



Salt Lake City Community Preservation Plan

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A citywide guide to guide community preservation efforts in Salt Lake City

Community Preservation Plan Table of Contents

Introduction	I-1
What is Historic Preservation?	I-2
What is Community Character Preservation	I-3
Historic Preservation vs. Community Character Preservation	I-3
History of the Historic Preservation Program in Salt Lake City	I-4
How we Practice Historic Preservation in Salt Lake City.....	I-7
Community Character Preservation	I-8
Objectives of this Plan	I-10
Planning and Outreach	I-10
Regulations and Incentives	I-11
Historic Resource Inventories and Surveys	I-12
Turning a Vision into Actions	I-14
Foster a Unified City Commitment to Preservation.....	II-1
Vision.....	II-1
City-wide Planning	II-3
Interdepartmental Coordination	II-12
A Shared Understanding of Preservation's Benefits	II-27
Develop a Comprehensive Preservation Toolbox	III-1
Vision.....	III-1
Historic Resource Surveys.....	III-3
Designation	III-10
Regulations	III-23
Incentives	III-31
Administer a Convenient and Consistent Historic Preservation Program	IV-1
Vision	IV-1
Development Review	IV-1
Program Administration	IV-5
Improve Education and Outreach	V-1
Vision	V-1
Support a Sustainable City	VI-1
Vision	VI-1
Energy	VI-3
Historic Landscapes	VI-8
Transportation	VI-13
Economic Development	VI-15
Housing	VI-20

Implementation Action Plan	VII-1
How will this plan be implemented	VII-1
Implementation Action Plan	VII-3

Appendix

A- Historic Districts and Sites Field Analysis	A.1
B- City Plans and Policies for Historic Preservation	A-38
C-Existing Funding Sources Programs for Historic Preservation-	43
D- Definitions	A.49
E-The Planning Process	A-52
F- Transit and Historic Preservation; An opportunity for Partnerships	A-54
G- Transfer of Development Rights	A-57
H- Best Practice Highlight: Chicago Historic Bungalow Initiative	A-59
I- Conservation Districts	A-60
J- Protecting Historic Properties of the Recent Past	A-62

Introduction

Salt Lake City is a City of neighborhoods. Neighborhood development spans from the settlements of the early Mormon Pioneers in the mid 1800s in the Central Community areas close to Downtown to the more recent neighborhoods of Westpointe developed in the 1990s in the Northwest Community. The City's neighborhoods also include important commercial areas, such as Downtown, which tells the story of the Mormon's to the north and the "Gentiles" (non-Mormons) to the south and all of the small commercial centers located throughout the City.

Strong neighborhoods are essential to the health and well being of Salt Lake City. The entire City is divided into neighborhoods. Each neighborhood has unique qualities and attributes that, when combined with others, creates a beautiful and dynamic city.

Today, as the Salt Lake Valley continues to grow, the City's older neighborhoods face increasing pressures for redevelopment and infill, presenting both challenges and opportunities. Many stakeholders have questioned the role historic preservation should play in a modern, growing city, which faces challenges like an expanding transit system that runs through older neighborhoods, and a new emphasis on green development and sustainability.

The Community Preservation Plan identifies a two track direction for preservation in the City: Historic Preservation and Community Character Preservation. Although Historic Preservation tools can lead to both the preservation of important historic resources and preservation of the character of an area, in some neighborhoods, the major goal is not to preserve individual structures and sites but to stabilize the area. In the past, the historic preservation tools were the only strong tools the City had for preserving neighborhood character, however new tools have been identified, which better fit the needs and are more appropriate in certain circumstances to meet the goals of the community.



The State Capitol Building is a major landmark in the city and is listed in the National Register of Historic Places. The successful preservation of the city's historic resources will require the joint and ongoing commitment of the City, the State Historic Preservation Office, Utah Heritage Foundation, and other preservation partners.

This Community Preservation Plan represents the City's first effort to think comprehensively about the role historic preservation and community character preservation policies play throughout all of Salt Lake City and what other tools may be available to preserve and stabilize neighborhood character other than historic preservation. This plan is intended to be used to inform an array of future decisions, from amendments to master plans, to budget priorities, to site-specific development decisions. This plan will be the key strategic document that will guide preservation activity into the future and determine the appropriate role for historic preservation and community character preservation policies in Salt Lake City.

This plan aims to provide vision, policies and actions that will help preserve those areas of the City that are uniquely historic and tell the story of the City's historic past through spaces and structures, while also providing tools to stabilize neighborhoods and areas within the City that are connected by community character more than a specific historic uniqueness.

The purpose of the Salt Lake City Community Preservation Plan is to address the important goals of historic preservation and community character preservation to ensure the continued preservation of the City's neighborhoods.

What is Historic Preservation?

Historic Preservation is a process of protecting local history through identification of unique places that tell "our" story. One can read this history by observing the historic fabric made up of specific cultural and archaeological resources, character defining features expressed in architecture and architectural details, landscape and significant spaces. This process may include the survey and evaluation of historical, architectural, archaeological and cultural resources; development of appropriate measures to protect these resources; identification of public and private funding sources; design for the restoration, rehabilitation and /or adaptive re-use of historic resources and the review of ongoing maintenance.

What is Community Character Preservation?

Community Character Preservation is the preservation of important area development characteristics, as identified by the property owners, in order to maintain the distinctive character of an area and to ensure ongoing stability of the area.

Historic Preservation vs. Community Character Preservation

The goal of Historic Preservation is to preserve those areas that uniquely tell the history of the development of Salt Lake City, the region, state or nation and on the basis of promoting the public interest, allow for regulation of exterior alterations in an effort to preserve the historic sites and structures for current and future generations. Historic resources are tangible evidence of the past, helping us to know where we have come from and who we are today. When historic resources are lost or allowed to deteriorate, a part of our history disappears. Historic preservation provides opportunities for residents and visitors to experience and learn about the importance of our past, to live and work in surroundings that provide a sense of place anchored by collections of older buildings, residential neighborhoods, commercial areas and landscapes. This sense of place drives community pride, encourages neighborhood and commercial reinvestment and results in a sustainable community with cultural vitality.

The goal of community character preservation, on the other hand, is to provide some assurance that the important physical characteristics of a neighborhood, as identified by the current property owners, will be preserved which in turn can help stabilize the neighborhood. The goal of preserving community character is not necessarily to the degree of protecting the overall public interest as it is with local historic preservation and therefore, the regulations are less stringent. The purpose is not to preserve the area based on history, but rather based on current property owner desire and therefore, assessing support of the regulation, by those whose properties would be regulated is appropriate prior to the placement of the regulation.

The strategies for historic preservation focus on preserving historic architecture and site elements while those for community

character preservation focus is on conserving the overall character of an area.

History of the Historic Preservation Program in Salt Lake City

In 1953, the Utah State Legislature passed the Historic District Act acknowledging the importance of the state's historic heritage. The Act declares that the counties, cities, and towns of the state possess the power to identify, preserve, protect, and enhance historic and prehistoric areas and sites lying within their jurisdictions (Section 11-18-1, Utah Code Annotated, 1953, as amended). In addition, these governmental entities are empowered to expend public funds for the purpose of identifying, preserving, protecting, and enhancing historic areas and sites.

Salt Lake City adopted a historic overlay ordinance in 1976 in response to grass-roots concerns about the loss of the City's historic buildings and heritage. These concerns were triggered by a number of demolitions of historic structures that occurred in the late 1950s-1960s, including the Salt Lake Theater and several mansions along South Temple Street, although some neighborhoods such as the Avenues and Capitol Hill had already begun to enjoy quiet reinvestment. The ordinance established the Historic Landmark Committee (which became a Commission in 1995), and provided procedures for designating resources and reviewing development applications that affect historic properties. Three years later, in 1979, the first city-wide preservation guidelines were adopted. The American Institute of Architects interdisciplinary Regional\Urban Design Assistance Team (R/UDAT) report conducted for the City in 1988 led to significant revisions to the zoning ordinance in 1995. Most notably, the revised ordinance contained stricter anti-demolition provisions and established the Historic Landmark Commission as an independent commission (It had previously been a committee of the Planning Commission). Four years later, the City Council adopted design guidelines – *Design Guidelines for Residential Historic Districts in Salt Lake City*. The revised ordinance and design guidelines both helped to strengthen the City's historic preservation efforts.



Though a relatively young city, Salt Lake City has been identifying and protecting its historic resources much longer than most communities in the West. The City has established and continually

improves an array of tools and programs aimed at protecting the buildings and landscapes from its past. These include multiple surveys of historic resources in Salt Lake City's neighborhoods, the establishment of seven local historic districts and dozens of Landmark Sites, adopted design guidelines that direct the character of building projects in the historic districts, and the historic overlay ordinance itself.

The residents and officials of Salt Lake City also have cultivated a strong network of public and private partners focused on preserving reminders of the City's heritage, including the community councils and the public, the Utah Heritage Foundation, and the State Historic Preservation Office, plus an established base of City support for preservation located in the Planning Division.

PRESERVATION PROGRAM HIGHLIGHTS 1976 - 2009

PROPERTIES CURRENTLY PROTECTED BY THE HISTORIC PRESERVATION PROGRAM

Since the adoption of the preservation ordinance in 1976, the city has established six local historic districts and designated over 160 sites as local Landmark Sites. The size of the preservation program and number of designated properties means that city planning staff review a high volume of applications for certificate of appropriateness (COA) applications each year. Over the past five years, staff has reviewed an average of 240 COAs each year, totaling over 1,200 applications.

A NATIONALLY RECOGNIZED PRESERVATION PROGRAM

Salt Lake has a nationally recognized preservation program. In 2007, the American Planning Association named South Temple one of America's "10 Great Streets" and the White House recognized Salt Lake City as a "Preserve America" community in 2006.



A SAMPLING OF SIGNATURE PROJECTS

City and County Building (1891)

Significance: Richardsonian Romanesque architecture. Intricately linked to numerous events in state history – for more information visit:
www.slcgov.com/info/ccbuilding/ccbuilding.htm#making_arch_land



Restored: 1986-1989. Over \$31 million in total construction costs and furnishings to restore the building including exterior cleaning, seismic retrofitting, and restoration work to the tiling, marble, painting and other interior details.

Trolley Square (1908)

Significance: 1900s electric trolley garage.

Restored: Early 1970s. Remains a nationally noted example of adaptive reuse of historic structures. Trolley Square is in the midst of another renovation aimed at enhancing the relationship of the historic structures to the surrounding Central City Historic District through expanded retail space and parking.



First Security Bank (1955)

Significance: Utah's first modern building, one of the finest examples of internationally-influenced architecture in the state.

Restored: 2004. Restoration generated \$2.3 million in historic rehabilitation credits and \$1.23 million in new market tax credits. Received a preservation award from Utah Heritage Foundation and the National Preservation Honor Award from the National Trust for Historic Preservation in 2006.



How we Practice Historic Preservation in Salt Lake City.

In November, 2011, the Salt Lake City Council adopted a Preservation Philosophy to guide the City's Preservation Program. The Preservation Philosophy is as follows:

Salt Lake City takes pride in its history. The City Council and the Mayor consider historic preservation a priority and commit to improving the array of tools, programs and incentives available to protect the best examples of the City's architecture, commercial and residential development, cultural landscapes and archeology to preserve our history for future generations. Historic preservation policies will be considered when developing an appropriate course of action when multiple City policies are involved.

