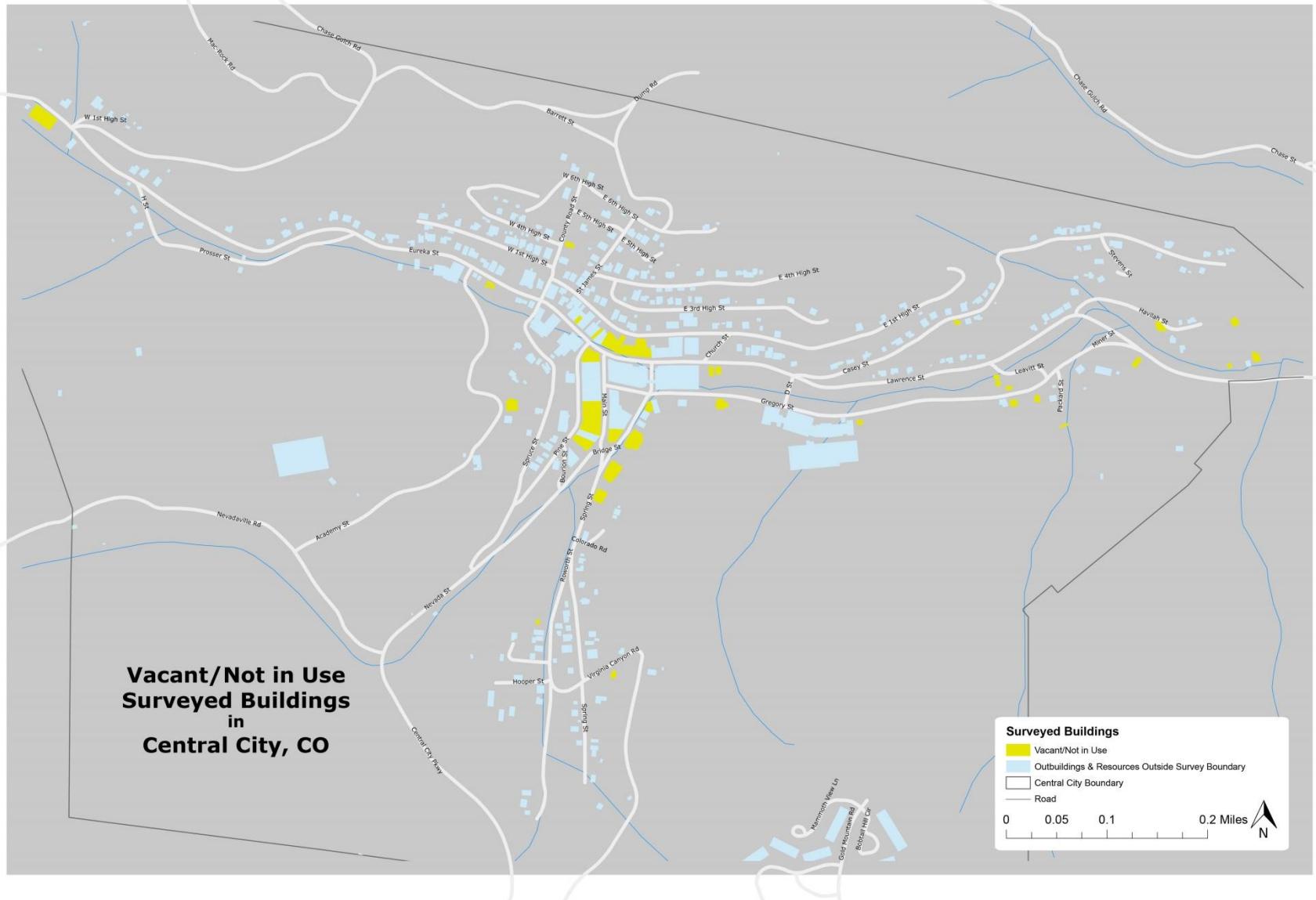


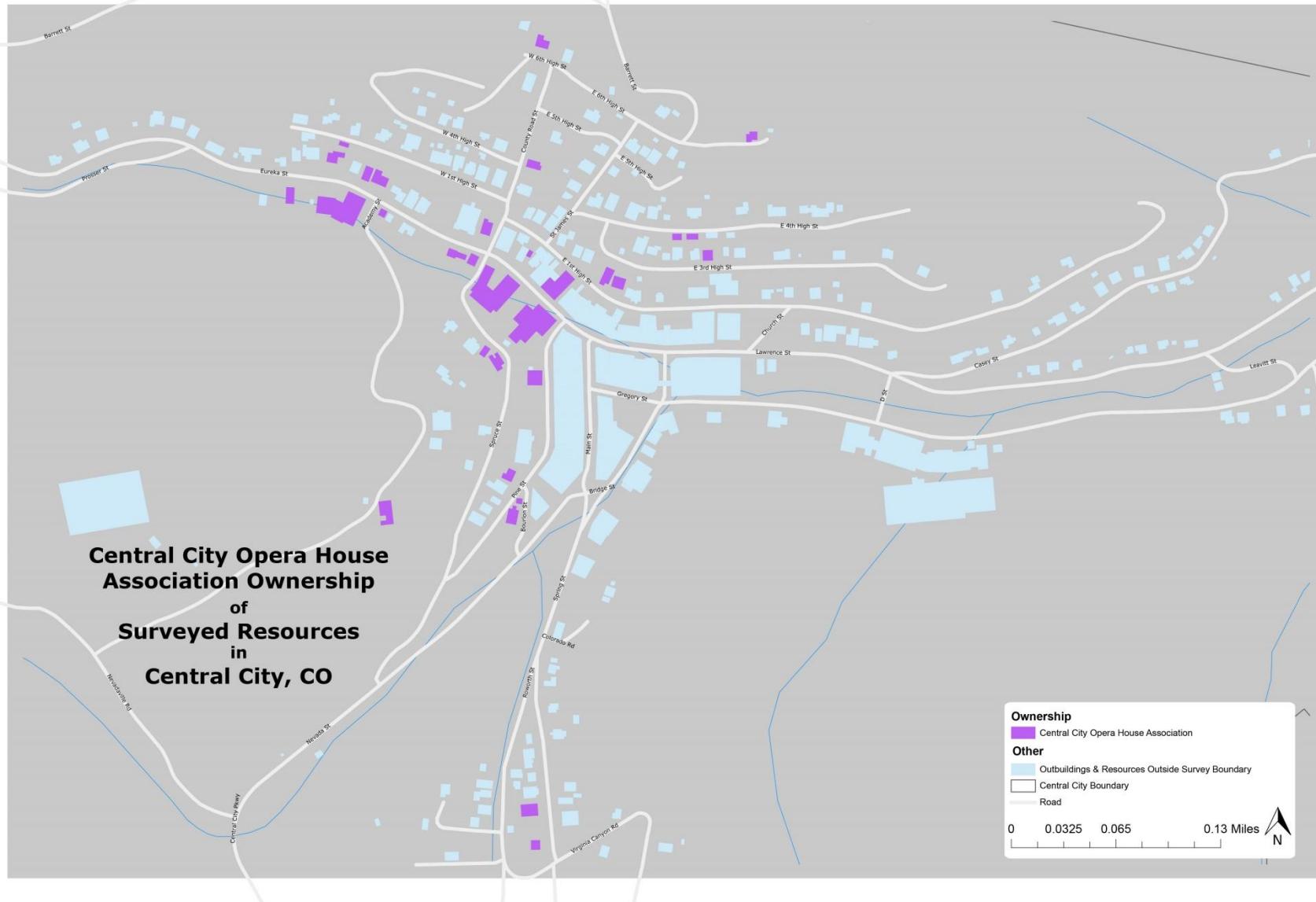


**Integrity  
of  
Surveyed Resources  
in  
Central City, CO**



**Vacant/Not in Use  
Surveyed Buildings  
in  
Central City, CO**





# Community Goals, Objectives, and Strategies

- Community input through meetings, advisory groups, surveys, etc.
- Analysis of current preservation processes by city staff and review board

# Common goals: Sustainability

- Economic stability
- Heritage tourism
- Adaptive reuse
- Encourage energy efficient retrofits
- Demonstration projects to highlight green building practices
- Sustainable landscaping

# Common goals: Broaden Preservation

- Integrate preservation with other community goals and policies
- Integrate preservation with street and park improvements
- Integrate with economic development
- Pursue partnership and collaboration possibilities

# Common goals: Resource Management and Identification

- Develop historic context statements
- Integrate survey with planning resources and add to city GIS
- Use predictive modeling to prioritize survey areas- such as mapping areas with the most permit requests or with buildings from a particular time period
- Plan for survey updates
- Additional designation of individual resources and districts

# Common goals: Administration

- Revise preservation ordinance
- Streamline review process
- Expand administrative permitting
- Support code enforcement
- Review process for demolition review
- Create policies to address demolition by neglect

# Common Goals: Incentives

- Promote use of current incentives and expand incentive options
- Preservation revolving fund
- Financial assistance or grant programs
- Tax incentives
- Technical assistance to provide property owners with advice of trained architect

# Common goals: Education and Advocacy

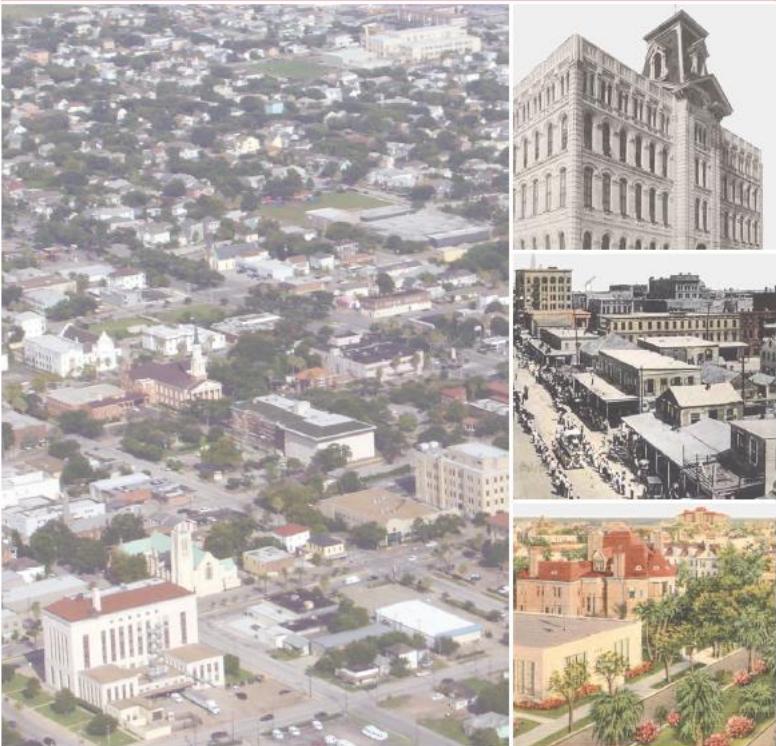
- Training for staff and review board
- Make historic resource information readily available to the public
- Provide architectural advice and application assistance to property owners
- Training for realtors and contractors
- Update website frequently to provide up-to-date resource information; highlight successful projects; provide guidance
- Create a resource guide for owners of historic properties

# Implementation

- prioritize strategies within each goal
- set forth projected timeframes for completing projects
- identify responsible parties for accomplishing strategies
- resources to achieve goals
  - funding, volunteers, partners, etc.

