



Preservation Plan Update

Community & Economic Development
Office of the Director

To: Historic Landmark Commission members

From: Cheri Coffey, Assistant Planning Director (cheri.coffey@slcgov.com – 801-535-6188)

Date: September 25, 2012

Re: Update on the Preservation Plan

The City Council is considering adopting the Preservation Plan. As of this date, it is tentatively scheduled for a possible decision on Tuesday October 2, 2012. I will update the Historic Landmark Commission about the plan at the Thursday October 4, 2012 Commission meeting.

As you know, since 2009 when the Council received the recommendations of the Historic Landmark Commission and Planning Commission, they have held several work sessions and public hearings on the matter. In the fall of 2011, members of the Planning Division Management Team met with the City Council and Council Staff about the preservation plan and how to move it forward. Since that time, Staff has revised the plan at the direction of the Council.

Attached is a brief summary of the Final Draft Plan that the City Council is considering. The summary includes the direction the City Council gave staff as well as the “substantive policy changes” for each chapter. Most of what was in the original recommendations has not been changed. Most of the changes include new policies that have been added. The entire draft plan is on line at <http://www.slcdocs.com/Planning/Projects/HistoricPreservationPlan/CommunityPreservationPlanFinalDraft.pdf>

If you would like a hard copy of the draft plan, please let me know and I will deliver one to you. The plan in its rough format is approximately 200 pages (including appendix). Once the plan is adopted, we will polish it up for public distribution.

Please let me know if you have any questions or comments.

Thanks

Community Preservation Plan At a Glance



Salt Lake City has been working on a city-wide policy plan that relates to Historic Preservation and the preservation of community character. Although the City adopted its first Historic Preservation Ordinance in 1976, the City has never adopted overarching policy guidelines relating to historic preservation or preserving neighborhood character. This fall, City Council is considering the adoption of the Community Preservation Plan. The Plan is made up of Five Vision Statements.

1. Foster a Unified City Commitment to Preservation
2. Develop a Comprehensive Preservation Toolbox
3. Administer a Convenient and Consistent Historic Preservation Program
4. Improve Education and Outreach
5. Support a Sustainable City

What the Process has Been

- The City Council allocated funds for the Preservation Plan as part of the 2006 budget.
- The Planning Division hired Clarion Associates to prepare the draft plan in April 2007.
- The Historic Landmark Commission held a public hearing and made a recommendation in April 2009.
- The Planning Commission held a public hearing and made a recommendation in September 2009.
- The City Council has held public hearings and has been reviewing the plan but there has been no vote on the matter.
- In the Fall of 2011, the Planning Division began working with the City Council and its staff on how to move the plan forward.
- The Preservation Philosophy was adopted by the City Council in November 2011 to set clear direction for the City's Preservation Program.



Three workshop and open house events were held during the course of the planning process to garner public input.

Direction from the City Council

The Planning Division received direction from the City Council and City Council Staff on what types of changes were needed to the Preservation Plan in order to move it forward.

There are several goals in making revisions to the draft plan. They include the following:

1. Incorporate the Preservation Philosophy Statement into the plan;
2. Identify the many ways Salt Lake City achieves historic preservation policies, rather than just through local designation and design review program as overseen by the Planning Division and Historic Landmark Commission;
3. Change policy document from one of only historic preservation to include community character preservation— hence the new name “Community Preservation Plan;”
4. Provide more types of tools to support preservation (either historic preservation or community character preservation)
5. Include big ideas on ways preservation can be achieved / encouraged in Salt Lake City
6. Streamline the document
7. Ensure the plan provides policy direction by including more specific policies to help implement the preservation program.
8. Strengthen the policy and action item language in the plan including addressing the tough issues the preservation program has faced over the last several years.
9. Ensure there is a separation between the City's local historic preservation program and the National Historic Register program.
10. Remove or modify language that would commit future City Councils relating to funding items.