The following are adopted policy directives identified for Historic Preservation in Salt Lake City

1. Achieve a successful city-wide historic preservation program by clearly conveying historic preservation objectives, opportunities and benefits while consistently interpreting and applying the City's adopted standards and efficiently administering the process.
2. Support the designation of new National Register historic districts which provide property owners a significant financial incentive for appropriate re-investment
3. Ensure the boundaries of new local historic districts focus on protecting the best examples of an element of the City's history, development patterns and architecture. Local historic districts should have logical boundaries based on subdivision plats, physical and / or cultural features and significant character defining features where possible.

4. The Historic Preservation Overlay District standards are to be used as the basis for decision making when considering applications for Certificates of Appropriateness. Apply standards in a reasonable manner, taking into consideration economic and technical feasibility.
5. Adopted design guidelines are intended to help decision makers interpret the Historic Preservation Overlay District standards and to provide the public with design advice.
6. Respect that change is part of history and that appropriate additions and alterations must be considered as part of a natural evolution of historic properties and districts. Allow greater flexibility on secondary facades where alterations are less likely to negatively affect the significant character-defining features of the site or historic district.
7. Allow greater flexibility when considering alterations to non-contributing buildings
8. Develop and maintain a public outreach program and continue providing training for the Historic Landmark Commission and Planning Staff to ensure that the City's Historic Preservation Program remains up-to-date on historic preservation practice and philosophy to meet the goals of Salt Lake City.

Community Character Preservation

The need to preserve the unique character of the City's urban neighborhoods, while allowing for modifications to existing homes to meet today's current living standards for space and convenience are important City policies. These policies are aimed at ensuring the City provides housing choices that continue to attract residents to live in the Capital City.

Salt Lake City has been exploring ways to preserve community character for many years. In addition to various down zoning projects since the 1980s, the City has analyzed various ways to implement zoning tools that would help preserve community character.

The first zoning tool aimed at preserving community character adopted by the City Council, was the Yalecrest Compatible Infill (YCI) Overlay Zone in June 2005. The purpose of the tool was to promote a desirable residential neighborhood by maintaining aesthetically pleasing environments, safety, privacy and neighborhood character. This tool established standards for new construction, additions and alterations of principal and accessory residential structures to encourage compatibility between new construction, additions or alterations and the existing character and scale of the surrounding neighborhood.

After the YCI was adopted, other neighborhoods voiced support of similar zoning tools to help provide preservation of neighborhood character. Through a City-wide change to all of the Single-Family and Two Family zoning districts, the City Council adopted the Compatible Residential Infill Development zoning regulations in December 2005 and adopted more targeted regulations in the Capitol Hill and Avenues Neighborhoods in 2006, which were also already within local historic districts.

OBJECTIVES OF THIS PLAN

In 2004, the City completed a review of the historic preservation program and decided to prepare a preservation plan to set a unified city-wide strategy for preservation activity. (See Appendix E) The Community Preservation Plan, in addition to providing a vision and policy direction charting the course for the future, is also intended to address a variety of issues raised by stakeholders during interviews conducted at the start of this project. These issues are summarized below in the following three general topic areas:

- Planning and Outreach;
- Regulations and Incentives; and
- Historic Resource Inventories and Surveys;

PLANNING AND OUTREACH

ESTABLISH LONG-TERM VISION AND STRATEGY FOR PRESERVATION PLANNING

Many stakeholders noted the lack of formally established goals and priorities for historic preservation in Salt Lake City, which they felt has resulted in a preservation program that, to some observers, focuses heavily on historic preservation of already-designated properties and districts and does not adequately articulate a “big picture” vision for preservation in Salt Lake City. This plan addresses a two pronged system to preserve the City’s rich traditions. One branch relating to historic preservation and the other branch relating to community character preservation. In addition, the plan identifies a variety of ways the preservation program is implemented in Salt Lake City.

COORDINATION BETWEEN PRESERVATION AND OTHER CITY PLANS, POLICIES, AND REGULATIONS

The City’s planning structure, which emphasizes master planning at the subarea level, has resulted in individual plans that are strongly tailored to neighborhood interests. This may be helpful in the goal of community character preservation. A concern, however, is that the City’s patchwork quilt of master plans does not necessarily allow for easy coordination between competing City policy goals, or for the development of uniform policies across all areas of the City. To some observers, there have been missed opportunities for collaboration between historic

preservation and other City interests, and sometimes historic preservation interests have been pitted unnecessarily against other worthwhile City goals like economic development and affordable housing. In addition, historic preservation is implemented in various ways throughout the City, and not just through the design review process of the H Historic Preservation Overlay Zoning District overseen by the Historic Landmark Commission.

This Community Preservation Plan identifies these planning and policy overlaps and establishes a strategy for resolving inconsistencies. It also sets priorities for the historic preservation program so that they can be weighed and balanced against other goals and objectives of the City (e.g., increased transit ridership, affordable housing, and redevelopment). The city-wide plan will ensure that preservation goals can be consistently applied throughout the City, resulting in better protection and a higher level of consistency and predictability, as well as identifying the most appropriate approach for preservation goals to be achieved for various types of City projects and by various divisions of the City.

EXPAND EDUCATION AND OUTREACH

The City currently conducts only limited education and outreach as part of its historic preservation program. This plan identifies additional education and outreach programs that should be offered by the City over time to improve understanding of the importance of historic preservation.

REGULATIONS AND INCENTIVES

ADOPT A WIDER RANGE OF PRESERVATION TOOLS

The City's historic preservation regulations consist primarily of the historic overlay zoning regulations and the residential district design guidelines, which apply only to locally designated Landmark Sites and locally designated historic districts. While these are working generally well, there is a need for a broader range of tools to complement the existing regulations and guidelines. This plan proposes that the City expand the tools available for preserving history and character in the City. Specific tools suggested are stricter demolition regulations, more types of guidelines and more incentives in the form of regulatory, financial and procedural. In addition, the plan identifies the need for

additional types of regulatory tools to preserve and stabilize neighborhood character.

HISTORIC RESOURCE INVENTORIES AND SURVEYS

DEVELOP A STRATEGY FOR FUTURE HISTORIC RESOURCE SURVEYS

Historic resource surveys are a vital tool for informing the community about the types of historic properties that exist and the extent to which such properties maintain their historic integrity. City officials have acknowledged that most survey work has occurred sporadically and been completed in a reactionary, rather than proactive and strategic, manner. In response to the 2004 City Council-led review of the historic preservation program, the City has undertaken new re-surveys to update the information for existing districts. This community preservation plan builds on this work by providing additional direction about survey and resurvey priorities for the future.



A resurvey of the Avenues was completed in 2008.

IMPROVE THE UNDERSTANDING OF SALT LAKE CITY'S HISTORIC CONTEXT

The significance of a historic resource today is influenced by the period in which it was established and the role the resource has played in the community over time. Understanding the context in which a particular neighborhood, building, structure, or object was established helps to define the significance of that resource today. In Salt Lake City, past surveys and historic nomination documents have only provided an introductory level of information on the historic contexts of the resources being preserved.

BROADEN THE FOCUS OF PRESERVATION

Preservation in Salt Lake City traditionally has focused on historic districts for the preservation of areas developed prior to World War II as well as various architecturally significant individual Landmark Sites. This plan calls for the City to broaden this focus to include thematically related historic resources, preservation of important resources from the recent past and the preservation of neighborhood character.

In addition, the implementation of historic preservation policies in the City should be expanded to include various methods of implementation and not just through the design review process of locally designated historic resources.

In addition to the Introduction Chapter, the plan includes five chapters that identify the vision for the Community Preservation Plan as well as one implementation chapter and appendices. The appendices provide various types of information relating to historic preservation and community character preservation including potential areas to survey and best professional practice information including how other cities handle various types of preservation topics.

While the City has administered a historic preservation program since 1976, this Community Preservation Plan presents the first opportunity to formally define a vision for the program and set long-term, city-wide goals and objectives to guide specific actions and decisions.

The vision was developed through an ongoing, collaborative process in which the Historic Landmark Commission, the Citizen Advisory Committee for this plan, and City residents all discussed the role they want preservation to play in the future life of the City. The vision provides strategic guidance regarding how the City should maintain, strengthen, and expand its preservation activities in a manner that is consistent with other City objectives, in order to identify and maximize mutual benefits.

This vision is expressed through five themes which make up the chapters of the plan and are described within those chapters:

1. Foster a Unified City Commitment to Historic Preservation.
2. Develop a Comprehensive Preservation Toolbox.
3. Administer a Convenient and Consistent Preservation Program.
4. Improve Education and Outreach about the importance of historic preservation.
5. Support a Sustainable City through historic preservation and preservation of neighborhood character



The City and County Building

TURNING A VISION INTO ACTIONS

The five themes of the vision as identified in the following chapters serve as the foundation upon which this plan is built. Each theme contains policies, and actions that spell out in greater detail how the City will achieve the theme and ultimately the broader vision for preservation in the City.

Vision Themes

Policies

Actions

VISION THEMES

The vision is a general statement that describes the desired future for preservation in the City. In this plan, the vision is divided into five themes that collectively convey the vision for the preservation program by describing how different aspects of preservation will function in the future.

POLICIES

The policies provide guidance for daily decisions to support the implementation of the plan and its vision. It is ultimately the decision-makers' responsibility to weigh and balance seemingly divergent aims of the City to set an appropriate direction.

Actions

Actions are the specific steps that the City and others should take to implement the vision and policies of the Community Preservation Plan.

Foster a Unified City Commitment to Preservation

VISION

Salt Lake City builds upon its past historic preservation achievements by continuing to make historic preservation an important City priority. Historic preservation is recognized as a key component of the future growth, economy, character, and appeal of the City and its neighborhoods. Historic preservation goals are consistent and compatible with larger City land use and economic development goals. Historic preservation is integrated into the City's governance culture through a variety of ways including various funding options, regulations and stewardship by various Departments within the City. All City departments, agencies, boards, and commissions collaborate with historic preservation program staff, communicating their plans and objectives with the aim of seeking potential mutual benefits from each project and investment. City officials lead the charge, fostering a team atmosphere in which each department actively supports preservation and all staff, administrators, and board members and commissioners receive the necessary training. Goals, plans, and policies of the City are aligned, eliminating potential conflicts and forging a unified direction. Collaboration extends to community organizations, businesses, residents, property owners and interest groups, with which the historic preservation program will enjoy a high degree of trust and communication.

OVERVIEW

Preservation issues arise every day in the actions and decisions of a variety of Salt Lake City officials and agencies. Land Use plans for older neighborhoods include a wide variety of official activities involving preservation-related issues in some way, including street and sidewalk improvements in historic districts, redevelopment projects involving up-and-coming commercial centers in historic districts, planning and maintenance of historic parks, transit

planning along historic commercial corridors, and the renovation and maintenance of city-owned historic structures. Yet, the plans, policies, and regulations that direct official City activity in each of these areas often are silent regarding preservation, leading to scores of instances every year where preservation interests must be balanced with other important City goals without the benefit of careful advanced planning. All too often, inconsistencies within City plans and policies set up unnecessary conflicts between preservation and other worthwhile City objectives. To some observers, it is unclear how preservation of the past can assist in building a stronger future or whether the elimination of an historic resource might be appropriate in order to allow for other important city policies to move forward.

A unified and supportive City commitment to historic preservation is necessary to successfully achieve the objectives of this plan now and in the future. Implementation of this plan will be achieved through many types of changes, including planning, regulations, funding decisions, and day-to-day policy and other decisions across the whole City government. A city-wide preservation ethic can be achieved by conveying a clear and consistent message of historic preservation's objectives, opportunities, and benefits to all City officials, departments and agencies. A shared understanding and treatment of preservation across City departments and agencies will be needed to pursue the vision to Foster a Unified City Commitment to Preservation.