# Historic Preservation Plan Examples

# CITY OF GALVESTON HISTORIC PRESERVATION PLAN



MAY 30, 2012 

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## Chart A.1: Preservation Case Activity 2005-2011

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



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

## “Development”

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

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

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

## Certified Local Government



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

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

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

## Heritage Tourism



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

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

Heritage tourism programs in Texas include:

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

**Columbus Talking Houses Driving Tour.** This program provides radio broadcast audio tour commentary on historic neighborhoods and houses in Columbus, Texas. See: [www.columbus-texas.org/tourism/index.htm](http://www.columbus-texas.org/tourism/index.htm)

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

## NCDs and Locally-Designated Historic Districts



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

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

They differ in the following key areas:

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

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

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

## Sample Historic Rehabilitation Project

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

### Before



### After



INTRODUCTION

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

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

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

## Sample Improvement Project

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

### Before



### After



## Elevated Residential Foundations



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

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

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

# GALVESTON'S HISTORIC LANDMARKS AND DISTRICTS

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

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



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

### Individual Historic Landmarks

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

## LOCALLY-DESIGNATED GALVESTON HISTORIC LANDMARKS

Locally-designated individual historic landmarks in Galveston include:

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

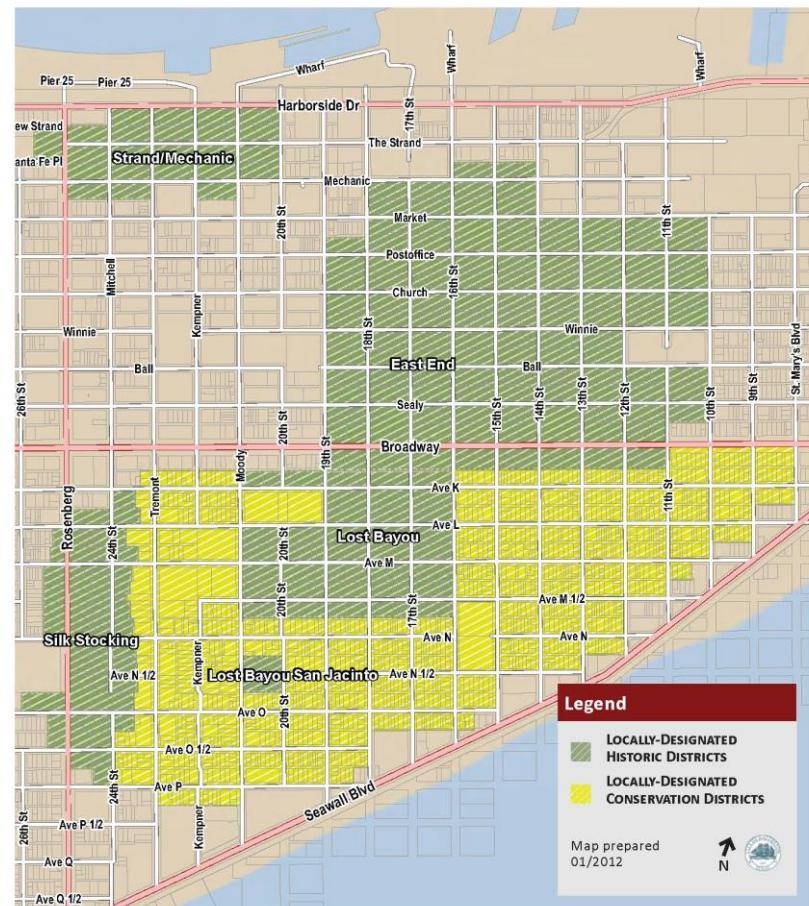
Owners of Galveston Landmarks have special responsibilities (including adherence to the *Design Standards for Historic Properties*) overseen by the Galveston Landmark Commission. They are also eligible for special incentives and benefits.



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

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

### Map 1.1: Locally Designated Historic and Conservation Districts



# Chart 1.1: Historic and Conservation District Criteria

	Locally-Designated Galveston Historic District	Locally-Designated Galveston Neighborhood Conservation District (NCD)	National Register Historic District
Currently Designated Districts	<ul style="list-style-type: none"> <li>- East End</li> <li>- Lost Bayou</li> <li>- Silk Stocking</li> <li>- Strand/Mechanic</li> </ul>	-San Jacinto	<ul style="list-style-type: none"> <li>- Cedar Lawn</li> <li>- Denver Court</li> <li>- East End</li> <li>- Silk Stocking</li> <li>- Strand/Mechanic</li> </ul>
<b>Designation</b>			
Designation Criteria	Local criteria based on the Secretary of the Interior's Standards (see Galveston Land Development Regulations)	Local criteria (see Galveston Land Development Regulations)	Secretary of the Interior's Standards
<b>Design Review</b>			
Exterior alterations to existing structures	Reviewed and approved by the Landmark Commission using the Design Standards for Historic Properties <sup>1</sup>	No design review	No design review if alterations or not part of a federal action
Additions	Reviewed and approved by the Landmark Commission using the Design Standards for Historic Properties	Reviewed and approved by City staff using standards for the specific NCD	No design review if addition is not part of a federal action
New Construction	Reviewed and approved by the Landmark Commission using the Design Standards for Historic Properties	Reviewed and approved by City staff using standards for the specific NCD	No design review if addition is not part of a federal action
<b>Demolition</b>			
Demolition Permit	Granted by Landmark Commission only when economic hardship or threat to safety exists <sup>1</sup>	Granted by Landmark Commission for compatible new construction	No special review if demolition is not part of a federal action

**GOAL****Preservation principles are embedded in other community goals and policies.****4. INTEGRATE HISTORIC PRESERVATION POLICIES INTO CITYWIDE PLANNING EFFORTS.**

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

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

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

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

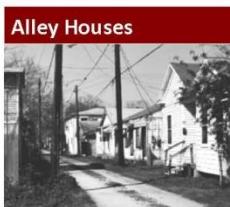
The City should incorporate preservation principles in all key City land use and development plans.

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

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

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

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

**Alley Houses**

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

**INCENTIVES AND BENEFITS GOALS, POLICIES AND ACTIONS**

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

**GOAL****A coordinated system of incentives and benefits stimulates preservation and conservation in Galveston.****29. PROVIDE DIRECT FINANCIAL INCENTIVES TO PROMOTE PRESERVATION OF HISTORIC RESOURCES IN GALVESTON.****29A. CREATE A HISTORIC PRESERVATION REVOLVING FUND TO SUPPORT PRESERVATION EFFORTS**

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

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

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

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



## Chart 3.1: Preservation Partners

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

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

# PHASING CRITERIA

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



Buccaneer Hotel



1614 Avenue M



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

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

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

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

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

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

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

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

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

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

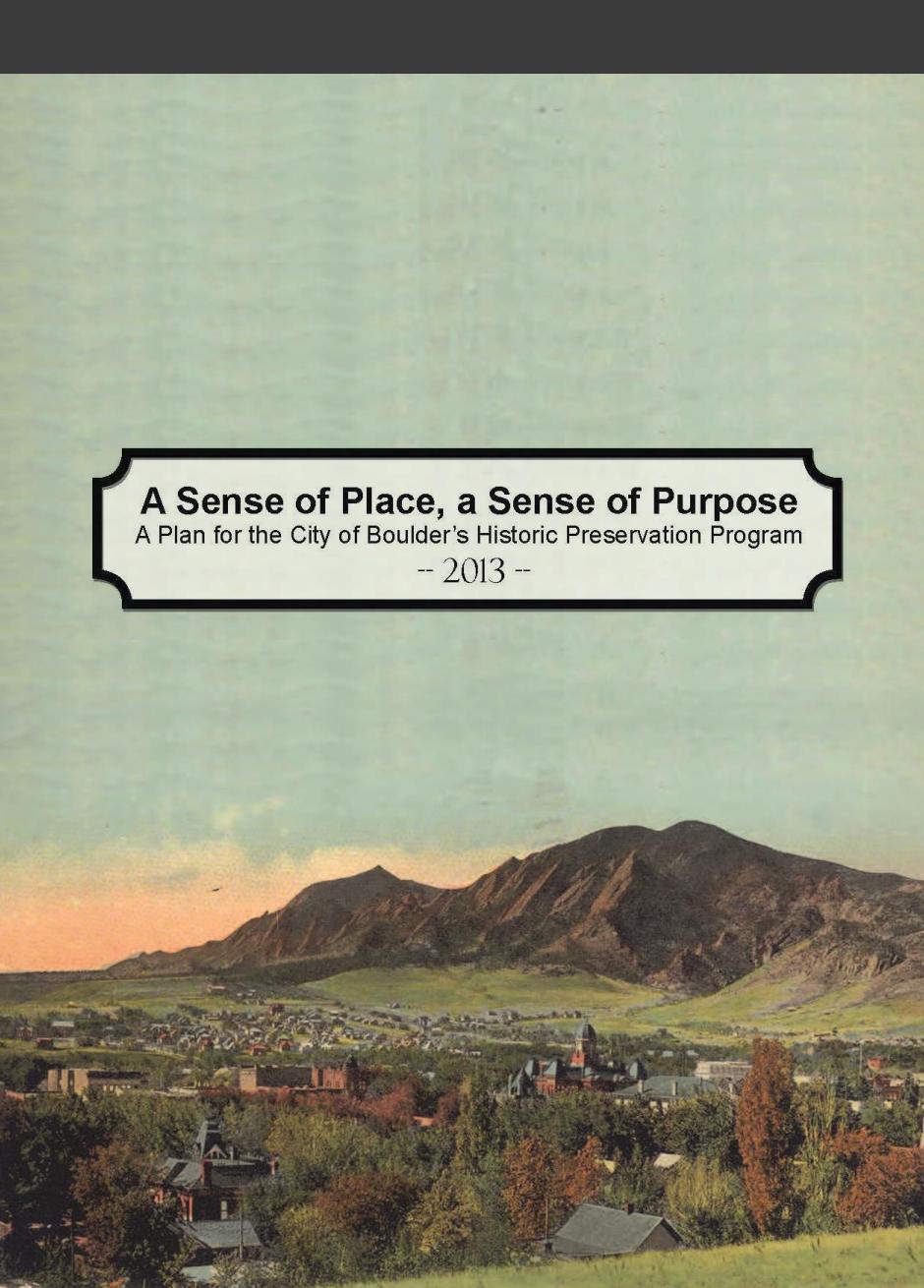
Developing the tools to better respond to natural disasters is an example.