Summary of the Revised Community Preservation Plan

I. Introduction

Overview

This Chapter identifies the background of historic preservation in Salt Lake City and the objectives and purpose of the plan.

Changes to the 2009 draft plan

1. Includes the entire Preservation Philosophy in the Plan.
2. Includes information relating to what historic preservation is, what community character preservation is and how they are different.
3. Combines Chapters 1 and 2 from the Planning Commission recommended version of the plan to remove redundancies. Chapter 2 listed all of the Vision Statements from each chapter of the plan. Rather than having a whole chapter with duplicate information, each vision statement is listed in the specific chapter it relates to. The wording of each Vision Statement has not been changed.



The City & County Building



The 19th Ward Chapel is a city-owned Landmark Site managed by Public Services Department and leased by the Salt Lake Acting Company

II. Foster a Unified City Commitment to Preservation

Overview

This Chapter identifies how historic preservation is pursued within the City and its departments. It identifies how the City will undertake historic preservation efforts and how interdepartmental coordination and cooperation should work to implement historic preservation goals.

Changes to the 2009 draft plan

1. Require consideration of how City funded projects, including RDA projects, may impact historic resources and allows the Planning Director to review and comment early in the stages of planning on those types of city projects.
2. Provide adequate resources so the divisions and RDA can appropriately address historic preservation.
3. Allow one of the objectives for the use of city funds / loans (such as RDA loans, small business loans and housing loans) to be for historic preservation efforts.
4. Place city-held preservation easements on, or designate as Landmark Sites, any city-owned historically significant resource before selling the property.

III. Develop a Comprehensive Preservation Toolbox

Overview

This chapter identifies all of the tools that are, or could be, used to support the preservation program. It describes things such as historic resource surveys, designation processes, the difference between the National Register and local preservation programs, regulations, guidelines, and incentives.

Changes to the 2009 draft plan

1. Work toward resurvey of local districts to occur approximately every 10 years.
2. Require professional historic resource surveys prior to local designation.
3. Understand that just because a resource is designated in the National Register, it is not automatic that it should be locally designated as historic.
4. Encourage National Register designation to afford property owners the tax incentives it provides to encourage the rehabilitation of the City's building stock.
5. Identify that the primary purpose of local historic preservation is to preserve history and other tools should be sought if the primary purpose is something other than that (such as to stabilize a neighborhood).
6. Include various specific review criteria identified in the Preservation Philosophy including:
 - Allow more flexibility for alterations on secondary elevations
 - Application of standards should be reasonable and consider technical and economic feasibility.
 - Recognize that change is part of a natural evolution of the built environment.
 - Allow greater flexibility for non-contributing structures.

III. Develop a Comprehensive Preservation Toolbox (continued from previous page)

7. Determine the level of property owner support before designation action is taken.
8. Support the Building Official to regularly allow modifications to current building code requirements where it would better meet the historic preservation standards while not making the structure any less safe.
9. Change the demolition standards for a contributing structure to include a factor for consideration regarding whether the proposed demolition would help facilitate other important adopted city policies.
10. Include various types of regulatory tools
11. Include various types of incentives (including regulatory, financial and process)
12. Analyze whether to increase the fee for demolition requests to cover the actual costs to process the request.
13. Analyze whether to decrease the fee for adaptive reuse of Landmark Sites.
14. Understanding that following the rules should be rewarded; allow even major alterations to be approved administratively where it is clear they meet the standards rather than arbitrarily requiring alterations of certain size to have to go to the Historic Landmark Commission.
15. Allow an expedited permitting process for approved projects in local historic districts and to Landmark Sites.

6.0 ARCHITECTURAL DETAILS

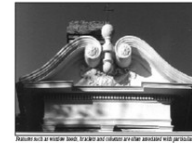
Policy:
Architectural details help establish a historic building's distinct visual character. They should be preserved whenever feasible. If architectural details are damaged beyond repair, their replacement, matching the original detailing, is recommended.