CITY-WIDE PLANNING

OVERVIEW

Although the most visible part of the City's historic preservation program is the day-to-day preservation activity occurring within the local historic districts, historic preservation implementation occurs in various ways city-wide. The recognition of this city-wide scope was a fundamental motivator behind the City's decision to create a city-wide Community Preservation Plan. An important function of this plan is to illustrate the best means for city-wide coordination between the actions and planning activities of the City's various departments, agencies, and partners as they relate to historic preservation.

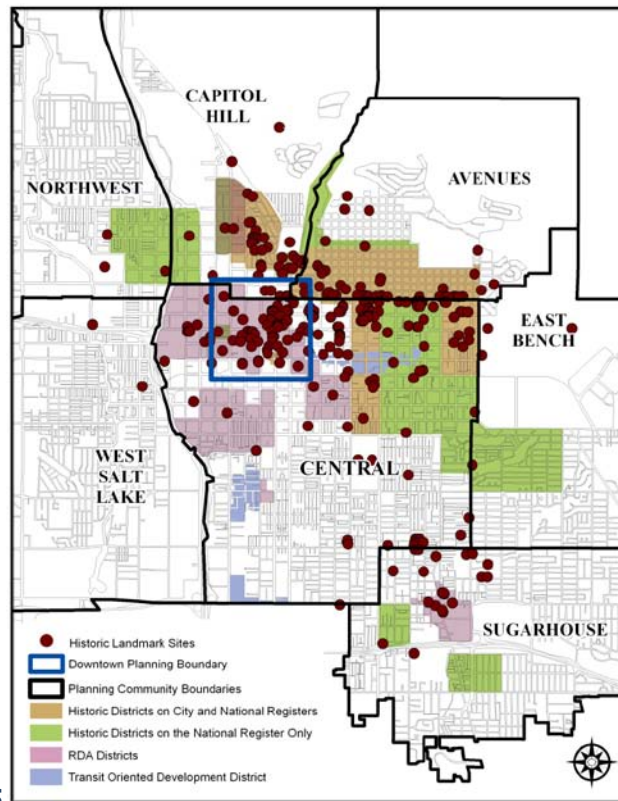
The fact that land use planning in Salt Lake City is performed by numerous entities and for several geographies (e.g., by neighborhood, or by functional areas such as transit corridors) has resulted in some plans and policies that are inconsistent with and unsupportive of preservation. For example, existing zoning designations in some cases allow theoretical maximum densities for an historic site that could only be achieved by replacing the designated historic resource. This is somewhat attributable to the fact that, prior to this plan, the City did not have a clear statement of the goals and objectives for preservation with which other plans and policies could align. With a preservation plan now in place, the City will be able to pursue plan updates to identify and rectify problems, such as inappropriate future land use designations for contributing historic structures. It will also be necessary to simply update plans where overlaps with historic preservation exist to integrate the ideas of this plan.

COMMUNITY MASTER PLANS

Community Master Plans provide great opportunity to ensure that future Salt Lake planning addresses historic preservation-related issues on a consistent basis. Master planning in the City has been conducted in each of eight planning communities, rather than city-wide. A city-wide vision and consolidated policy document

will help identify and organize city-wide policies including preservation policies from this document. It will also identify how the various policies work together to promote the future overall vision for Salt Lake City.

FIGURE 2: LOCATION OF HISTORIC DISTRICTS BY CITY PLANNING



COMMUNITIES

Source: Salt Lake City Planning Division GIS, 2009

There are at least two key areas in each master plan in which the City has an opportunity to define more precisely its overall historic preservation objectives: (1) the setting of goals and priorities for the planning community, which includes a section on historic preservation, and (2) the future land use map.

- Preservation Goals:** Prior to this planning effort, historic preservation goals were defined within individual master plans for the eight planning communities. There is a high degree of variability in how each of these plans has addressed historic resources within its boundaries, and historic preservation issues generally. (See Appendix B) While this plan now establishes a city-wide vision and goals for preservation, how these are integrated and

interpreted through the individual master plans remains an extremely important function for the successful implementation of this plan.

- ***Future Land Use Maps:*** The master plans each include a future land use map, which is intended to direct changes in use and intensity over time. These maps therefore have a huge influence on the City's ability to preserve historic structures and sites. These maps are a blueprint to property owners and development entities as to what development potential to expect for their property in the future. Future land use maps that accurately reflect and convey the presence of historic resources in the land use patterns they establish are critical to the long-term viability of historic resources.

In the future, the plans should identify what actions will be taken to help implement city-wide historic preservation policies and what processes will be followed to find solutions when adopted preservation policies conflict with other important City policies.

Other adopted plans should identify policies relating to historic preservation goals such as adaptive reuse, rehabilitation of existing housing, redevelopment tools for preservation and appropriate zoning to balance preservation goals with other goals such as Transit Oriented Development etc.

In addition, federal regulations require that projects that use federal funding must comply with Section 106 standards of the National Historic Preservation Act if the property is listed or eligible to be listed in the National Register of Historic Places.

CITY-WIDE ELEMENT PLANS

Part of the overall General Plan for the City includes various stand alone element plans. These include the City's Community Housing Plan, Transportation Master Plan, Parks Action and Recovery Plan, Open Space Plan and possible future plans that may relate to Economic Development and Sustainability. Each of these plans provides policy direction on the various aspects of these important elements to the overall City general planning policies. Although the Community Housing Plan includes some specific policies that relate to historic preservation and community character preservation, the other plans are less specific and should be updated to include direction on how they interface with historic preservation and community character preservation policies.

The City's Community Housing Plan includes the following important policies relating to historic preservation and community character preservation.

- Respect the character and charm of predominantly residential districts, including those with historic character and qualities, while also providing opportunities for the provision of local goods and services easily accessed by neighborhoods.
- Maintaining the fabric of the neighborhood and discouraging demolitions is important. Demolition should be discouraged where there is no authorized re-use plan.
- Require architectural designs that are contextually compatible with the surrounding structures and overall fabric of the neighborhood. Especially preserve and incorporate open space, interface well with public spaces and incorporate energy efficient technologies and design.
- Ensure better compatibility with existing neighborhoods for new infill development.
- Provide historic preservation education to developers and property owners, including information on technical and financial assistance and incentives.

- Housing stock preservation and rehabilitation is important, therefore the City should support the reinvestment of existing urban and inner suburban areas.
- Adequately fund programs that assist home and apartment owners in rehabilitating and maintaining housing units.
- Develop programs to enhance and preserve the City's cultural history and character as expressed in the built environment.
- The City should preserve valued historic structures designated as significant to the cultural or architectural heritage of the City based on an up-to-date historic resource survey.
 - Complete a city-wide historic resource survey
 - Reevaluate the infill ordinances and revise them accordingly.

The City's Parks Plan (1988) includes the following important policies relating to historic preservation.

- Protect significant historical or prominent open space and/or natural amenities (Liberty Park improvements and completion of the Jordan River Parkway are listed as implementation priorities).
- Develop standards for maintenance for parks and open lands, including master plans for Washington Square and Parley's Historic Nature Park.

REDEVELOPMENT PLANS

The mission of the Redevelopment Agency is to improve blighted areas of the City, encourage economic development, encourage the development of housing for low and moderate income

households and encourage compliance with and implementation of the City's planning policies. This mission is accomplished through designating specific "project areas" for redevelopment strategies. Prior to the designation of these project areas, redevelopment plans are created which mirror the various adopted planning policies for the area, including community land use plans and the various applicable element plans (such as housing, transportation, etc.). As a new element plan, the Community Preservation Plan is included within the planning policies that the Redevelopment Agency implements to meet its mission.

CAPITAL IMPROVEMENT PLAN

Salt Lake City's Capital Improvement Plan (CIP) is an orderly plan for meeting the community's needs for physical infrastructure facilities such as streets, parks and public buildings. The CIP is a comprehensive schedule of capital improvements needed within the City and establishes a program to accomplish those needs within the City's ability to pay.

Comprehensive capital improvement programming enables a city to coordinate all proposed projects with each other and with other long-term community plans with the assurance that projects will be undertaken in the order of their need. An effective CIP requires annual review and monitoring of the community by the City to avoid out-dated emphasis and misdirection of effort. Projects that are funded through the CIP funds have to be listed on the 10-year plan. As projects are identified for funding, consideration should include how the project may affect an historic resource. This not only includes funding for things like City owned historic structures and parks, but for projects like street reconstruction which may uncover historic artifacts or be located within the City's national and local historic districts.

CITY-WIDE VISION PLANS

The City has two City-wide Vision plans: The Salt Lake City Strategic Plan (1993) and the Futures Commission Report from

1998. Both documents identify important direction for implementing a progressive and livable City and include a strong emphasis on the importance of historic preservation to implement the vision. The Strategic Plan includes a vision that people will recognize Salt Lake City for its success in preserving and adaptively using its significant historic resources and that the City will maintain a character and charm appropriate to its pioneer heritage. The Strategic Plan also includes a value of Revitalizing Our Neighborhoods by promoting neighborhood identity and preserving their character while offering attractive housing opportunities for families. The Strategic Plan also includes an objective that Salt Lake City will be recognized for its efforts to restore and adaptively reuse its historic resources.

Several of the goals of the Strategic Plan have been realized including the restoration and successful uses of the Forest Dale Golf Course Clubhouse, the Chase Home and Chase Mill in Liberty Park and the Memorial House in Memory Grove. Goals of the Strategic Plan and Futures Report that relate to historic preservation and community character preservation including the following:

- Enforce preservation strategies for buildings and neighborhoods.
- Rehabilitate historic buildings for cultural uses wherever possible.
- Our historical heritage, including historic buildings and neighborhoods, is recognized as a vital component of an exciting, livable city. Preserve historic structures, streets and other landmarks in all new development strategies.
- Inventory historic structures, streets and other landmarks.
- Prioritize historic structures that, due their uniqueness, it would be in the community's interest to reuse for public purposes.
- Assist property owners with solving the challenges of adaptive reuse.

- Develop programs to enhance and preserve the City's cultural history and character as expressed in the built environment.
- Provide financial incentive and technical support for the preservation of historically significant commercial and residential properties.
- Identify endangered historic properties to acquire and resell with façade easements.

POLICIES AND ACTIONS RELATING TO CITY-WIDE PLANNING

Policy 2.1.a: Ensure the long-term viability of existing local historic districts.

The City is committed to safeguarding its local historic districts to ensure these vibrant neighborhoods remain an asset to the City for current and future generations.

Policy 2.1b: Ensure consistency between the Community Preservation Plan and all other adopted City plans.

Policy 2.1c: The various city-wide planning policy documents should include policies to address historic preservation and community character preservation as an important City endeavor.

Action 1: Update Community Master Plans, Element plans and other adopted policy documents such as the Salt Lake Community Housing Plan, Transportation Plan, Parks Plan,

Redevelopment plans and Capital Improvement Plan to ensure consistency of policies between the various adopted plans and the policies and objectives in the Community Preservation Plan.

First priority should be given to updating those plans that have already been identified as having elements that conflict with the Community Preservation Plan. Plan updates should identify and address inconsistencies in both the future land use map and also the text which affect historic preservation goals.

Action 2: Develop a Preservation Issues List for Community Master Plans

Establish a list of preservation-related issues that all Community Master Plans should address, if applicable to their area, to provide guidance and consistency as the plans are updated. This list should not only address existing and proposed historic resources, but also how such resources relate to the surrounding physical context, such as nearby landscapes, parks, commercial areas, and transit lines and station areas.