## High Priority Actions

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

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

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



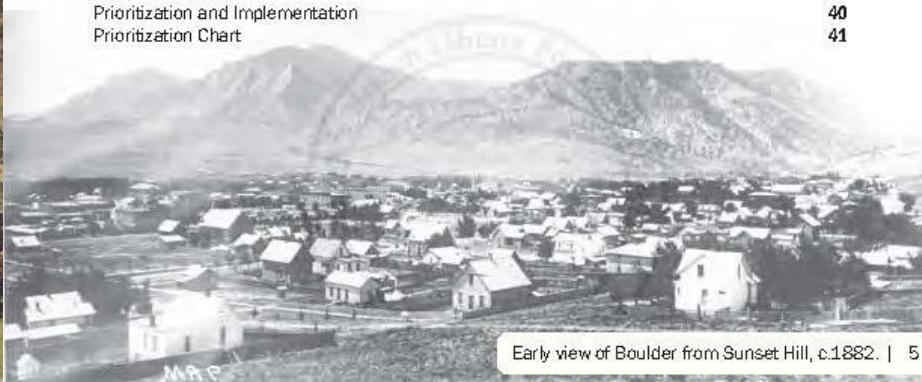
# A Sense of Place, a Sense of Purpose

A Plan for the City of Boulder's Historic Preservation Program

-- 2013 --

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Early view of Boulder from Sunset Hill, c.1882. | 5

## HISTORIC PRESERVATION PROGRAM DESCRIPTION AND ANALYSIS



Mining buildings under construction near Walnut St. and 3rd St., c.1898. | 11

### BOULDER'S HISTORIC PRESERVATION ORDINANCE

Boulder's Historic Preservation Ordinance is the foundation for Boulder's Historic Preservation program. It outlines the intent, processes and standards by which preservation activities are undertaken by the city and continues to guide the program. Its stated purpose is to:

*Promote the public health, safety and welfare by protecting, enhancing, and perpetuating buildings, sites, and areas of the city reminiscent of past eras, events, and persons important in local, state, or national history or providing significant examples of architectural styles of the past... to develop and maintain appropriate settings and environments for such buildings, sites, and areas to enhance property values, stabilize neighborhoods, promote tourist trade and interest, and foster knowledge of the city's living heritage.*

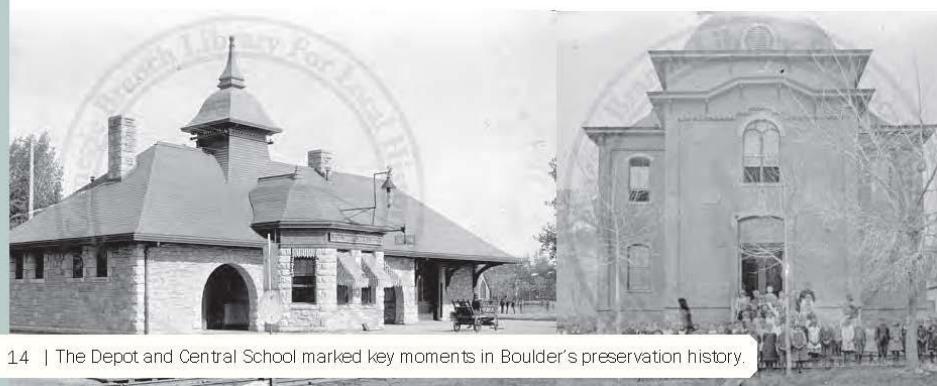
The intention is not to "preserve every old building in the city, but instead...draw a reasonable balance between private property rights and the public interest..." At its adoption, the ordinance established:

- The procedure for designation of individual landmarks and historic districts
- The process for the review of alterations to or demolition of designated buildings
- The Landmarks Historic Preservation Advisory Board (now known as the Landmarks Board)
- The enforcement penalties to be levied if alteration or demolition decisions are violated

#### ANALYSIS

Boulder's ordinance has served the city well over the past 39 years, establishing a solid framework for the Historic Preservation program. Both adopted rules and ordinance revisions have allowed the program to change and adapt as needed. The most significant change occurred in 1994 and established a review process for the demolition and relocation of non-designated buildings over 50 years old. The Landmarks Board's authority to initiate landmark designation over an owner's objection strengthens Boulder's historic preservation program. Although rarely and judiciously used, this has resulted in the preservation of a number of significant properties that might otherwise have been lost. In comparison with historic preservation ordinances in similar communities, Boulder's ordinance is comprehensive, with a clear purpose and articulated roles of the Board, staff, and various review processes.

However, recent feedback from the public, the Landmarks Board, and staff indicate the demolition section of the ordinance is unclear and the process often results in an unintended outcome. Revisions to this section of the ordinance, providing for more flexibility in its application, might be appropriate. Likewise, the Landmarks Design Review Committee (LDR) process might be better articulated to clarify the subcommittee's role and increase overall consistency.



14 | The Depot and Central School marked key moments in Boulder's preservation history.

## LANDMARK AND HISTORIC DISTRICT DESIGNATION

Boulder's Historic Preservation Ordinance authorizes the Landmarks Board to recommend to City Council the designation of sites and areas of historic, architectural, and/or environmental significance. Designation of important historic properties helps ensure their protection while providing financial and other incentives for rehabilitation. Property owners, historic preservation organizations, the Landmarks Board or City Council may start the designation process. In rare cases, the board has initiated landmark designation over an owner's objection. Historic Preservation staff researches the significance of the site or area and prepares a summary report with a recommendation regarding designation for a Landmarks Board public hearing. The Landmarks Board makes a designation recommendation to the City Council, which decides whether the property or district should be landmarked. Once City Council approves a designation, a copy of the document is placed in the Boulder County real estate records, notifying future owners of the listed status of their building. Because the local landmark program is dynamic and because of the high level of protection it provides, there are relatively few properties in Boulder listed in the State or National Register of Historic Places.

### ANALYSIS

The rate of designations in Boulder, both individual landmarks and historic districts, has remained fairly stable over time. Designations of individual landmarks and historic districts have generally been reactive, and often due to a perceived threat. The majority of historic districts were designated in the 1980s and 1990s, with over half of those in the 1990s. Many designations of districts have occurred following historic survey. The program should seek

to adopt a more proactive approach in the future.

The majority of Boulder's landmarks and historic districts reflect the city's early history, as is typical of historic preservation programs that tend to focus, at least initially, on older and rarer resources. While broad landmark representation exists for most types and eras from the pre-World War II years, few buildings are designated from the post-World War II era.

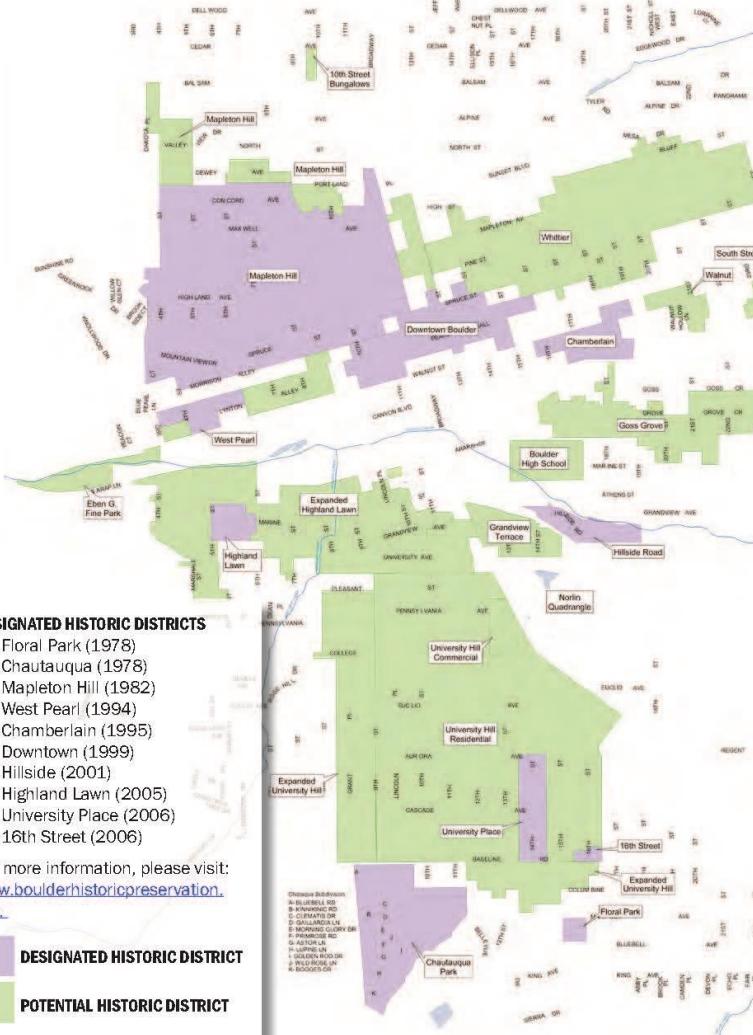
There are many identified areas and buildings in the city that are not protected through designation. These include older areas that have been previously identified as potential historic districts (often representing vernacular buildings and resources associated with minority populations), and modern buildings constructed during the 1950s through the 1970s. Data on the most vulnerable and underrepresented resources needs to be updated and analyzed.

A 2007 ordinance revision allowed for a longer time period between historic district initiation and designation, which placed greater emphasis on property owner support and collaboration. Historic districts designated since 2004 represent smaller geographic areas than districts established prior to that time. The trend toward smaller districts reflects the complexities of listing larger areas and also makes the public outreach process more manageable. Public input indicates that the Historic Preservation program should better publicize information about the designated historic districts and ensure property owners are aware of the benefits and responsibilities of living in a historic district.



16 | Floral Park, designated in 1978, was the city's first historic district. Photo taken c. 1940.