Background

Architectural details play several roles in defining the character of a historic structure: they add visual interest, define contributing styles and types, and often show superior craftsmanship and architectural design. Features such as window heads, brackets and lintels, window moldings and door frames associated with particular styles and traditions often provide a visual record.

Treatment of Architectural Features

Preserving original architectural details is essential to the integrity of the building and its context. When replacement is required, one should strive to use those practices that are historical and best designed. Great attention to detail is required with an exact replica of the original detail. The integrity of the building as a historic resource is diminished and the preservation of the original material is lost.



Preserving original architectural details is essential to the integrity of the building and its context.

Architectural details are an important part of a building's character and should be preserved whenever possible.

The design guidelines address renovations, additions, and new construction affecting local landmarks and historic districts.



The Historic Landmark Commission at work

IV. Administer a Convenient and Consistent Historic Preservation Program

Overview:

This chapter focuses on the local preservation program relating to the Historic Landmark Commission and design review.

Changes to the 2009 draft plan

1. Identify the Historic Landmark Commission as a regulatory body. Its authority is to educate and regulate. Therefore, it should not advocate for historic preservation. The City as a whole is an advocate for historic preservation.
2. Evaluate the time it takes to conduct timely reviews to determine if the resources for historic preservation are adequate.
3. Increase training for City Staff, including enforcement and inspectors, so there is a better understanding of the overall regulations and policies relating to historic preservation.
4. Design review for Character Conservation Districts should be done administratively (over the counter) rather than through a decision making body.

V. Improve Education and Outreach

Overview

This chapter focuses on how we education and work with the public relating to historic preservation. It includes information on the preservation partners we have: the State Historic Preservation Office and the Utah Heritage Foundation.

Changes to the 2009 draft plan

No substantive changes to the policies and action items proposed for this chapter.



The Planning Division has provided information about historic preservation at the Greater Avenues Street Festival for several years.

VI. Support a Sustainable City

Overview

This chapter focuses on how historic preservation is sustainable. There is information relating to Energy, Economic Development, Landscaping, Transportation and Housing.

Changes to the 2009 draft plan

1. Clarifies the Urban Forester's role in overseeing the health of the Urban Forest, Engineering Division and Public Services Department's authority to oversee the use of public open space and the Planning Division / Historic Landmark Commission's role to ensure the overall character or the historic built environment is preserved.
2. Requires the Transportation Division to consider impacts to historic resources when developing routes and station locations for new fixed rail transit.
3. Allows an additional dwelling unit in historic districts where the lot size would not allow additional dwellings but the zoning district would.
4. Allows additional dwelling units in historic resources (such as carriage houses, garages, and principal structures) that are located within a certain proximity to a fixed rail transit station.
5. Clarifies that grading and physical structures (such as stairs, walls, driveways, etc) is what regulated on private landscapes for preservation purposes (not the planting material).



This new house in the Central City historic district is considered a "green build"; however, rehabs can be green, too.

VII-Implementation Action Plan

This section has been revised to include all of the action items

Appendix

This section includes the parts that were in it before

- A. Description and cursory recommendations of existing districts as well as some that may have merit
- B. Applicable master plans and policies
- C. Existing Funding Sources
- D. Definitions relating to historic preservation

It also includes educational information that previously was in the body of the plan

- E. Process to develop the Community Preservation Plan
- F. Transit and Historic Preservation
- G. Transfer of Development Rights
- H. Chicago Historic Bungalow Initiative- a Case Study
- I. Conservation Districts
- J. Protecting structures of the Recent Past

View a Copy of the draft plan on our website at

<http://www.slcdocs.com/Planning/Projects/HistoricPreservationPlan/CommunityPreservationPlanFinalDraft.pdf>

Comments or Questions

contact Cheri Coffey, project manager
Email: cheri.coffey@slcgov.com
Phone: 801-535-6188