INTERDEPARTMENTAL COORDINATION

OVERVIEW

There are numerous overlaps between preservation activities and the actions and interests of other City departments and agencies. These exist most notably between preservation and Economic Development, Housing and Neighborhood Development (HAND), Public Services, the Salt Lake City Redevelopment Agency (RDA), and the planning and implementation activities for light rail transit service. In some cases these overlaps are confined to a specific geography or project, while in others the overlaps are both dispersed and perpetual.

Various City department and agencies help to implement the City's comprehensive preservation program. This includes past funding for Utah Heritage Foundation rehabilitation programs with City CDBG monies, housing rehabilitation programs, expending money for the maintenance and adaptive reuse of city-

owned Landmarks and historic parks, redevelopment strategies to renovate historic structures in redevelopment target areas and affording low-interest loans to renovate historic storefront on Main Street. However, in some instances, especially relating to various City project activities in local historic districts, including redevelopment and housing programs, the policy objectives of preservation and other City-policy can conflict.

In most instances where conflict occurs, the problem is the level of coordination which has not always been as strong as it could be. Sometimes, a lack of coordination has resulted in project delays, loss of good will, and negative public sentiment. The City has much to gain in aligning its policies and actions to express a unified mission to its residents and avoid unnecessary financial costs. The sections below describe the degree of overlap with each and highlight some of the potential benefits of collaboration.

PLANNING DIVISION

The Planning Division is charged with overseeing the implementation of the H Historic Preservation Overlay Zone. As such, it is staff to the Historic Landmark Commission which is the official City decision making body charged with reviewing and deciding upon all applications for Certificates of Appropriateness that are not delegated to Staff for decision. The City's efforts to implement historic preservation goals through private property regulation, is mainly achieved through this program.

The Planning Division also is charged as the contact with the State for the Certified Local Government program for securing grants for various historic preservation activities, educating the public and advising other City Staff relating to the importance of historic preservation.

The Planning Division also oversees the development and adoption of regulatory tools for preserving and stabilizing neighborhood character through the use of zoning regulations and design guidelines as well as creating master plans that address historic preservation, neighborhood character preservation and revitalization policies.

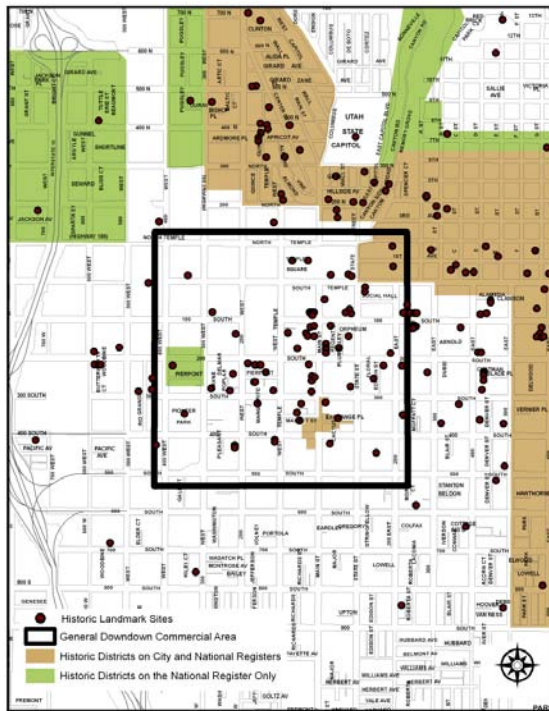
The Planning Division is the main source of expertise in the City in terms of Historic Preservation and Community Character Conservation.

The Planning Division should be consulted by other departments, divisions and the Redevelopment Agency on these matters.

ECONOMIC DEVELOPMENT

Economic development and preservation are more often than not mutually supportive interests. Economic development in Salt Lake City can be supported by preservation through additional housing and commercial activity in historic structures, the integration of neighborhood commercial uses in historic neighborhoods, offering a downtown that highlights the past as well as the future to create a unique destination, and through increased tourism to the City. This overlap is most pronounced Downtown. Rich in historic resources -- including the local historic district Exchange Place, numerous Landmark Sites (and many not yet designated), and various structures listed in the National Register as well as historic landscapes -- the City's Downtown is a wonderful opportunity to highlight the City's rich history as the City builds its own unique downtown fabric. The City's efforts in the Downtown relating to historic preservation have included the RDA's low interest loans for renovation of historic facades as well as zoning that promotes adaptive reuse of many of the warehouse structures in the Warehouse National Historic District to residential, office and retail uses.

FIGURE 3: LOCATION OF DESIGNATED HISTORIC DISTRICTS IN THE CENTRAL BUSINESS DISTRICT



HOUSING AND NEIGHBORHOOD DEVELOPMENT

The majority of historic districts in the City, both local and national, are residential neighborhoods. Those properties in local historic districts or listed as Landmark Sites are subject to additional regulations and review through the H Historic Preservation Overlay Zone for various projects and improvements. Since historic preservation typically increases property values, the long-term viability of these neighborhoods will depend on their ability to achieve a range of size and price in the housing stock to meet a variety of needs, including those of families, the elderly and single people. The Housing and Neighborhood Development Division works in Community Development Block Grant (CDBG)-eligible areas to address housing needs of the workforce and seniors. As of 2011, the majority of the City's locally designated historic districts are located within the CDBG eligible areas which means property owners may be eligible for financial assistance through the City's housing rehabilitation program.

Providing safe, affordable, energy efficient housing in local historic districts or character conservation districts, while following adopted preservation regulations and guidelines is achievable and desired in locally and nationally designated areas. Finding ways to bundle financial assistance through rehabilitation low interest loans and tax credits, as well as ensuring the administrative rules for those local programs help property owners to achieve the financial incentives, will make historic renovation projects and renovation projects in character conservation districts easier for property owners to afford, maintain and improve their properties.

CITY-OWNED HISTORIC STRUCTURES

In addition to the Housing programs that HAND oversees, the Division is also responsible for the appropriate maintenance and management of various City-owned properties, some of which are historic and designated on the National or Local registers. Currently 14 city-owned structures are historically designated.

PUBLIC SERVICES

The Public Services Department is in charge of the development and maintenance of various aspects of the City's property. The Department is in charge of maintenance and rehabilitation of various historic parks and golf courses, the reconstruction of streets in historic districts and the maintenance of various City owned historic structures, such as the Forest Dale Golf Course Club House in the Sugar House community or the Warm Springs Plunge building in the Capitol Hill community. The efforts of the Public Services Department has enhanced the City's historic properties and their continued commitment to adhere to the adopted standards of the local historic preservation ordinances will ensure the continued preservation and use of many of the City's historic resources.

Landscapes, streetscapes, golf courses and parks all contribute greatly to the aesthetics and human appeal of the City. Man-made elements such as historic park plazas, as well as natural features like street trees, can contribute greatly to the character of the surrounding area. In historic parks, major focal points often include old trees, as well as historic accessory buildings and features, all of which make these older parks stand apart from newer parks and public spaces. Maintaining and repairing these historic landscapes requires a more tailored approach to materials and design than typically is appropriate in more modern areas. While some historic landscapes already are protected as Landmark Sites (like Liberty Park or the City and County building's Washington Square), clearer guidance is needed on how to treat all historic landscapes. An expanded view of which landscapes should be treated as historic will help streamline the management of these landscapes. In addition, clarifying the authority of the Public Services Department, especially the Urban Forester, and the Engineering Division, in the review of changes to historically designated public landscapes is critical.

Various historic features such as historic markers, memorials and infrastructure can be found in the historic areas of the City. Original pavement materials of streets which have been covered over with asphalt and historic sandstone sidewalk or curbs are found sporadically in some areas of the City. These things are



The Daughters of the American Revolution fountain is a protected feature of Liberty Park.

usually discovered during City Street reconstruction projects. In some instances, they are removed to provide better safety or a more uniform surface. In other instances, they can be preserved to help tell the story of the City's historic development, especially when they are adjacent to Landmark Sites. These small artifacts can create interesting focal points to help educate the citizens of the area's history and help identify unique aspects of a neighborhood. Retaining some of these features help retain the history of the area. Ongoing communication and early communication with the Engineering Division and Street Repair staff is important to ensure that the existing historic site features are preserved where feasible and where possible, take the opportunity to bring streetscapes and landscapes closer in line to the original historic features.

When reconstruction projects occur, such as the reconstruction of streets, remnants of sandstone sidewalks, curb and gutter and streets may be discovered. It is important to find ways to retain these important pieces of the past that tell the story of the City's development history and ensure they are not lost through repavement or replacement.

REDEVELOPMENT AGENCY

Historic preservation, by definition, occurs in the oldest portions of the City. These areas are also often viewed as sites for redevelopment activity. The ability to retain structures is largely related to both the preservation ethic of the City and the degree of difficulty associated with developing projects oriented to a modern business and lifestyle setting in an older structure. Modern adaptive reuse demands can include the reuse of upper floors of an historic building Downtown for residences or the division of a large historic home into apartments. Facilitating adaptive reuse of structures and providing guidance as to how best to integrate newer (often higher-density) development with older buildings regardless of use will help promote more adaptive reuse. Whether redevelopment activity is located in locally designated historic districts, it usually is located in areas with older building stock which may contribute to the character of the area and may be eligible for historic preservation or neighborhood character preservation. In an urban area such as Salt Lake City, it is

important that the historic structures as well as neighborhood character (whether it is a low-density residential neighborhood or an urban core neighborhood) are preserved where feasible. In many instances, this may lead to an increase in the desirability of the place for new residents and businesses which will lead to higher property values and a higher tax increment to fund additional redevelopment agency activities.

TRANSPORTATION

The City's Transportation policies include supporting a variety of circulation options to afford more choices for mobility, decrease air pollution and traffic congestion and encourage a healthier lifestyle for individuals.

Mass Transit

Mass Transit can include Light Rail, Commuter Rail, Streetcar and Buses. The fixed rail, (light rail, commuter rail and streetcar lines) generally have a positive impact on development but can impact areas where preservation policies are set (whether historic or character preservation) by the catalyst that fixed transit can have on redevelopment.

Light rail transit service in the City connects major destinations in the City including the University, Downtown and the Airport. In so doing, the rail line and station areas move near and in some cases through historic districts, past Landmark Sites, and existing neighborhoods including some that are within existing Redevelopment Target Areas.

Existing transit stations in the City are within or along the boundary of local historic districts (in Central City) near national register districts (along North Temple) and within established neighborhoods such as the Sugar House Streetcar line and the 200 West line south of Downtown. A fixed transit station area is the half mile area around a transit station. While ideal density numbers vary by community, higher density is generally encouraged within transit areas, particularly the first quarter mile from the station to encourage use of the transit system.

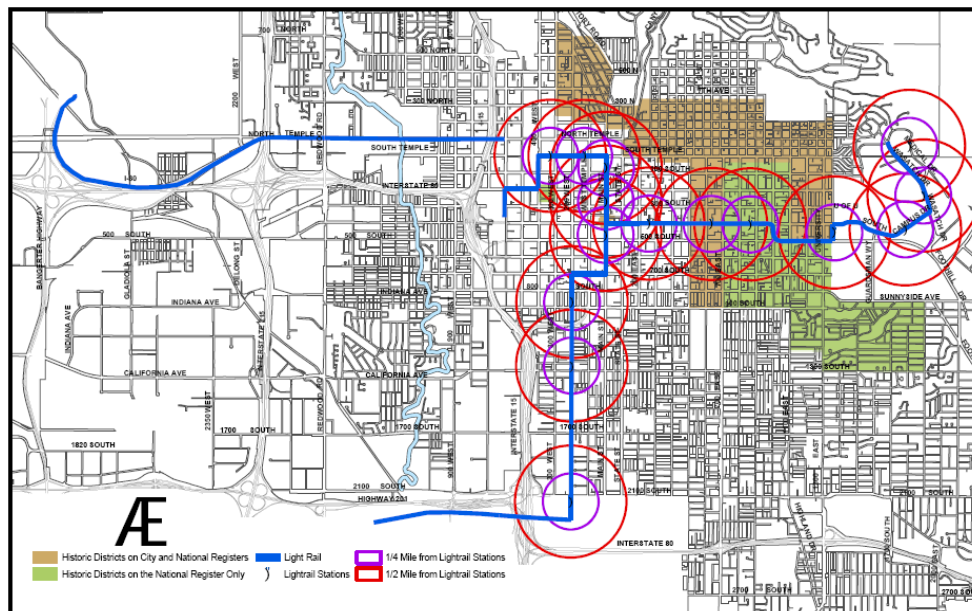
Transit-oriented development (TOD) calls for higher levels of density near transit corridors, and especially surrounding transit stations, to ensure ridership achieves the intended traffic reductions to make the project worthwhile. Where additional density is required in historic districts or near historic structures,

new tools and practices can be employed to facilitate achieving net density goals while minimizing impacts to historic resources.