## DESIGNATED AND POTENTIAL HISTORIC DISTRICTS



Map of designated and potential Historic Districts, as identified in the Boulder Valley Comprehensive Plan | 17

# HISTORIC DISTRICT DESIGN GUIDELINES

Boulder's historic district design guidelines are written to provide guidance for property owners undertaking exterior changes to designated individual landmarks or buildings within historic districts. They are based on the federal Secretary of the Interior's Standards for the Treatment of Historic Properties and assist staff and the Landmarks Board in evaluating alterations in a consistent, equitable, and predictable manner. The City of Boulder has a total of eight design guideline documents, including the General Design Guidelines and seven district-specific guidelines. In 2008, the city received a best practices award from the National Alliance of Historic Preservation Commissions for developing design guidelines that assist in achieving Boulder's sustainability goals in a manner consistent with the Secretary of the Interior's Standards.

Early design guidelines were prepared after historic district designation, but more recently, staff has worked collaboratively with property owners to develop appropriate design guidelines prior to designation. Using this approach, specific issues identified by residents can be integrated into the guidelines. This approach incorporates the proposed design guidelines into the pre-designation outreach process and has proven effective in cultivating critical public support for new historic districts. The guidelines are available on the city's Historic Preservation website and in printed form.

## ANALYSIS

Boulder's historic preservation design guidelines provide more specific guidance for design review

than in similar communities. It is important that the guidelines are as understandable, accessible, and comprehensive as possible. Public and the Landmarks Board comments indicate that people are often not aware of the guidelines and their rationale. Furthermore, public and the Landmarks Board comments show that difficulties arise when proposals are submitted for alterations not fully addressed in current guidelines, such as the use of alternative materials or new construction in historic districts.

### DISTRICT-SPECIFIC DESIGN GUIDELINES

- Mapleton Hill Design Guidelines (1985, Revised 1994)
- Chautauqua Design Guidelines (1989)
- Chamberlain Design Guidelines (1996)
- West Pearl Design Guidelines (1996)
- Downtown Design Guidelines (2002)
- Highland Lawn Design Guidelines (2005)
- University Place Design Guidelines (2006)

### GENERAL DESIGN GUIDELINES

- General Design Guidelines (2007)

Guidelines are available online on the city's website: [www.boulderhistoricpreservation.net](http://www.boulderhistoricpreservation.net)

## HISTORIC PRESERVATION INCENTIVES

Boulder currently administers 14 different incentives to encourage the stewardship of landmarked buildings and properties located in designated historic districts. Incentives, such as the state tax credit and the city sales tax waiver, convey a direct financial benefit. Other available incentives allow for relief from land use regulations or honor owners of historic properties. The most utilized incentive is the state tax credit. As a Certified Local Government, Boulder reviews these applications in-house, usually as part of the Landmark Alteration Certificate process. Between 2003 and 2009, a total of 39 State Tax Credit applications, the second-highest number of any municipality in Colorado, were approved. The practice of providing free plaques to all owners of individual landmarks is also popular.

### ANALYSIS

Boulder has been creative in developing incentives to encourage historic preservation. While specialized tax revenues for historic preservation projects currently are not available in the city as they are in Louisville, Boulder's zoning incentives are more expansive than those available in most other Colorado communities. Public input revealed that many owners of historic properties are not aware of available incentives. Enhanced promotion of existing incentives would be beneficial, and the city should explore additional financial incentives.

### AVAILABLE INCENTIVES FOR LANDMARKED PROPERTIES

- Eligibility for a 20% Federal Tax Credit for income-producing properties listed on the National Register of Historic Places
- Eligibility for a 20% Colorado State Income Tax for individually landmarked properties and those located within a historic district
- City sales tax waiver on construction materials when applying for a building permit if at least 30% of the value of materials will be used for the building's exterior
- Eligibility for grants through the State Historical Fund. Projects must demonstrate a public benefit to be eligible for a grant
- Potential exemptions or variances from select building code and zoning standards, including floodplain, height, solar and residential growth management requirements
- Newly-designated landmarks are honored with a bronze plaque presented at a public ceremony
- Staff assistance for applicants for development review, Landmark Alteration Certificate, and building permit processes

## HISTORIC AND PREHISTORIC ARCHAEOLOGY

Currently, the city does not have established procedures for how to address archaeological resources encountered during construction or excavation. The city has 122 records for surveyed historic and prehistoric archaeological resources within city limits, and recent archaeological finds indicate that humans have resided in the area for at least 10,000 years. The Boyd Smelter currently is the only landmarked archaeological site in Boulder. The city does not have a staff archaeologist and the Landmarks Board is not required to appoint a member with archaeological expertise.

### ANALYSIS

The Boulder Valley Comprehensive Plan calls for identifying, designating, and protecting archaeological resources such as open ditches, street and alleyscapes, railroad rights of way, and designed landscapes. Despite the identification of these archeological resources within city limits, the city does not have its own archaeological program, relying primarily on state and federal protections. Protocol should be developed for individual landmarking of archaeological sites and their protection. Consideration should also be given to providing archeology training to staff and the Landmarks Board and, over the long term, developing a full archaeology program.

## DISASTER PREPAREDNESS

Boulder has the highest risk for flash flooding in Colorado, and there is a high risk of wildfire in the area. Such disasters have the potential to cause catastrophic damage to the city's historic and cultural resources. The Historic Preservation program is involved in a county-led effort to prepare a disaster management plan. However, the city currently does not have a plan focused on historic preservation that addresses post-disaster mobilization to assure historic buildings are not lost to hasty and possibly needless demolition, and that property owners have the appropriate level of support and advice.

### ANALYSIS

The city is fortunate to have thorough and relatively current survey forms that document many buildings constructed prior to 1960. The city also scanned all survey records to ensure this information is electronically backed up. Such records can be essential for restoring the appearance and character-defining features of individual landmarks, buildings within historic districts, and other important sites in a post-disaster period. Plans for the utilization of this information in the event of a disaster should be a prime component of a disaster plan. Additionally, a protocol for the review of historic buildings damaged or destroyed in a disaster should be established as part of a disaster plan.

## GOALS AND OBJECTIVES

### **ENSURE THE PROTECTION OF BOULDER'S SIGNIFICANT HISTORIC, ARCHITECTURAL, AND ENVIRONMENTAL RESOURCES**

- Create a shared community vision for the protection of resources and areas that are historically, architecturally and/or environmentally significant, and develop strategies for their protection consistent with local, state and federal historic preservation practices;
- Ensure the City of Boulder remains a leader in historic preservation through the careful stewardship of its own historic resources and encouragement of innovative and collaborative approaches to preservation;
- Ensure consistency of historic preservation goals with other city plans, policies and priorities and enhance internal coordination;
- Improve and increase community understanding of the inherent connection between historic preservation and environmental sustainability;
- Establish a clear process for the protection and management of historic resources in the event of natural disaster;
- Explore innovative and alternative strategies to recognize and protect important resources from the recent past.

### **ACTIVELY ENGAGE THE COMMUNITY IN HISTORIC PRESERVATION EFFORTS**

- Encourage collaboration and open dialogue among the community, Landmarks Board, other boards, City Council, city staff and historic preservation organizations to advance historic preservation goals and enhance community support;
- Interpret Boulder's historic, architectural, and environmental resources for residents and visitors;
- Celebrate, promote, and raise awareness about historic preservation successes in Boulder;
- Establish on-going outreach initiatives that engage the community and promote the benefits of historic preservation;
- Cultivate and maintain collaborative relationships with owners of properties that are individually landmarked and/or located within a historic district.

### **MAKE REVIEW PROCESSES CLEAR, PREDICTABLE, AND OBJECTIVE**

- Provide excellent customer service;
- Provide training opportunities for board and staff to ensure objective and consistent decision-making;
- Provide clear, accurate and easily-accessible information to the public;
- Ensure regulations and design guidelines are current, relevant, and effective in balancing the protection of historic buildings with other community priorities and policies;
- Protect historic resources through effective, consistent and transparent review and enforcement policies and practices;
- Recognize and communicate that historic designation allows for change that is sensitive to the character of the building, landmark, or district.

### **CONTINUE LEADERSHIP IN HISTORIC PRESERVATION AND ENVIRONMENTAL SUSTAINABILITY**

- Integrate historic preservation and environmental sustainability policies, such as the Greenpoints program and the Energy Code, to maintain shared community resources for future generations;
- Recognize innovative scholarship and projects that successfully balance historic preservation and environmental sustainability;
- Continue to address common energy efficiency issues as technology evolves, to address window rehabilitation and replacement, solar panel installation, and the use of alternative materials.

### **ENCOURAGE PRESERVATION OF HISTORIC RESOURCES**

- Better publicize and promote existing incentives, such as eligibility for tax credits and relief from building and zoning codes;
- Explore creative and innovative initiatives to encourage historic preservation, improve public perception and defray the cost of rehabilitation and restoration projects;
- Improve public perception of Historic Preservation program through enhanced communication, meaningful collaboration, and involvement between the city and the community at large;
- Recognize and honor property owners for exemplary stewardship of historic buildings.

## RECOMMENDATIONS

The recommendations identify the actions needed to achieve the Goals and Objectives. It is not possible to accomplish all actions with current resources or in the near term. Therefore, a prioritized chart is provided at the end of the section. Some actions may require additional resources, such as specialized consultants or supplemental funding. Those best suited to funding from grants are marked with a diamond. Staff and the Landmarks Board should consider how best to prioritize these, developing a multi-year grants plan that specifies projects, request amounts, and best funding source based upon project objectives. The city should continue to apply to History Colorado's State Historical Fund and Certified Local Government programs, though other grant funding sources should be explored.

This plan should be used to help guide upcoming annual work plans for the program. For instance, at the annual board retreat, the Landmarks Board and staff should undertake a detailed discussion of progress, with staff preparing a report of plan-related accomplishments and the board recommending initiatives for the next year. The report and work plan should be posted on the city's website and presented at the May Landmarks Board meeting, during Historic Preservation Month.

The implementation of this plan will require strong partnerships among the city, Landmarks Board, community members, historic preservation organizations, real estate groups and neighborhood associations.



Bright Spot Grocery Store on University Hill, c.1926.

### 1. HISTORIC RESOURCE PROTECTION

The purpose of the Boulder's Historic Preservation program is to identify, evaluate, and protect Boulder's significant historic resources. To this end, it is important for the city's Historic Preservation program to reflect the diversity and development patterns of the city and establish a shared community vision for resource protection. The identification of significant sites and encouragement of their protection would enable the program to further engage the community in historic preservation and balance proactive and reactive activities.