Development proposals in transit corridors typically are reviewed for impacts on cultural resources pursuant to federal law. This review provides an opportunity to evaluate and mitigate the impacts on historic properties. While the City will have to make some tough choices in the ½ mile areas around stations, careful planning for preservation and transit can employ new tools and practices to find a balance and retain more of the historic and neighborhood fabric.

FIGURE 5: LOCATION OF LOCAL HISTORIC DISTRICTS RELATIVE TO TRAX STATION AREAS

Source: Salt Lake City Planning Division GIS, 2009



POLICIES, AND ACTIONS RELATING TO INTERDEPARTMENTAL COORDINATION

Policy 2.2a: At all levels of City government, make decisions relating to historic resources and preservation activities that are in accordance with the Community Preservation Plan.

Action 1: Work with various City Departments to provide education on tenets of historic preservation and community character preservation and identify with each department ways to ensure the various city funded projects meet the policies of these plans

Examples include working with each City department on the type of projects they complete such as helping the Engineering Division understand where the historic districts and community character districts are and how to preserve important features of the streetscape in a street reconstruction project.

Policy 2.2b: In order to avoid, minimize or mitigate adverse effects on historic properties which potentially may be affected by the undertaking of City development projects, before expending any City or Redevelopment Agency funds or approving any undertaking, each City department and the Redevelopment Agency of Salt Lake City shall

a) Take into account the effect of the undertaking on any district, site, building, structure or object that is included in the National Register of Historic Places or the Salt Lake City Register of Cultural

**Resources or locally designated historic district;
and**

(b) Allow the Planning Director or designee a reasonable opportunity to comment with regard to the undertaking or expenditure with an interest in the effects of the undertaking on historic properties, commencing at the early stages of project planning.

Policy 2.2c: Provide adequate resources to City Departments, Divisions and the Redevelopment Agency to ensure they can appropriately address historic preservation policies and regulations in development projects they oversee or provide funding for.

Action 1: Work with the Housing Division, Economic Development Division, and Redevelopment Agency to find appropriate ways to bundle rehabilitation assistance and other financial assistance for historic preservation and community character preservation to help property owners and developers make appropriate investments and improvements to their properties.

Action 2: Create specific management plans for each city-owned historic resource such as landmark sites, parks, cemeteries and golf courses, to ensure appropriate uses, rehabilitation and maintenance of each resource to ensure the on-going preservation of important city-owned historic resources.

Policy 2.2d: Address conflicting policies

The City will use the Community Preservation Plan to guide decision-making regarding the expansion and maintenance of the historic preservation program and all historic resources. When conflicts arise between the Community Preservation Plan and other adopted City plans, decision-makers should attempt to balance conflicting goals, giving due consideration to the historic preservation and community character preservation goals and policies expressed in this plan, in addition to other City objectives. While all decisions will continue to be made by City officials on a case-by-case basis, factors affecting historic resources (e.g., the potential loss of irreplaceable resources) will be considered.

Action 1: Coordinate regularly with other City departments to ensure compatibility of strategic goals and objectives and to pursue implementation of the Community Preservation Plan.

Policy 2.2e: Coordinate with Housing and Neighborhood Development and Economic Development Divisions to provide project review relating to City Housing and Small Business loan applications targeted to historic resources.

Action 1: Modify review procedures for City Housing and Small Business loans to include project review relating to preservation issues, as appropriate, when the property in question is historic but not locally designated.

Policy 2.2f: Historic Site features such as markers in road, memorials in medians, and sidewalks should be maintained.

Action 1: Inventory Historic Details to Be Preserved

Create an inventory of historic markers, memorials, and any other significant historic site features that should be retained and share that information with the Engineering Division and Public Services Department to inform project planning for street reconstruction projects and other similar projects. As GIS capability expands, these points can be geocoded into a shapefile with a GPS device to make locating and identifying resources easy and convenient.

Action 2: Determine Appropriate Preservation Measures for Historic Landscape Features

Streamline negotiations on preservation of historic site features, such as street and sidewalk details, by determining appropriate protection and mitigation measures and thresholds in advance with the Engineering Division and Public Services department. The appropriate mitigation measures should be tiered based on the significance of the resource. Streets and sidewalks in front of Landmark Sites or ones that serve as view corridors from historic parks may receive special consideration.

Action 3: Public Services Department Coordination

Foster an ongoing arrangement with the Engineering Division and Public Services Department, such that these agencies will notify the planning staff any time repairs are to be made in either a local or a national historic district or to a Landmark Site that may affect historic landscape features. This should also include streets and sidewalks within historic districts that may have been updated in a manner that did not retain historically compatible characteristics. New work to streets, sidewalks, medians, etc in these areas should be viewed as an opportunity to bring the streetscapes and site features closer in line to the original conditions and the guidance and objectives of this plan.

Policy 2.2g: Make Historic Preservation an objective in the use of City Rehabilitation, Economic Development and Redevelopment types of loans.

Action 1: Amend the loan objectives for housing, economic development and redevelopment to include historic

preservation as one of the eligible activities in the use of City financial assistance.

Policy 2.2h: Clarify the authority of the Urban Forester and Engineering Divisions relating to changes to locally designated historic landscapes.

Action1: Clarify that the Urban Forester and Engineering Division oversees and has the authority to make changes relating to vegetation in designated local districts and Landmark Sites while the H Historic Preservation Overlay authority relates to built structures, including walls, fencing, signage, pavement patterns and buildings as well as the overall historic patterns of the landscapes in locally designated historic districts and on Landmark Sites.

Policy 2.2i: Place city-held preservation easements on, or designate as Landmark Sites, City-owned structures that meet the criteria for Landmark Site status prior to the City disposing of these important properties.

A SHARED UNDERSTANDING OF PRESERVATION'S BENEFITS

OVERVIEW

Historic preservation offers communities numerous economic, social, and environmental benefits. An important component of building city-wide support for preservation will be the ability of City staff and other preservation advocates to be able to clearly communicate these benefits. In implementing this plan, the City's Planning Division will work to document and maximize the understanding of the various benefits of historic preservation to the City. This will involve, in part, increased outreach from Planning Staff, and other preservation partners to help convey and illustrate these benefits. Ideally, preservation will be integrated with and help support other City efforts including the development of transit station areas, meeting housing needs, revitalizing and stabilizing neighborhoods, strengthening the City's downtown and tourism activity and creating a sustainable and livable City.

POLICIES AND ACTIONS RELATING TO A SHARED UNDERSTANDING OF PRESERVATION BENEFITS

Policy 2.3a: Identify historic preservation as an important component of the City's sustainability efforts based on its important economic, environmental and cultural benefits to the City.

Action 1: Create an Educational Program to Inform and educate various groups about the importance of Historic Preservation.

Create a variety of materials and seminars to educate decision makers, City employees, applicants and the general public about the importance, best practices, regulations and guidelines of historic preservation, with the objective of increasing awareness and understanding of the role historic preservation plays in the well-



The Planning Division is developing an informational video to educate the public about the importance of preservation.

being and prosperity of the City over the long-term. Tools might include, for example, workshops, videos, or a series of online or hard-copy brochures. Where possible, such materials should quantify specific benefits and offer examples of how investments in historic preservation have helped catalyze additional change and investment. The materials should also highlight some examples of win-win relationships between preservation and other departments and agencies.

Policy 2.3b: Increase City department coordination and communication on area-specific projects and objectives.

Action 1: Develop Property Acquisition Process

Develop a thorough process for the acquisition of historic properties by the City, including up-front planning for future use, resale, renovation, and designation (if appropriate), in addition to the actual purchase of the property. In cases where the City will retain ownership, the purchase process should include a development plan for the long-term management of the site, coordinated with the Housing and Neighborhood Development Division and other applicable City departments and divisions.

Action 2: Planning for City-Owned Properties

Engage the public in discussions about the use of City-owned historic properties (structures, sites, and landscapes) through community group meetings or neighborhood charrettes, as appropriate. Where redevelopment is a potential or desired option, or if one of the Redevelopment Agency or Housing programs could be of assistance to the productive and desired future use of the site, Redevelopment Agency staff and others should be integrated into the planning discussions to encourage their involvement in the project.

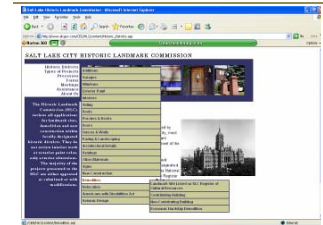
Action 3: Conduct a detailed study of the economic benefits of historic preservation to the City that quantifies the value of historic preservation in the City and identifies opportunities to increase benefits in the future. Coordinate the scope of the study with the City's other efforts in economic development

to benefit and inform plans and actions of both interests as much as possible.

Develop a Comprehensive Preservation Toolbox

VISION

Salt Lake City has an impressive depth and range of historic resources. The preservation program develops and pursues a clear strategy for identifying and protecting a wide range of important resources, including not only older historic districts and Landmark Sites, but also signature resources from the recent past. Also, because preservation has as much to do with preserving the unique character of a place as it does with preserving sites and buildings themselves, the City develops a range of new tools to safeguard the predominant character of established neighborhoods as development and infill take place.



The Historic Landmark Commission website is currently the primary non-staff method of distributing information and applications for historic preservation.

OVERVIEW

In addition to establishing a unified, city-wide vision for preservation in Salt Lake City, it will be equally important to ensure that a broader and more robust range of policy and regulatory tools is available to effectuate that vision.

Since the beginning of the City's historic preservation efforts, the community has developed an impressive array of programs and policies for the identification and protection of historic resources. The most prominent of these tools is the regulatory design review program of locally designated structures and districts. This program includes an ongoing program of historic resource surveys; a tested set of preservation regulations (consisting primarily of the historic overlay zone and the design guidelines); and a Planning Division charged with administering and enforcing all aspects of the regulatory design review program.

Other less visible historic preservation programs the City participates in are more incentive based programs such as the National Register designation of various neighborhoods and individual structures within the City as well as low-interest loan programs for renovation of historic facades, administered by the Redevelopment Agency. There may be opportunity to expand this so that small business loans and housing rehabilitation loans can

be increased for commercial and housing rehabilitation projects for appropriate historic renovation in the City's locally designated districts. In addition, the City expends funds for the preservation of city-owned historic resources such as various Landmark Sites, including the City & County Building and the 19th Ward Meeting House structure in Capitol Hill which is currently leased by the Salt Lake Acting Company. The City also has several historic parks, such as Liberty Park and Memory Grove that it owns and maintains. In addition, the City has partnered with the Utah Heritage Foundation by contributing funds to the Foundations' low-interest loan program for appropriate renovation of historic structures, whether or not within a locally or nationally registered district within Salt Lake City

The comments received as part of this planning process consistently noted that the City's preservation "toolbox" is useful but incomplete. There are opportunities to fine-tune existing regulatory programs -- for example, to address concerns related to demolition and economic hardship, or to update or create new design guidelines. Because the local historic preservation designation requires regulatory provisions on private property on behalf of the public's interest, it was also noted that the City should find additional incentives for owners whose properties are locally designated whether they be financial or process oriented.

Also important is establishing new tools to preserve and stabilize the character of geographical areas where the property owners want some regulation to preserve the area's character but do not want, or where the properties do not meet the criteria for, local historic designation. Continually working to identify new tools and incentives is important for the City to diversify means of achieving its preservation policy goals.

HISTORIC RESOURCE SURVEYS

OVERVIEW

Historic resource surveys are a vital tool for informing the community about the types of historic properties that exist within Salt Lake City and the extent to which such properties maintain their historic integrity. Historic Integrity means that the important factors that make it significant are still intact. If the structure is important because it is associated with an historic figure, those factors may be different than if the structure is associated with a specific type of architecture or craftsmanship. Surveys provide baseline information for evaluating applications for Certificates of Appropriateness for modifications to historic properties. They provide valuable information on the history, architecture, and condition of specific neighborhoods, buildings, sites, and landscapes, and they identify what areas may be qualified for historic designation.

A survey involves the visual examination of a select area or group of properties to determine their historic integrity and significance. In addition to inventorying historic properties, surveys typically rank the resources based on their relative historic significance. Surveys may look for resources from either a geographic or thematic perspective (such as historic multi-family dwelling buildings), depending on their objectives.

Accurate surveys are vital to a well-functioning historic preservation program in a number of ways. For example, surveys help inform development decisions. At the local level, major land use decisions should be informed by the best available information about the presence or condition of historic resources. This applies not only to decisions specifically affecting historic properties, such as Certificates of Appropriateness; it also includes rezonings, subdivisions, conditional uses, the creation of character conservation areas and any other type of land use activity that might affect a historic building or site. In such situations, it is vital to have up-to-date survey information to ensure that historic resources are protected as development activity moves forward. At the national level, Section 106 of the National Historic Preservation Act requires all federally funded projects to assess their impacts on historic resources. On the State level, Section 9-



While geographic surveys may focus on specific areas such as neighborhoods (top), thematic surveys highlight resources by type such as historic churches (bottom), parks, or apartment buildings.



8-404 requires all state-funded projects to assess their impacts on historic resources.

Survey work can be performed at two levels that differ in the level of detail, expertise, time, and resources needed to complete the work. These two survey methods are Reconnaissance Level Surveys and Intensive Level Surveys and are described more thoroughly in Appendix A.

Reconnaissance Level Survey

The reconnaissance level survey, commonly known as a “windshield survey,” is an effective way of evaluating large areas to identify potentially eligible properties for local and/or national historic designation. This survey type is conducted by the surveyor briefly looking at each property or resource within a predefined area or related to a historic theme. An experienced surveyor can determine from this level of survey which resources appear to meet the necessary age and integrity standards and which do not. In Utah, the State Historic Preservation Office (SHPO) requires survey documentation to include a brief context description of the survey area from secondary sources to help frame the history of use and development as well as provide a justification of the survey area boundary. In the field, the surveyor documents potential resources on a map of the survey area and then photographs and makes basic notes on the architecture and apparent integrity of a property. Because no research or more detailed fieldwork is completed on individual resources, the reconnaissance survey offers the benefit of being relatively inexpensive and an effective way of identifying areas where intensive-level survey may be warranted.

Priority Local Districts for Resurvey

Field research as part of this planning effort identifies the following local districts as priority sites for resurvey and boundary evaluation work.

- Central City
- Exchange Place
- Bryant
- Westside Warehouse
- University

Intensive Level Survey

The intensive-level survey builds upon the results of a reconnaissance level survey by involving detailed documentation of each site, building, or structure included in a project. Because of the detailed work and documentation, these are both more expensive and time-consuming. The intensive-level survey typically includes additional photography, enhanced field notes, and archival research to document some history and significance of each resource. This level of survey results in a substantial document (a site form) for each property, where the results of the

fieldwork and research are recorded together with a determination of significance.

Surveys are only as useful as they are current. As time passes, surveys become less and less accurate representations of conditions on the ground. The boundaries of historic areas may expand or shrink, and individual properties may lose or gain their historic integrity. Current survey information is needed to capture these changes and allow for the continuing evaluation (and modification if necessary) of district boundaries and lists of contributing structures over time. Accurate information on properties and districts helps ensure that the time and resources of the historic preservation program are efficiently and appropriately directed to the correct locations.

Once a survey is completed, it should be updated periodically to address the ongoing impacts of two dynamic forces: time and maintenance.

Time: One standard for determining eligibility for historic designation is age. Therefore, surveys must be updated periodically to address new properties that may now be considered contributing due to their age. Further, surveys should be updated periodically to acknowledge that the resources that historians and the public perceive as "historic" and worth preserving may evolve and change over time. Current survey practice tends to recognize a broad range of socio-economic, cultural, and architectural influences that may lead to historic significance, whereas older surveys tended to have a narrower definition of historic significance. Broadly speaking, the older the survey, the less likely it presents an accurate and complete picture of an area's current historic significance.

Maintenance: Over time, property maintenance can impact the status of an historic property.

- A property owner may defer maintenance of their property which leads to a deteriorating condition where the structure no longer qualifies as a historically significant or contributing structure.
- A property owner may make an inappropriate alteration to a structure that renders it no longer historically significant or contributing.

- A property owner may make an alteration that rectifies a past modification and enables the structure to now qualify as a historically significant or contributing structure.
- A structure listed in an older survey may have been demolished.

Salt Lake City has completed 25 historic resource surveys to date, with all but the most recent resulting in the designation of either a national or local historic district. A map of the survey areas is shown in Appendix A.

The nature of historic resource surveys in Salt Lake City has changed significantly over time. The earliest surveys, completed in the 1970s and 1980s were relatively simple and focused on the historic resources with the highest visibility at that time. Since then, surveying has evolved into more of a sophisticated, City-led process that, while sporadic, has focused on a broader range of resources -- from outstanding, high-style individual buildings to large, predominantly vernacular residential neighborhoods.

City officials have acknowledged that most survey work has been completed in a reactionary, rather than proactive and strategic, manner. In response to the 2004 City Council-led review of the historic preservation program, the City undertook new re-surveys to update the information for existing local historic districts. This planning process builds on this work by providing additional direction about which existing surveys should be updated and areas of the City where new surveys should be undertaken. Up-to-date surveys are an essential tool for informing City decision-makers about the context and relative importance of resources in the community. It is important that reconnaissance level and some intensive level survey work that complies with the State Historic Preservation Office's survey guidelines be completed prior to the designation of local historic districts and Landmark Sites.

POLICIES AND ACTIONS REGARDING HISTORIC RESOURCE SURVEYS

Policy 3.1a: Identify historic resources in the City through the use of surveys that are consistent with the adopted State Historic Preservation Office survey criteria.

Policy 3.1b: Reconnaissance and Intensive level surveys that meet the adopted State Historic Preservation Office survey criteria, should be well-maintained and accurately portray the location and integrity of the City's historic resources.

Action 1: Establish criteria to determine where survey work should occur

Develop criteria that may be applied on an ongoing basis to determine where new survey work is necessary. Criteria should include, but not be limited to:

- Concentration of potential resources;
- New types of resources not yet protected;
- Possible endangerment of the resource/area (including encroachment from new development); and
- Need of survey to precede and inform potential planning or development activities (including activities by other departments);

Policy 3.1c: Evaluate, on an annual basis, priorities for new survey work pending allocated resources.

Action 1: Identify areas where new surveys are appropriate

Based on the survey criteria called for above, and using the recommendations in Appendix A as a starting list, develop a list of areas where new historic resource surveys should be undertaken as resources for survey work become available. Update the list on at least an annual basis. Use Geographic Information System (GIS)

technology as one tool to help identify resources that may have historic value but have not yet been surveyed.

Create a simple and easy-to-maintain system of tracking suggestions from property owners, preservation partners, the general public and the Historic Landmark Commission, for areas where surveys are needed. Tracking individual sites may facilitate the identification of possible thematic collections to be surveyed or sites to be nominated individually on the national or local historic registers or for other types of preservation or conservation efforts. These priorities will serve as a framework against which the City can weigh and balance survey suggestions to ensure strategic aims of the preservation program are represented.

Policy 3.1d: Designated resources should be resurveyed approximately every 10 years or earlier where necessary.

Action 1: Identify Areas where resurveys are appropriate

Using the recommendations in Appendix A as a starting list, develop a list of areas where updates or complete revisions to existing surveys are needed, because of the age of the survey and/or changed conditions in the locally designated areas.

Policy 3.1e: Ensure that adequate and complete surveys are used to determine appropriate action relating to implementing policies of the Community Preservation Plan.

These types of surveys are required for both the National Register Nominations and Local Historic Preservation designations. Although specific survey requirements are not mandated for Character Conservation Districts, the professional survey information can be helpful in creating the guidelines for specific Character Conservation districts.

Policy 3.1f: Ensure that survey and archival information relating to historic resources within the City are available electronically for ease of access by the public and other interested parties.

Action 1: Support Archive Development

Submit survey and archival information relating to historic resources within Salt Lake City to the State Historic Preservation Office to be

included in its electronic archives. Also develop capabilities to place City preservation archives online (e.g., photographs, applications).

Action 2: Promote Electronic Archive Use

Use various methods to make the public aware of how to access archival information for research and information on historic resources in Salt Lake City.

Policy 3.1g: Prior to the designation of a local historic district, a professional reconnaissance level survey should be conducted to identify the number of contributing structures and help identify appropriate district boundaries.

Professional survey work can be completed by either Planning Division staff qualified to conduct reconnaissance level survey work or consultants hired by the Planning Division to conduct the work.

Policy 3.1h: Prior to finalizing professional historic survey work, public review and input should be provided.

Any historic survey work should include an element of public involvement to provide information about specific properties and neighborhood history. The public should also have an opportunity to review the survey and provide feedback to the City to help ensure accuracy of its findings and classification of properties.

Policy 3.1i: Historic Surveys should be thoroughly reviewed to ensure accuracy of the classification of properties.

Prior to the Historic Landmark Commission's adoption of historic surveys, each survey should be thoroughly reviewed to ensure accuracy of such work and the classification of properties.

DESIGNATION

OVERVIEW

Once identified, historic resources may be nominated for national and/or local historic preservation designation or be analyzed for other types of preservation tools such as character conservation districts or compatible infill zoning. Local historic designations typically occur following completion of a survey and a National Register designation.

NOMINATIONS

Property owners, non-profit organizations, or local elected officials may pursue individual listing of a property in the National Register and property owners or local elected officials may pursue listing on the local levels. These nominations are typically driven by pride in and awareness of the historical or architectural significance of a property. This may occur so the owner can access the associated financial benefits such as tax credits for rehabilitation projects in the case of National Register historic designation, or Adaptive Reuse of structures through zoning regulations in the case of local historic designation.

Property owners and local officials may also prepare thematic or multiple-property nominations of properties that are connected through a common history, a consistent architectural style, or a similar historic context (a historical theme, geographical area, or chronological period). Nominating a set of related properties can streamline the documentation process, since most resources share a common background that can be described once for the whole group.