#### 1.1 Develop a Plan to Identify and Prioritize Historic Resources and Implement Strategies for their Protection

A critical component of this plan is the development a long-term vision for future historic resource protection. The goal of this vision would make the city's historic preservation activities more proactive by focusing on implementing the vision, which would be achieved through community engagement and the development of strategies to protect significant buildings and areas. It would also help make the preservation program more predictable for applicants by clarifying which buildings and areas are important to preserve.

This resource plan should include:

- An assessment of designated and potential historic and cultural resources in the community to identify which types of properties and areas are currently protected, and which are underrepresented;
- Development of an overall historic context for the city that describes the important eras, events, persons, architectural styles, etc. that are important to Boulder's history; to be used as a basis for prioritizing the resource types that are important to protect.

The program should continue to encourage the designation of significant resources and areas found eligible for listing. Key action steps include:

- Maintaining survey records to ensure information is current and accurate;
- Reassessment of the map of potential historic districts, since many of the identified areas have experienced significant change since the boundaries were established;

1. HISTORIC RESOURCE PROTECTION				
Objectives	Recommendations	Time Frame	Responsible Parties	
Create a shared community vision for the protection of resources and areas that are historically, architecturally and/or environmentally significant and representative of Boulder's past, and develop strategies for their protection, consistent with local, state and federal historic preservation practices	.1 Develop a plan to identify and prioritize historic resource protection and implement strategies for their protection (◊)	Near	Historic Preservation staff, Landmarks Board, consultants	
	.2 Develop additional historic context reports (◊)	Near	Historic Preservation staff, Landmarks Board, consultants	
	.3 Explore ways to protect smaller buildings that are eligible for landmark designation	Near	Historic Preservation staff, Landmarks Board, design professionals, building owners	
	.4 Ensure continued integration of local, state and federal policies	On-Going/Near	Historic Preservation staff, Landmarks Board	
Encourage historic preservation and defray the cost of rehabilitation and restoration projects	.5 Publicize existing incentives	On-Going/Near	Historic Preservation staff, Landmarks Board, Historic Boulder, Inc.	
	.6 Initiate new incentives	Long	Historic Preservation staff, Landmarks Board	
Ensure the City of Boulder remains a leader in historic preservation through the careful stewardship of its own historic resources and encouragement of innovative and collaborative approaches to historic preservation	.7 Designate eligible city-owned buildings and lead by example	On-Going/Long	Historic Preservation staff, Landmarks Board, other city staff	
	.8 Increase landmark designation coordination between city and county	On-Going/Near	Historic Preservation staff, other city staff, county staff, Preservation Roundtable members	
	.9 Explore establishment of an archaeological program (◊)	Long	Historic Preservation staff, Landmarks Board, local archaeologists	
Explore alternative strategies to recognize and protect important resources from the recent past	.10 Continue dialogue about postwar architecture	Near	Historic Preservation staff, Landmarks Board, neighborhood associations	
	.11 Explore creation of conservation districts	Long	Historic Preservation staff, Landmarks Board, Planning Board, City Council, neighborhood associations, property owners	

(◊) Symbol indicates recommendations that would likely require additional resources.



# Hanover Historical Preservation Plan

## Hanover, Massachusetts

September 2007

Town of Hanover Historical Commission  
and the Hanover Planning Department

Angus Jennings, AICP, and Elizabeth Doran  
Concord Square Development Company, Inc.  
with Betty Bates and Joan Scolponeti



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# Preservation Action Plan

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This Historical Preservation Plan sets forth recommendations to improve historic preservation in the following areas:

*1) General*

Includes organizational and administrative practices, as well as communication among various Departments, Boards and Committees with roles and responsibilities related to plan implementation;

*2) Physical Preservation*

Includes protecting historic buildings and landscapes to prevent the loss of important historic resources and preserve those resources for the future;

*3) Documentation*

Includes completing, improving, maintaining and increasing public access to the Town's inventory of historic resources;

*4) Regulations*

Includes amending and improving Town bylaws, development regulations, and permitting procedures to facilitate the protection and restoration of historic properties during the development process;

*5) Education and Outreach*

Includes building partnerships with other organizations, businesses, entities and individuals with an interest in historic preservation, and increasing the community's knowledge of and access to Hanover's historical resources.

Each subject area includes specific recommendations for actions recommended by the Historical Commission for implementation within ten years. However, the goal of this Plan is not simply to identify work that "ought to be done." Municipal government is often characterized by chronic resource shortages, both in funding and personnel, and our research indicates that the Town of Hanover faces shortages in both regards. The limited staff time and funding dedicated to historical preservation activities on an annual basis necessitates that the Town's efforts be carefully prioritized based on a realistic assessment of available resources.

Therefore, these recommendations have been crafted with existing and potential resources in mind with the intent that they be as realistic and feasible as possible given resource constraints. With that said, there are opportunities to expand the resources put toward plan implementation that could either allow work to be done that otherwise will not be done, and to accelerate the timeframe for plan implementation for higher priority action items. The Town of Hanover benefits from the efforts of many dedicated volunteers, both those serving on Boards and Committees and those supporting these initiatives through private activities, and the implementation of this Plan will both encourage and rely on the involvement of many others in the future.

# Preservation Action Plan

Recognizing the resources necessary to achieve plan implementation, each recommendation in this section includes the following information:

- Category of task

Each task falls into one of the five categories described above: General; Physical Preservation; Documentation; Regulation; Outreach and Advocacy.

- Description of task

A brief summary of each task is provided.

- Anticipated benefits resulting from task

Each task has been reviewed for its potential to contribute positively to the Historical Commission's goals and objectives. Where noted, benefits are anticipated to address existing areas of special concern.

- Projected cost

Cost estimates were derived for tasks as noted, with source information included. These estimates are not adjusted for inflation.

- Parties involved with task

Each task description identifies both the recommended lead entity and supporting entities, as necessary. Where entities are named that do not necessarily exist formally (such as potential interns or student volunteers), this is noted and the work necessary to coordinate and manage such personnel resources are noted in the cost estimates.

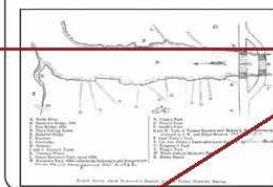
## Physical Preservation

### NORTH RIVER BRIDGE

*Description of Task:* The Town should take steps to ensure the preservation of the North River Bridge located on Old Washington Street. The bridge currently crosses the North River between Hanover and Pembroke, was built in 1904, replacing earlier bridges built in 1829, 1852, and 1856.

The area from the bridge encompasses the former sites of many shipyards of the 17<sup>th</sup>, 18<sup>th</sup>, and 19<sup>th</sup> centuries. The bridge may be eligible for National Register listing based on its age, style of construction and the history connected to the site.

One option that would aid in the preservation of this bridge would be to restrict traffic on the bridge. An initial starting point may be to prohibit use of the bridge by over-size vehicles. The bridge on Route 53 adequately serves this population, and there is no reason for large trucks to use this bridge. DPW has already set weight limits



for the bridge. However, these weight limits should be enforced (through the use of a police officer, if necessary). Eventually, the Town of Hanover & Pembroke should consider eliminating traffic over the bridge entirely in favor of preserving the historic bridge.

The Historic Bridge Foundation was founded in 1998 to advocate for the preservation of historic bridges. The organization serves as a clearinghouse for information on the preservation of endangered bridges, provides assistance with National Register listing and grant applications for preservation projects. The organization also consults with public officials, and develops educational programs to promote awareness of historic bridges.

<http://www.historicbridgefoundation.com/>

For more information on the history of this area, and shipbuilding on the North River see:

Biggs, L. Vernon. *History of Shipbuilding on the North River, Plymouth County, Massachusetts*. Boston, 1889.

*Anticipated Benefit:* Preservation of the bridge.



*Parties Involved with Task:* Hanover & Pembroke Department of Public Works, Board of Selectmen, Police Department, Historical Commission

*Timeframe:* Immediate

*Sample Form*

- Timeframe for task completion

Where noted, tasks involve ongoing annual maintenance so the costs are programmed per year through the ten-year timeframe for plan implementation.

The goal of providing these recommendations in a uniform format is to facilitate public prioritization of the relative urgency and importance of the various recommendations. Given the inherent resource constraints in municipal government, it is intended that these policy recommendations will support clear decision making for public policy and funding.

# General

## FUNDING/ FEES

*Description of Task:* It is recommended that the Town methodically assess the current fee schedule for Town services in order to make sure that they accurately reflect the time and resource expenditures of Town employees. As the local population has increased, and more citizens have occasion to visit Town Hall on a regular basis for various purposes, demands on limited staff time have increased. Public fees should generally be indexed to the actual cost (salary etc.) of staff time necessary to perform that task. Several communities on the south shore, including Duxbury and Quincy among others, have recently undertaken careful reviews of their fee structures, and found that increases were warranted.

One example of this issue is the one-time DPW surcharge of \$50 to offset the long-term costs of maintaining plantings next to gravestones. Based on our research, this fee does not appear to adequately compensate for the hours of time spent pruning and caring for the plantings over its lifetime. Although this particular instance represents an issue of seemingly limited relevance, in fact it provides an example of the degree to which municipal “general revenue” is increasingly allocated - by necessity - to tasks that benefit a limited constituency.

Careful review of the fee schedule in the context of the local permitting process could result in policy revisions that generate significant additional revenue on an annual basis, increasing as a function of actual demands on municipal staff time.

*Anticipated Benefits:* It is expected that when fees are more accurately indexed to the public cost of the services they provide, the operating budgets of these departments may be better able to support

preservation activities. With the example of the cemeteries listed above, DPW cemetery staff currently spends the substantial majority of their time maintaining the landscaping at the Town’s three cemeteries, with practically no time available for repairs of damaged or deteriorating historical headstones, resetting, etc. While it is unlikely that increased fees will do anything to reduce the demands on their time, they may help to defer the cost of hiring additional staff or an outside preservation consultant to complete this work.

*Projected Cost:*

Staff time necessary for fee audit, including review of average actual personnel time per various task. Staff time necessary to prepare policy revisions for review and approval. Fee schedules can often be revised as a matter of policy relative to a particular Board or Commission so, while this would require a public hearing, it would not be expected to require action by Town Meeting.

*Parties Involved:*

Several Departments would stand to benefit from a methodical review and update of service fees. To ensure policy consistency and fairness across municipal Departments, this task may benefit from leadership by the Town Administrator.

*Timeframe for Task Completion:* Mid-range. While this is an important step and can be expected to generate limited additional revenues on an ongoing basis, it will be time intensive to complete and is a lower priority relative to others included in this Plan.

# Physical Preservation

## Cemeteries and Burial Grounds: HANOVER CENTER CEMETERY

### VEGETATION

#### Landscape Character

##### *Issues*

The Cemetery is close to 30 acres in size, and is varied in character. The front of the cemetery (where the older headstones are located) is characterized by lawns and primarily large old deciduous trees. The terrain is varied, and the cemetery is accessed by winding drives. As one moves to the rear of

the cemetery (where the newer headstones are located) the space between access drives becomes smaller, the terrain flatter, and the layout

more grid-like. The entire cemetery has more than 200 trees. Though the trees in the rear of the cemetery are smaller in scale, they appear in greater frequency than those at the front of the cemetery. The majority of trees are deciduous, with many oaks, maples, and ornamental/flowering trees. The cemetery has only a handful of evergreens. The cemetery is well maintained, and frequented by residents who use the cemetery and its paths for walking.



#### Planting

##### *Issues*

The cemetery has over 200 trees planted throughout the site. In addition to those trees that are planted by the Town are close to 1200 shrubs that are planted by relatives at the gravesites. These shrubs are maintained by DPW staff over the plant's lifetime.

##### *Recommendations*

Relatives currently pay a one-time \$50 fee to plant shrubs at the gravesite. This fee does not accurately reflect the expense and the resources needed to maintain the shrubs. Hanover may consider adjusting their fee schedule, in order to more appropriately reflect the true cost of such plantings. A steady revenue source would support the implementation of the recommendations in this plan. For more detailed information see the General recommendations section on Funding/Fees.

The replanting of trees in cemeteries should be considered on a case by case basis. A general effort should be made to replace older trees that have been removed. However, if root conflicts with gravestones are a problem, the trees should not be replanted in the same exact location. While the preservation of cemetery trees is elementary to preserving the historic landscape character of cemeteries, the preservation of gravesites should be the primary consideration. An archaeologist should be consulted

# Documentation

## INVENTORY OF HISTORICAL BUILDINGS

*Description of Task:* The Massachusetts Historical Commission asks that all Towns maintain an inventory of all historical resources. The Town of Hanover completed an inventory of historical resources in the early 1980's. These resources are now included in the Massachusetts Historical Commission's database known as the Massachusetts Cultural Resource Information System (MACRIS).

The inventory that accompanies this plan was compiled from two different sources 1) the Historical Society's paper files (many homes have genealogical information, newspaper clippings, or dateboard applications on file in the Stetson House) 2) the MACRIS database (accessible from the Massachusetts Historical Commission (MHC), the MHC website, or the black binders in the Stetson House).

Because the Massachusetts Historical Commission and the Hanover Historical Commission should have as complete a record as possible, the inventory should be updated in the following ways:

- 1) A number of homes that have information on file with the Historical Society were not included in the inventory completed in the 1980's. In the inventory attached to this plan, these resources appear with an address, parcel id etc, but do not have an associated MACRIS ID. The Hanover Historical Commission should complete and submit MHC forms for all of these homes (there are 41 homes that fall into this category).
- 2) There are still other homes that have a dateboard issued by the Historical Society, and yet are not listed on MACRIS, and have no information on file at the Stetson House. It may be that some dateboard applications have been moved, or else they have been lost. These houses were found while photographing nearby homes that were a part of this

inventory. It is recommended that volunteers working to update the inventory walk the streets with historical homes, cross check the homes against the inventory, and identify any homes with dateboards (or which are otherwise identified as historical) that are not included on the inventory.

- 3) Most of the forms on file with MHC lack substantive information on the homes. Most of the forms have a completed front, and no information on the reverse side. This information (pertaining to architectural or historical importance of the home) should be filled in for all homes where information is available. For homes where the information is not available, more research should be completed so that these sections may be filled in.
- 4) As the records are updated, the Town's GIS mapping of these historical resources should also be kept current.

*Anticipated Benefits:* Having a complete inventory, including publicly accessible GIS mapping, will contribute to improved preservation of historical resources because more town residents will be aware of the importance of area homes. As such, this task should be considered one of the primary responsibilities of the Historical Commission. Before houses may be listed individually or as part of a National Register district, the houses' genealogies must be complete. Completing the genealogy of one house can take a number of weeks, and for that reason it is recommended that the Town of Hanover prioritize the order in which house genealogies are to be completed.

Having a complete and updated inventory will contribute to improved preservation of historical resources. For example, use of such preservation tools as Demolition Delay will come as no surprise to property owners if and when all homes to which the bylaw would

# Regulation and Policy: Recommended Actions

This section offers Recommended Actions to enhance regulatory protections for identified and potential historical or archaeological resources, broken down as follows:

- Regulations for potential amendment
- New regulations for potential adoption
- Other policies to support historical preservation
- Non-regulatory actions to support historical preservation

In the course of preparing this plan, many potential regulatory amendments or enhancements were reviewed for their applicability in Hanover. The recommendations included in this section highlight those actions that were determined to be most relevant, both within the context of historical preservation and the Town's broader planning objectives.

## REGULATIONS FOR POTENTIAL AMENDMENT

~ Revise Village Planned Unit Development bylaw (Sec. 6.11.0) to enhance quality of open space resulting from development. The calculation of required open space within the current VPUD bylaw allows for inclusion of wetlands, floodplains and landscaped areas. This is unlikely to result in substantial land protection that would not otherwise have occurred due to wetlands protection regulations. In order to ensure protection of land that is not otherwise protected, the Town should amend the VPUD bylaw to exclude land that is protected by wetlands regulations from the calculation of required open space. In order to preserve the viability of the bylaw, this amendment may be accompanied by a reduction in the required percentage of open space.

~ Revise Retreat Lot bylaw (Zoning Sec. 6.030) to require that frontage land remaining upon development is protected as open space through permanent conservation restriction or thirty year deed restriction. Although the bylaw requires that the frontage land be left undeveloped, the legal protections for such land will be uncertain in the absence of a recorded deed restriction.

~ Adopt Scenic Roads Bylaw to formalize application and review process. The existing review process for work within the layout of a designated Scenic Road is conducted by the Planning Board and often includes consultation with the Tree Warden. However, the Town has not adopted regulations nor created a standardized application form for this permitting process. We recommend formalizing the process somewhat in order to improve the predictability of the process for applicants and the general public. This could also be useful in ensuring that other municipal departments are aware of the Scenic Roads Act and the local streets that are entitled to its protections. Within these regulations, we recommend that the Town authorize the imposition of fines for unauthorized work within a Scenic Road layout. Since the maximum allowable fine is limited to \$300, which is only a minor deterrent, the policy could be drafted such that each day of non-compliance is counted as a different violation to ensure that the potential fine serves as a substantial disincentive to non-compliance.

## Education and Outreach

### DESIGNATION OF AND VISIBILITY FOR SCENIC AND HISTORICAL ROADS AND VISTAS

*Description of Task:* The Town currently has seven streets that have been designated as “scenic roads.” They are: Whiting Street, Main Street, Washington Street, Broadway, Center Street, Silver Street, and Union Street. The Town, acting through the Historical Commission and the Tree Warden, has additional oversight over the removal or disruption of trees and stone walls along the road.

The Hanover DPW has generally good oversight over stone walls due to the requirement that all driveways obtain a permit from DPW prior to construction. However, DPW staff indicated that the public is generally unaware of the Scenic Roads designation, and of the resulting restrictions. Violations may occur from time to time due to lack of familiarity with the application and permit requirements. To increase awareness of the presence of Scenic Roads in Hanover, the Town should consider modifying street signage on Scenic Roads, such as with a special seal, to clearly identify them as such.

The Town may also consider adding signage marking historical roads, and places whose names or use levels have changes. Depending on location and levels of foot traffic signage may be relatively simple or more involved: with area photographs, historical information, map, or recommended sites/destinations within walking/biking distance.

The Town may also consider adding more Scenic Roads. Streets with high concentrations of historical homes, or scenic vistas are good places to start. Our preliminary research indicates that all or a portion of the following roads may be suitable for designation as Scenic Roads: King Street, Hanover Street, Circuit Street, School Street, Winter Street, Cedar Street, Pleasant Street, Webster Street, Elm Street, and Water Street. Consult the inventory or map of historical resources for information.



*Sylvester's Field*

*Anticipated Benefits:* Public awareness of these roads may help the Town enforce the preservation of Scenic Roads.

*Estimated Costs:* Designation of additional Scenic Roads will increase the number of permit filings, public hearings, decisions etc. These staff and administrative burdens should be reviewed to ensure that the Planning Department's capacity is not overwhelmed.

*Parties Involved with Task:* DPW will need to be involved early and often, and will need to authorize the installation of any new street signs. The Police Chief and the Fire Chief must also be included in early discussions, as they will need to approve any changes to ensure that street name visibility for emergency responders is not impaired.

One Time Task (with updates) OR Ongoing?	Historical Commission Planning Board/ Planning Department Department of Public Works Historical Society Community Preservation Committee Conservation Commission Hanover Public Schools Public Library Town Administrator/ Board of Selectmen Town Clerk Hanover Police Department Hanover Fire Department Volunteer/ Intern Property Owners Consultant											Projected Cost-Other	Short Range		
	Historical Commission	Planning Board/ Planning Department	Department of Public Works	Historical Society	Community Preservation Committee	Conservation Commission	Hanover Public Schools	Public Library	Town Administrator/ Board of Selectmen	Town Clerk	Hanover Police Department	Volunteer/ Intern	Property Owners Consultant	Projected Cost-Financial	
Ongoing	x	x		x										\$20,000	\$ 20,000
One time action (with updates)	x		x			x	x							\$1,100	\$ 1,100
Ongoing						x								Staff time	\$ -
One time action (with updates)	x		x	x						x				10,000	Staff time \$ 10,000
Ongoing		x												Staff time	\$ -
Ongoing		x												Staff time	\$ -
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One time action (with updates)		x												Staff time	\$ -
Ongoing		x												Staff time	\$ -
One time action (with updates)		x												Staff time	\$ -
Ongoing		x												Staff time	\$ -
Ongoing		x				x				x				\$25.09- \$79.86 pkg of 10	\$ -
Ongoing		x	x		x					x				10+ \$7.75 a piece	10+ \$7.75 a piece
One time action (with updates)		x												\$700	\$ 700
One time action (with updates)		x												\$55/2	\$ 55
One time action (with updates)		x												\$25.00- \$30.00	Staff time \$ -
One time action (with updates)		x												\$17/100 sheets	\$ 17
Ongoing		x												\$7.65 - \$17.19 pkg of 5	of 5
One time action (with updates)		x												N/A	N/A
One time action (with updates)		x												N/A	N/A
One time action (with updates)		x												N/A	N/A
One time action (with updates)		x												\$4,100 to \$5,055	\$4,100 to \$5,055
One time action (with updates)	x		x					x	x					Staff time	\$ -



The numbered strategies, policies, figures, and pages in the citywide plans of the *Saint Paul Comprehensive Plan* all employ the following abbreviations as a prefix to distinguish among these elements of the other citywide plans:

- IN - introduction;
- LU - Land Use Plan;
- H - Housing Plan;
- HP - Historic Preservation Plan;
- PR - Parks and Recreation Plan;
- T - Transportation Plan;
- W - Water Resources Management Plan; and
- IM - Implementation.