A number of thematic and multiple-property National Register nominations have been pursued which include properties within Salt Lake City. These encompass a wide array of historic resources, including commercial and public buildings, transportation facilities, and religious institutions. They include:

1. Sugar House Business District MPS (Multiple-Property Survey)
2. SLC Business District MRA (Multiple Resource Area)
3. Wilford Woodruff Family Historic Residences TR (Thematic Resources)

4. U.S. Post Offices in Utah MPS
5. Electric Power Plants of Utah MPS
6. Perkins Addition Streetcar Suburb TR
7. Jewish Synagogues TR
8. Public Works Buildings TR
9. Historic Resources of SLC MPS (The context name is "Urban Expansion to the Early 20th Century. 1890s to 1930s": the property types is Urban Apartment Buildings.)
10. Mormon Church Buildings in Utah MPS

LOCAL HISTORIC DESIGNATION

Because local historic designation is technically a zoning map amendment, applications for local designation must meet the general rezoning standards in the Salt Lake City Zoning Code. In addition, the application must meet the specific criteria for historic designation of the ordinance.

The majority of individual sites listed on the Salt Lake City Register of Cultural Resources were listed in the 1970s and 1980s. Recent City practice has tended to favor listing resources in the National Register before pursuing local designation in part to build support for preservation by demonstrating the benefits of designation before subjecting the property to local design regulations.

Following local designation, all new construction and all exterior changes to designated properties must meet the adopted standards included in the H Historic Preservation Overlay Zone. The Historic Landmark Commission may deny demolition of a locally designated structure or a property within a locally designated district if it does not meet the standards for demolition as identified in the adopted regulations. Local designation also makes a property eligible for the Utah Heritage Foundation revolving loan.

As of March 2012, the City had 164 individual properties listed on the local Salt Lake City Register of Cultural Resources, including buildings such as the Rocky Mountain Bell Telephone building (56 South State Street), the original Salt Lake City library (15 South State Street), and the Fisher Mansion and Carriage House (1206 West 200 South). Eighty four of these properties are listed on

both the local and the National registers. Examples of properties that are listed on both include the Salt Lake City & County Building (451 South State Street), Union Pacific Railroad Depot (South Temple and 400 South) and the Wasatch Plunge (840 North 300 West).

Local Designation Process and Criteria-

The criteria for designation on the local historic register in Salt Lake City, should not only follow best practices for preservation, but should also ensure that local historic designation focuses on protecting the best examples of an element of the City's history, development patterns and architecture. In addition, although time helps to understand historic value and determine whether a property is sufficiently important in the history of the community, some structures may be important in telling the story of Salt Lake City, prior to reaching the national 50 year standard. Local historic districts should also have logical boundaries based on subdivision plats, physical and / or cultural features and significant character defining features where possible.

Even though a property or area may be listed or eligible to be listed in the National Register, it does not mean that it necessarily is eligible for designation on the local register. Various historic preservation programs can be used effectively for implementing historic preservation policies. However, other preservation methods may not be as strong or effective in preserving some important historic resources or areas, and in those instances local designation should be sought.

Due to their importance in telling the story of the historic development of the City for existing and future generations, the overall public interest is weighed more heavily than any one individual's personal property interests. It is appropriate for the City to understand the degree of property owner support for locally designated properties prior to local designation. In addition, because local designation places additional regulation on some property owners for the benefit of the public, the City should provide various incentives that it would not necessarily afford to other owners whose properties are not similarly regulated.

LISTING IN THE NATIONAL REGISTER OF HISTORIC PLACES

Listing in the National Register is honorific. Designation in the National Register does not impose any regulations or restrictions on the owner regarding the maintenance of their property, but does qualify the owner to take advantage of federal and state tax incentives as well as Utah Heritage Foundation's Revolving Loan Fund, if qualified. See Appendix A for the list of National Register Districts and Sites in Salt Lake City as of November 2011. With the available tax credits, the National Register program provides a great opportunity to incentivize property owners to reinvest in their historic homes which results in increased housing rehabilitation of various eligible neighborhoods and structures throughout Salt Lake City.

COMMUNITY CHARACTER CONSERVATION

Salt Lake City, founded in 1847 with the arrival of the Mormon Pioneers, adopted some of the earliest zoning regulations in the State in 1927 and has subdivisions recorded as far back as the late 1800s. Because of its age, the development patterns in the City are somewhat unique to other areas of the Valley and the State. As a city of neighborhoods, Salt Lake generally has very walkable urban neighborhoods with sidewalks, tree lined streets and uniform setback of buildings. Many of the subdivisions and neighborhoods have uniformity of building type as well.

Overtime, as the City has become more desirable for residents interested in traditional neighborhood settings, the value placed on retaining the character of these places has increased. At the same time, the desire for more living space and updates of structures for modern living conveniences has targeted some of these valued neighborhoods for change. In some instances, existing property owners and residents have sought tools to preserve and stabilize the character of these neighborhoods. However, for many years the only such tool the City had was the local historic district regulation.

Various tools are available that the City should adopt to address the different objectives where neighborhood stabilization is desired, without requiring local historic designation. These tools could include Character Conservation Districts, Neighborhood-

based Zoning, Form Based Codes and Base Zoning changes all of which are approaches to zoning regulations aimed at protecting specific bulk, scale or development characteristics.

Character Conservation Districts

The purpose of a Character Conservation District is to preserve community character (the character may or may not have a connection to the area's history). A Character Conservation District is customized for a specific area and the regulations focus on preserving specific character defining features as identified by the property owners of the district. The community is charged with helping the City create the design guidelines and standards for the regulation. Review of demolition may or may not be a component of a Character Conservation District. If it is included, review of economic hardship should also be included as an option to a property owner who is denied the ability to demolish a structure and feels that the denial is in some way a regulatory taking.

Some cities choose to use this tool as a way to protect districts that may not meet the criteria for local historic designation or where there is little support or a finding that it is not in the public's interest for local designation to occur. However, the tool does not necessarily have to be related to older neighborhoods. It could be used in a neighborhood that is relatively new where the property owners desire to ensure the preservation of certain character defining features of the area.

Neighborhood Based Zoning

The goal of neighborhood-based zoning is to ensure that existing development patterns are taken into consideration when constructing a new home or adding onto an existing home. For example, front yard setbacks for new development are calculated from the average of the front yard setbacks of the adjacent homes; additional building height may be obtained if it is consistent with the height of the surrounding structures; and accessory structures may be built as long as the size and location are compatible with the neighborhood.

In other words, neighborhood-based zoning is a tool which generally focuses on dimensional regulations, such as, building setbacks, height, exterior wall height, size, grade level, and lot coverage. This tool can be used, not to preserve historic resources or community character but to maintain consistent development patterns of the neighborhood.

Form Based Codes

Form-based codes use physical form (rather than separation of uses) as the organizing principle for the regulation. They are regulations that address the relationship between building facades and the public property or street frontage, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. By addressing the form and scale of physical development, they address character of an area rather than just focusing on land uses and lot and bulk regulations of standards types of zoning. A form based code could address various aspects of a neighborhood, such as a neighborhood commercial area, to ensure the important characteristics along the street frontage are preserved.

Base Zoning

Base zoning represents the general residential zoning created for use city-wide such as the R-1/5,000 zoning district. This type of zoning is a generic residential regulation designed for broad application throughout the City and is the least regulatory and least representative of specific neighborhood scale and character. A single zoning designation, such as R-1/5,000 has been used in areas as diverse as Jordan Meadows and the Yalecrest neighborhoods where the scale, development pattern and character are very different. Base zoning relies on maximum and minimum standards for height, lot size, lot width, setbacks and building coverage to limit development. In many cases neighborhoods developed over time with a specific character and pattern that is not represented by the base zoning district. For example, many neighborhoods developed with a single story character where the ridge heights might average twenty feet or less, even though the base zoning district allows a ridge height of thirty feet. As a result new construction allowed by the base zone may not be compatible with the size and scale of surrounding homes and additional neighborhood specific regulations may be necessary for compatible infill development.

It is important to define the characteristics of each zoning tool and provide a menu to help neighborhoods determine which particular approach is best suited to their interests. The following table represents the menu option available and the characteristics of each zoning tool in an effort to provide initial guidance on direction. A neighborhood interested in pursuing new regulatory options for maintaining the character of the neighborhood could review the features of each zoning tool and determine the level of protection that

seems appropriate for its needs. For example, if a neighborhood is interested in protecting the representative spacing of homes in the area and height of structures, Neighborhood Based Zoning may be appropriate. If the property owners are interested in protecting neighborhood design character such as covered front porches and large overhanging eaves, a Character Conservation District may be appropriate. In contrast, if the local history and fabric of the area is important, including the retention of existing structures, the local historic district designation may be the appropriate tool.

Zoning Tools Menu

OPTIONAL TYPES OF NEIGHBORHOOD REGULATION	CHARACTERISTICS
Base Zoning Districts	<ul style="list-style-type: none"> • Typical zoning standards defining where the structure is located on the property dimensional, height and, lot coverage. • Standards not based on specific neighborhood development patterns • No design review process
Neighborhood-Based Zoning	<ul style="list-style-type: none"> • Zoning standards developed for specific neighborhoods – based on the existing development pattern; e.g., Yalecrest Compatible Infill standards • No design review process or design guidelines
Character Conservation Districts	<ul style="list-style-type: none"> • Preserve Community Character • Extent generally limited to individual or multiple subdivision boundaries • Regulation based on characteristics/needs of individual districts as defined by owners of property in the area • New ordinance needed for each Character Conservation District • Design standards in ordinance and potential development of design guidelines for each district • Review could be over-the-counter, administrative and / or discretionary review by a Commission – HLC, PC or new review authority • It may or may not have demolition restrictions
Local Historic Districts	<ul style="list-style-type: none"> • Preserve Local History/Architecture /Fabric • Design Review based on Secretary of Interior standards for all exterior modifications • Demolition Restrictions • Extent generally limited to individual or multiple subdivision boundaries • State and Federal income tax credits (available in LHD if also listed in the National Register) • Potential use of local preservation incentives

POLICIES AND ACTIONS RELATING TO DESIGNATION

Policy 3.2a: Local designation of historic resources should occur where the primary purpose is to protect the historic resources for the public interest and not where the primary purpose is something other than that such as to stabilize a neighborhood or preserve neighborhood character.

Policy 3.2b: The pursuance of new locally designated historic resources should focus on protecting the best examples of an element of the City's history, development patterns and architecture. Local historic districts should have logical boundaries based on subdivision plats, physical and / or cultural features and significant character defining features where possible.

Policy 3.2c: Protect exemplary groupings of historic properties as local historic districts.

Policy 3.2d: Local designation should only occur after the City has an understanding of the degree of property owner and public support for the proposed designation.

Action 1- Rewrite the criteria for local designation to ensure it will help protect the best examples of an element of the city's history, development patterns and architecture.

Policy 3.2e: Local designation of historic properties should only occur, after the City expends resources to inform property owners of the reasons for the proposed designation and what regulations will be included and the incentives offered for local designation.

Policy 3.2f: The boundaries of local historic districts should be examined periodically to determine their appropriateness and identify whether the district boundaries should be revised.

Action 1: Track Development Activity within and near Local District Boundaries

Use the City's Geographic Information System resources to track demolition and other development activity within and near established local historic districts to determine when and where areas of conflict are emerging to determine whether it is in the public's interest to reevaluate the appropriateness of the local historic district boundaries.

Action 2: Evaluate Possible Local District Boundary Adjustments

On a periodic basis, the Planning Division should work with preservation partners, property owners and local residents to identify and evaluate areas where expansions or changes to the boundaries of existing districts may be necessary to reflect changed conditions, or where historic preservation interests must be balanced with other adopted policies for the geographic area that serve the long-term health and function of the City. Pursue boundary changes only where property owner support exists for such changes, and where boundary changes would be consistent with adopted City policies for the specific area. Pursue boundary changes only following new surveys or resurveys of the applicable properties. Use the recommendations in Appendix A as a guide to define priorities for resurvey work.