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## Strategy 1: Be a Leader for Historic Preservation in Saint Paul

Historic preservation is a core community value. Saint Paul is in a unique position to encourage the preservation of historic resources and to maintain the distinct sense of place that is closely tied to the historic features of the city. Through its ability to create policies and develop programs, the City can foster historic preservation and use it as a tool to revitalize neighborhoods and commercial centers. Preservation is a tool to bring economic development to the city while also enhancing the overall historic character of Saint Paul. Historic preservation should also be used as a means for creating an environmentally, economically, and socially sustainable city. Conversely, the City can impede preservation through policies and programs that result in the loss of historic resources, give preference to new construction over adaptive reuse, or require properties to be altered in ways that cause a loss of historic character, thereby changing the fundamental character of historic resources and the entire city. The first approach is preferred. While there are many ways a city and its governance can be a leader and serve as a steward, there are three key areas where the City must take on a leadership role: policy setting, facilitation, and advocacy and stewardship.

### CITY AS POLICY SETTER

#### 1.1. Strengthen and update the historic preservation ordinance to reflect modern preservation practices and tools:

- a. Clarify and expand terms, roles, responsibilities, regulatory controls and processes;
- b. Broaden the declaration of public policy and purpose statement to frame historic preservation within the context of an environmentally, socially, and economically sustainable city;
- c. Expand responsibilities to include timely reviews of proposed demolition of all buildings and structures in the city, a practice often referred to as demolition delay;
- d. Clarify and improve enforcement powers that include interim protection of historic resources during designation and require owners of designated properties to maintain their properties to avoid costly reconstruction and repair or demolition by neglect (often called duty to maintain);
- e. Clarify criteria for the identification, evaluation and designation process; and
- f. Create a preservation "toolkit" comprised of land use incentives for historic preservation, such as historic variances, the transfer of development rights, and a façade easement program to provide incentives that make it easier to preserve and maintain resources designated for heritage preservation.

#### 1.2. Adopt the broadened declaration of public policy and purpose statement in the historic preservation ordinance as part of the Administrative Code (see Introduction: Background).





## Strategy 2: Integrate Historic Preservation Planning into the Broader Public Policy, Land Use Planning, and Decision-Making Processes of the City

The HPC is often perceived as being responsible for all of the City's historic preservation activities, when in actuality, a wide range of historic preservation activities are conducted by many different departments throughout the City. Currently, many of these efforts are not coordinated. Not only do many departments lack an official preservation policy but there is a disconnect between some City practices and preservation goals. Outdated survey data on historic resources, limited staffing, and competition for funding to preserve City-owned historic resources create additional challenges. The net result of these conditions is mixed. There are many preservation success stories, but there is also the potential to negatively affect historic resources. Improving the standing of historic resources in the planning process will require a multi-faceted approach. There must be a unified vision for historic preservation that is aligned with City preservation policies. Up-to-date information on historic resources needs to be available to decision-makers. Departments need adequate levels of properly trained staff. Coordination between City departments will help ensure that historic resources are fully considered during policy, land use, planning, and decision-making processes.

### ALIGNMENT WITH REGULATORY POLICIES, PLANNING PROCESSES AND DEPARTMENTAL GOALS

**2.1. Develop, in cooperation with the City Historic Preservation Officer, a preservation policy for each department affecting the built and/or natural environment that incorporates historic preservation into its mission.** 

**2.2. Incorporate historic preservation considerations into development, land use, and environmental reviews, staying mindful of project timelines.** 

State and Federal environmental review regulations require that the impacts of many publicly and privately funded projects on historic resources be assessed. Potential adverse effects to historic resources are to be avoided or mitigated, and preference is to be given to preserving historic resources in a manner that complies with HPC design guidelines or the Secretary of the Interior's Standards for the Treatment of Historic Properties. Planning for projects that use Federal funds, such as road and bridge projects, must consider their impacts on historic resources, including landscapes and corridors, through the Federal Section 106 process of the NHPA (see Appendix HP-A).

The City should consider impacts to historic resources in all public and private planning and development projects that require City involvement, action, or funding. Alternatives should be considered to avoid, minimize, or mitigate potential adverse impacts to historic resources.



## Strategy 3: Identify, Evaluate and Designate Historic Resources

Before historic resources can be preserved and interpreted, and their intended meaning conveyed, they must be identified, studied, and evaluated as to their significance and value to the community. This creates a need for accurate information so that decision-makers can make well-informed, rational decisions. Therefore, an up-to-date historic resources inventory is critical. Moreover, an inventory can help avoid last-minute preservation battles that can occur when old buildings and other potentially historic sites are threatened.

### ONGOING IDENTIFICATION AND EVALUATION PROGRAM

#### **3.1. Implement an ongoing survey program to identify and evaluate all types of historic resources in Saint Paul, including buildings, structures, objects, archaeological sites, districts, and landscapes (see Appendices HP-A and HP-B).**

The City should identify, through new survey efforts, a full spectrum of properties that have yielded, or may be likely to yield, information important in prehistory or history; are associated with significant events or with an important pattern of cultural, political, economic or social history; are associated with the lives of significant persons or groups; embody the distinctive characteristics of an architectural or engineering type or style, or method of construction; exemplify the work of a master builder, engineer, designer, artist, craftsman, or architect; exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness, or quality of design or detail; or contain or are associated with distinctive elements of city identity.

#### **3.2. Continue to develop a data base to capture, store, and maintain information collected on historic resources during surveys. The data base should be compatible with the SHPO's architecture-history and archaeology data bases, the City's Geographic Information system (GIS), and the City permitting system.**

- a. Continue to develop a well-organized survey form and data entry program to expedite surveys and data entry; and
- b. Integrate survey results into the City GIS system; map historic resources.

#### **3.3. Make the results of the survey available to departments, decision-makers, and the public.**

- a. Make survey information and results available to all City departments through the heritage preservation clearinghouse;
- b. Add survey results to the HPC website; and
- c. Publish survey results and provide copies to libraries, district councils, and City departments and make copies available to the public.



Before



After

## Strategy 4: Preserve and Protect Historic Resources

Given the many benefits associated with preserving historic resources, it must be recognized that there is a finite number of irreplaceable historic resources in Saint Paul. In order to ensure that these limited historic resources retain their ability to convey their meaning and are preserved for future generations to appreciate and enjoy, they must be properly protected.

There are a variety of threats facing historic resources, including demolition by neglect and purposeful destruction; development pressures, such as potential impacts from the Central Corridor light rail (LRT) project on surrounding historic resources; owners who do not properly maintain their buildings; challenges to finding new uses; and even natural disasters. Since historic resources tend to be somewhat unique, there are an equal number of challenges when it comes to preserving them. Consequently, a number of factors need to be considered before selecting a preferred approach to preserving and protecting a historic resource.

### DESIGN REVIEW FOR SITES AND DISTRICTS

4.1. Utilize design review controls to protect properties and districts designated for heritage preservation from destruction or alterations that would compromise their ability to convey their historic significance. 

- a. Develop clear and comprehensive design guidelines for newly-designated historic resources;
- b. Revise City design guidelines for historic districts and heritage preservation sites;
- c. Develop one set of general design guidelines, based on the Secretary of the Interior's Standards for the Treatment of Historic Properties, to provide general guidance for all properties and districts designated for heritage preservation. The existing design guidelines for each historic district should be supplemental to the general design guidelines and should be updated to specifically address the unique character and condition of the district. Supplemental design guidelines should be prepared to address the uniqueness of individual designated properties. Design guidelines not only address how to respond to changes and repairs to historic buildings; they also address how new construction, such as additions and new buildings, should be sited and designed to reinforce the historic character of the district; and
- d. Regularly inspect construction after projects are approved by the HPC and permits issued to ensure that the project is being constructed according to HPC approval.

4.2. If archaeological sites are discovered during the construction of City or City-funded projects all work should stop until a licensed, professional archaeologist (American Indians as appropriate) is consulted to develop a course of action before construction work resumes. 

## Strategy 5: Use Historic Preservation to Further Economic Development and Sustainability

Historic preservation is one of the most important economic development tools available to a community. Seventy-five percent of the top 20 successful (in terms of economic development) cities in the nation are also among the top cities with the greatest amount of historic rehabilitation activity.<sup>8</sup> Historic preservation benefits a city by strengthening its sense of place and identity, as well as providing amenities and contributing to the long-term sustainability of irreplaceable resources. As an economic development tool, preservation creates jobs, stimulates tourism, increases property values, provides excellent incubator space for businesses, and provides an amenity that helps cities compete with the suburbs. The result is a stronger, more economically sustainable city. While Saint Paul has successfully used historic preservation to transform and revitalize Lowertown, many buildings in Downtown, and numerous successful neighborhood commercial nodes, Saint Paul has yet to take full advantage of the economic development potential of historic preservation.

One of the keys to using historic preservation as an economic development tool is the designation of historic resources. Designation not only opens the door to a number of incentives, such as historic preservation tax credits, but it also provides a measure of neighborhood and community stability. When a historic resource is designated as a heritage preservation site, the associated regulation provides some predictability that improvements will maintain and improve the integrity (and market value) of the site.

In a built-up city like Saint Paul, historic preservation is a greener and more sustainable alternative to major new redevelopment projects, which may require the demolition of existing buildings. Retaining historic buildings saves precious natural resources and energy, avoids filling landfills with used materials, and makes use of historic materials that may be of higher quality than what is available today. Moreover, historic buildings that have been well-maintained are adaptable to a range of new uses. Another added benefit is that most new buildings are designed to be thermally sealed and rely on mechanical systems for heating, cooling, and lighting while historic buildings often have large windows and other features that provide natural light and ventilation.

Saint Paul is fortunate that its building stock has generally not been destroyed by benign neglect or purposeful demolition and has benefitted from foresight by city leaders and citizens. The city has also not been severely affected by inappropriate development. The benefit of this condition is that many historic resources have retained their historic character and now create an opportunity for a tremendous amount of investment that will further strengthen the economic vitality of Saint Paul. The National Trust for Historic Preservation recognized this in 2002, when it named Saint Paul as a demonstration site for



Dollar for dollar, historic preservation is one of the highest job-generating economic development options available to a community. In new construction, the majority of construction costs are for materials, with labor being a much smaller percentage of the total cost. The opposite is true for historic preservation. In historic rehabilitation projects, the majority of construction costs are for labor, with a much smaller percentage going to material costs. As an example, suppose a community is choosing between spending \$1,000,000 in new construction and spending \$1,000,000 in rehabilitation. What would the differences be?

- Rehabilitation projects will initially allow \$120,000 more dollars to stay in the community compared to new construction;
- Rehabilitation will create five to nine more construction jobs than new construction;
- Compared to new construction, rehabilitation will create 4.7 more new jobs elsewhere in the community;
- Household incomes will increase \$107,000 more with rehabilitation than with new construction; and
- Retail sales in the community will increase \$142,000 as a result of that \$1,000,000 of rehabilitation expenditure—\$34,000 more than with \$1,000,000 of new construction.<sup>9</sup>

8 Rypkema, Donovan D. *The Economics of Historic Preservation: A Community Leaders Guide*. National Trust for Historic Preservation, Washington, D.C.1994.

9 Rypkema, Donovan D. *The Economics of Historic Preservation: A Community Leaders Guide*. National Trust for Historic Preservation, Washington, D.C.1994.

## Strategy 6: Preserve Areas with Unique Architectural, Urban and Spatial Characteristics that Enhance the Character of the Built Environment

Only a portion of Saint Paul is historically significant and worthy of the level of protection afforded by local designation. However, Saint Paul's traditional urban fabric—its streets, density, placement of houses on residential lots, development along transit corridors, land use patterns (such as small commercial nodes on the edges of neighborhoods), architectural continuity, and walkability—uniquely defines the city and the quality of the urban experience in Saint Paul. Moreover, these features strengthen the social fabric of the city and its neighborhoods by creating an environment where residents can interact.

Preservation of important broad patterns and features of the city requires a different approach than traditional historic preservation practices. The following policies address the preservation of Saint Paul's unique, historic urban form and character in areas not meeting the criteria for local designation.

### NEIGHBORHOOD CHARACTER

**6.1. Determine the character-defining features of each neighborhood that should be preserved; incorporate these features into area plans and master plans for new development.** 

**6.2. Increase community awareness about the distinctive features and characteristics of Saint Paul's neighborhoods.** 

### TRADITIONAL URBAN FABRIC AND FEATURES

**6.3. Explore the creation of neighborhood conservation districts.** 

In its broadest interpretation, conservation district planning speaks to the idea that the total environment—built and natural—is worthy of understanding and protection. In urban settings, conservation districts usually refer to the delineation of an area with a distinctive appearance, amenity, landscape, architecture, and/or history that does not easily fit into standard historic district frameworks. Neighborhood conservation districts are a tool to recognize and preserve the unique features of an area that, while they define the area's overall character, may not rise to the level of significance required for formal designation. Features and characteristics may include the size, scale, architectural character, and material found on buildings; the rhythm and spacing of structures; general visual character; and infrastructure. In conservation districts, development standards are typically less stringent than the design guidelines for historic districts, and they are customized to protect the unique characteristics of a particular neighborhood.



Photo courtesy of the Minnesota Historical Society.

## Strategy 7: Provide Opportunities for Education and Outreach

Historic resources play an important role in bringing meaning to a place and connecting people to where they live. Public outreach and education are instrumental to raising awareness about historic preservation and its benefits to the City, its residents, and its developers. Utilizing historic resources to convey the history of Saint Paul to residents and visitors will connect people to Saint Paul and make it more desirable. Education is equally important when it comes to understanding the goals and processes of historic preservation.

The HPC already offers a number of programs to educate the public about historic preservation. It has installed historic district identification signs around designated historic districts. The HPC co-sponsors the Annual Saint Paul Heritage Preservation Awards with the American Institute of Architects and oversaw the writing of *St. Paul's Architecture: A History* (University of Minnesota Press, 2006), by Jeffrey A. Hess and Paul Cliford Larson. These efforts, however, are not enough. Education efforts must be more broad in scope. Multiple approaches must be developed to meet the demands of various audiences, ranging from residents who want to learn more about where they live, to tourists who want to experience historic places and sites, to developers who want to know the requirements and procedures for redeveloping historic resources, to City staff who need to make a variety of decisions that will affect historic resources.

### THE STORY OF SAINT PAUL

#### 7.1. Develop programs to educate the public about the history of the city.

- a. Partner with organizations, including the Minnesota Historical Society, Ramsey County Historical Society, Historic Saint Paul, Preservation Alliance of Minnesota, Mississippi National River and Recreation Area, and district councils, to offer guided tours and lectures on the history of Saint Paul;
- b. Develop and partner with organizations to create self-guided walking tour brochures for Downtown and designated historic districts;
- c. Add information about neighborhood histories and historic resources to the HPC website that enables residents and tourists to learn about Saint Paul and develop customized, self-guided tours. Additional information may include an interactive map, designation studies, NRHP nominations, inventory forms, and context studies;
- d. Install interpretative panels as part of City-funded capital and development projects that include historic sites or are the site of significant historic events;
- e. Collaborate with Saint Paul schools to develop education curriculums that teach the history of Saint Paul and help students understand the importance of historic preservation; and
- f. Organize a series of educational forums to inform the general public about existing designated sites and districts and new context studies.

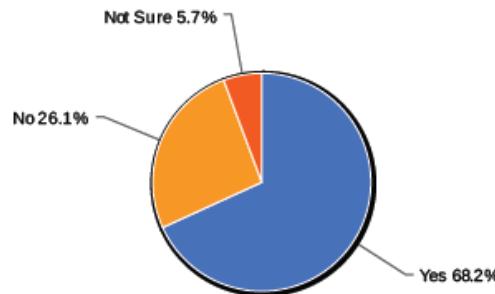




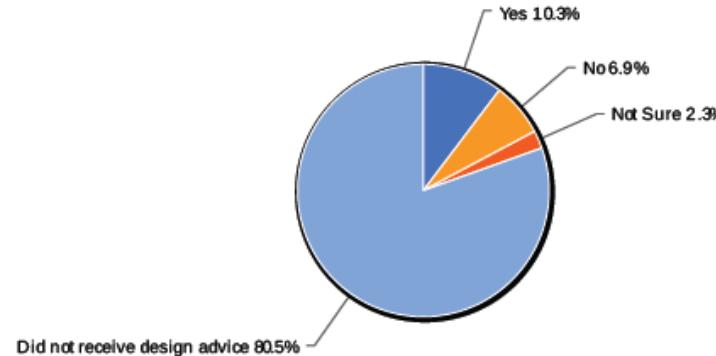
# Possible next steps

# Develop community survey

2. Are you aware the City of Fort Collins requires a historic review of buildings and structures that are over 50 years old before allowing exterior alterations, additions or demolition?



5. Do you feel the design advice helped you to better understand the purpose of historic review and/or the criteria for historic approval?



# Review preservation practices of other cities

## Attachment 2: Historic Preservation Program Comparison of Select Colorado and U.S. Communities

Municipality	Landmark Designation	Design Review	Demolition Review	Incentives	Preservation Activities
<b>Aspen</b>  Size/Population: 3.9 sq. mi. / 6,680 people (2012 est.)	Ordinance since 1972. 2 local districts, 198 individual landmarks. City Council designates. Non-consensual designation permitted for Victorian buildings; Modern buildings require owner consent. Anyone may submit an application for designation. No number or percentage requirement for non-consensual designation. No age requirement for designation. No fee.	Design review by Hist. Pres. Commission for most exterior changes; single set of design guidelines; uses Sec. of Interior Standards. Contractors required to take a historic preservation licensing exam before receiving a permit to work on a historic property	Review required for buildings located in the Main Street or Commercial Core Historic Districts, and buildings on the Inventory of Historic Sites and Structures. Delay for 90-day period.	500 sq. ft. Floor Area Bonus for additions to designated historic properties; 0% interest loan up to \$25,000, based upon financial need, for repairs to properties in violation of current zoning codes, or threatened by neglect.	New inventory forms, maps and historic context papers adopted only every 10 years starting in January 2011
<b>Boulder</b>  Size/Population: 24.7 sq. mi./ 101,808 people (2012 est.)	Ordinance since 1975. 10 historic districts, 162 individual landmarks. City Council designates. Non-consensual designation permitted, 25% owner consent required. Owners, Council, Commission, organizations with preservation interest may apply. No minimum age. Fees: \$25 for individual property, \$75 for district.	Landmark Alteration Certificate (LAC) review of exterior changes to all landmark properties. Three levels of review: staff; Landmarks Design Review Committee (LDRC); and Landmarks Board. 200 to 300 LAC reviews annually. 60% of applications reviewed by staff. Adopted design guidelines, and district-specific guidelines for most historic districts. Uses Secretary of the Interior Standards and additional criteria.	Required for all non-designated buildings 50+ years old. Demolition defined as the removal of 50% of the exterior walls; 50% of the roof area; or removal of any exterior wall facing a public street. Buildings constructed after 1940 reviewed by LDRC. Buildings built 1940 and before reviewed by Board. Delay for 180 days. Approximately 60-100 applications reviewed by staff each year; Board reviews four to six applications per year.	14 incentives: Tax advantages (federal, state tax credits, City sales tax waiver); State Historical Fund grants; review assistance through LDRC; exemptions/variances from select building and zoning code standards; recognition through a plaque program for individual landmarks. Both County and City have open space taxes to purchase natural areas and parklands; may include properties with historic value.	Partnership with Historic Boulder, for advocacy, education and outreach. Preservation Month Activities, including tours and an awards ceremony. Presentations to local organizations. Informational brochures. Digitization of survey forms on City's Carnegie Library for Local History's website. Production of a video about historic preservation in Boulder.

# Put together a successful planning team

- Involve a wide range of stakeholders
- Clearly identify who will lead the planning process
- Use a wide range of methods to involve the public in the planning process
- Develop a clear mission and vision statement to guide the plan
- Reviewed the community's previous planning efforts
- Clearly define the planning team's responsibilities