Policy 3.2g: In an effort to implement a variety of city policies including historic preservation, neighborhood reinvestment and stabilization, housing rehabilitation

and economic development, encourage sites and areas that meet the criteria for designation to be nominated for designation in the National Register to afford property owners the opportunity for tax incentives for appropriate renovation and to promote the importance of and support for historic preservation.

Policy 3.2h: Prior to local designation, national designation should be pursued to ensure financial incentives are in place for those historic resources that are regulated locally.

Policy 3.2i: Professional reconnaissance level survey work should be completed prior to designating a local historic district because it identifies the number and type of historic resources in an area and provides the information needed when determining the appropriateness for change to a specific historic resource.

Action 1: Identify National Districts Appropriate for Local Listing

Determine which National Register districts meet the local designation criteria, including those areas that showcase the best examples of an element of the City's history, development patterns and architecture and whether there is local support by property owners for designation on the local register. Additional surveys, as well as staff and stakeholder knowledge, will be used to identify which national districts would be appropriate to designate on the local register.

Action 2: Identify Other Candidate Areas for Local Designation

Work with preservation partners, property owners and local residents to identify significant concentrations of historic properties, either as multiple-property nominations or districts that meet the criteria for local designation and should be preserved.

Policy 3.2j: Pursue local listing of significant individual properties to ensure their continued protection.

Action 1: Identify and Designate Landmark Sites

Work with preservation partners, property owners, local residents and the Historic Landmark Commission to identify significant individual historic properties that may meet the criteria for local historic designation and encourage their nomination.

Action 2: Evaluate Designation Status of Existing Landmark Sites

Analyze all current individual Landmark Sites to ensure that they still meet the applicable designation criteria. Submit findings and staff recommendations for updating the Salt Lake City Register of Cultural Resources to the Historic Landmark Commission, Planning Commission and the City Council.

Policy 3.2k: Professional Intensive Level Survey work should be completed prior to designation of a Landmark Site to the Salt Lake City Register of Cultural Resources, where feasible.

Policy 3.2l: Designate all eligible City-owned historic properties as Landmark Sites and nominate them to the National Register of Historic Places.

Action 1: Pursue Local and National Listing of Historic City Properties

Prepare and submit nominations for designation to the National Register and the Salt Lake City Register of Cultural Resources for current City-owned eligible sites.

Action 2: Designate eligible City-owned historic properties as Landmark Sites, as the City takes ownership.

Integrate a determination of eligibility of historic designation into the property acquisition process of the City so that the two are done simultaneously.

Policy 3.2m: Community character preservation and stabilization tools should be in the form of a base zoning district, rather than an overlay zone, to clarify the hierarchy of the regulations and simplify administering the regulations.

Policy 3.2n: Designation of properties in the National Register does not necessarily imply that the area or site should also be locally designated since the criteria for designation are different and the goals of each program are different.

Policy 3.2o: Explore a variety of tools to determine the appropriate method for implementing historic preservation policies of a specific historic resource.

Action 1: When historic properties are identified through survey work as eligible for National Register designation, work with property owners to nominate such properties to the National Register of Historic Places

Action 2: Amend the zoning code by establishing a community character preservation and stabilization tool to provide additional flexibility in how property owners protect local character. The regulation should allow review (typically administrative) of development proposals that affect key, character-defining features in designated areas where a local historic preservation district is not desired or warranted.

REGULATIONS

OVERVIEW

In the past, the City's preservation regulations consisted primarily of the H Historic Preservation Overlay zoning regulations and the residential district design guidelines, which apply only to locally designated Landmark Sites and locally designated historic districts. The comments received during this planning process indicated that these regulations are working relatively well (except as discussed below), but there is a strong interest in developing new, additional tools like design guidelines for non-residential uses (e.g., multi-family, open space, commercial, and institutional uses) as well as tools for neighborhood character preservation for areas that may lack support and /or may not qualify for local historic preservation designation, yet still have character worthy of protection.

In November 2011, the City Council adopted a City Preservation Philosophy. The purpose of the Preservation Philosophy is to achieve a successful city-wide historic preservation program by clearly conveying historic preservation objectives opportunities and benefits while consistently interpreting and applying the City's adopted standards and efficiently administering the process.

(H) HISTORIC PRESERVATION OVERLAY DISTRICT

The purpose of the (H) Historic Preservation Overlay District is to protect locally listed Landmark Sites and historic districts by regulating alterations to and demolitions of Landmark Sites and properties within historic districts, and new construction in historic districts. In addition to including eligibility criteria and procedures for the designation of a local Landmark Site or local historic district, the regulations also identify the standards and procedures for issuing a Certificate of Appropriateness for relocation, demolition, new construction or alterations in local historic districts or on Landmark Sites.

Some comments received during this planning process suggested that the current demolition provisions of the ordinance (including the economic hardship process) are complex and may not be



New house under construction in a historic district. (Photo courtesy of Utah State Historic Preservation Office.)

achieving their intended purposes. Occasionally, economic hardship arguments have been successfully used to allow demolition. In some cases, this may be the result of underlying zoning that allows uses or densities that greatly exceed the value of the existing structure. Other conditions contributing to demolition include complications associated with seismic retrofitting, and “demolition by neglect” whereby the owner allows a structure to deteriorate until the cost to repair it is high enough to qualify for demolition.

INTERNATIONAL BUILDING AND FIRE CODES

The adopted building codes used by the City address health and safety issues. Many of the buildings within the City, especially those within the local and national historic districts were built prior to the adoption of the current codes. Some of today’s code requirements are vastly different and can cause a drastic change in the appearance of the historic structures which can often result in the destruction of the character of historically significant buildings. The current building codes have language that grants the City’s Building Official the authority to allow for some reasonable flexible application of present code, which would allow the preservation of the historical value of historic buildings while providing reasonable safety from fire, seismic, or other hazards for occupants of these buildings. This can be accomplished by the sensitive, responsive, and flexible application of present codes, in addition to utilizing those sections allowing for exemptions and equivalences.

DESIGN GUIDELINES

In addition to the regulatory controls established through the Zoning Overlay district, local historic districts and Landmark Sites also use adopted design guidelines for review of projects on structures that are locally designated. In addition to design guidance, the design guidelines present a catalog of architectural styles present in the City that highlights the date range and key characteristics of each. They also provide a brief overview and key objectives for each local district in which they apply.

The purpose of the design guidelines is to provide owners, architects, designers and contractors guidance in planning and designing future projects. They also provide City Staff and the Historic Landmark Commission guidance for the interpretation of Zoning Ordinance standards.

6.0 ARCHITECTURAL DETAILS

Policy:

Architectural details help establish a historic building’s distinct visual character; thus, 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 certain building styles and types, and often showcase superior craftsmanship and architectural design. Features such as window hoods, brackets and columns exhibit materials and finishes often associated with particular styles and therefore their preservation is important.

Treatment of Architectural Features

Preserving original architectural details is critical to the integrity of the building, and its context. When replacement is required, one should preserve only those portions that are deteriorated beyond repair. Even if an architectural detail is replaced with an exact replica of the original detail, the integrity of the building as a historic resource is diminished and therefore preservation of the original material is preferred.



Features such as window hoods, brackets and columns are often associated with particular styles and therefore their preservation is important.



Preserving style is critical to the building and its context.

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

POLICIES AND ACTIONS RELATING TO REGULATIONS

Policy 3.3a: Align preservation-related City regulations with the goals and policies of this plan.

Policy 3.3b: The Historic Preservation Overlay District standards are to be used as the basis for decision making when considering applications and the standards should be applied in a reasonable manner, taking into consideration economic and technical feasibility.

Policy 3.3c: The standards for review of projects in local historic district or regarding Landmark Sites are to be applied in a way that respects that change is part of history and that appropriate additions and alterations to Landmark Sites or structures within local historic districts must be considered as part of a natural evolution of historic properties and districts.

Policy 3.3d: Greater flexibility for change is allowed on secondary facades of structures where alterations are less likely to negatively affect the significant character-defining features of the site or historic district.

Policy 3.3e: Greater flexibility is allowed when considering alterations to non-contributing buildings in local historic districts.

Action 1: Amend the zoning ordinance relating to standards for alteration and new construction of locally designated

historic resources to reflect the adopted preservation philosophy and policies of this plan.

Policy 3.3f: Regulatory or process oriented provisions which are provided as an incentive for historic preservation should only be offered for those properties locally designated to help offset the regulatory provisions of required design review.

Policy3.3g: Ensure that underlying zoning is supportive of preservation policies for the area in which historic or character preservation is proposed.

Action 1: Assess Underlying Zoning

Assess underlying zoning to determine whether the zoning is consistent with preservation or conservation objectives for an area, and pursue zoning amendments to eliminate the conflicts with those long-term preservation or conservation objectives.

Policy3.3h: Support the Building Official in allowing modifications of strict building code interpretations for alterations of historic structures where the modification is generally consistent with health/ safety code compliance and where the modification would be more in keeping with the adopted historic preservation standards and guidelines.

Policy 3.3i: Encourage amendment of the building development code to clearly enable appropriate historic renovation and remodels as well as adaptive reuse of historic structures.

Action 1: Assess Building Code Barriers and Conflicts

Work with an interdisciplinary team including builders, architects, preservationists, and others to identify barriers to adaptive reuse projects under current zoning, fire, and building codes, and develop solutions to those barriers through code amendment where feasible and allowable interpretations where practical.

Action 2: Develop Smart Code for Adaptive Reuse

Encourage the building department to work with planning staff in developing an Alternative Rehabilitation Code applicable to historic commercial, industrial and office buildings to facilitate their adaptive reuse. This should specifically address the development code (including zoning, building, electrical and fire code) barriers and conflicts to adaptively reusing these structures. Models could include the California State Historical Building Code and the Boulder, Colorado historic building code.

Policy 3.3j: Support the modification of existing historic residential structures to accommodate modern conveniences in their homes when it does not otherwise negatively detract from the historic property.

Policy 3.3k: Support modification of existing historic resources to allow for changes in use that will encourage the use of the structure for housing or other appropriate uses in historic districts in an effort to ensure preservation of the structure.

Policy 3.3l: Demolition of locally designated Landmark Sites should only be allowed where it is found that there is an economic hardship if the demolition is not allowed or where the structure is declared by the Building Official to be a dangerous building.

Action 1: Revise ordinances to address concerns with demolition and economic hardship.

Analyze the feasibility of adopting regulations that would address the issues relating to demolition, economic hardship and demolition by neglect. These should include best practices from other comparable

communities, provisions for incentives as well as regulations and identification of what staffing resources would be required for enforcement of the regulations.

Policy 3.3m: Ensure criteria for demolition of contributing structures are adequate to preserve historic structures that contribute to the overall historic district while allowing for consideration of other important adopted City policies.

Action 1: As part of the revisions to the demolition of contributing structure criteria, evaluate the appropriateness of including criteria that allows the consideration of whether the demolition would allow the advancement of other important adopted City policies to be part of the analysis.

Consideration of other adopted policies should not be weighed more heavily than the adopted preservation policies. The level of importance of the other adopted policies in the demolition analysis should be based on how relevant the contributing structure is to the overall historic district and the significance of the location of the contributing structure to the implementation of the other applicable adopted city policies.

Policy 3.3n: Historic Signs should be retained where practical.

Action 1. Modify the zoning ordinance to allow historic signs to be considered legal conforming signs that can be altered provided the historic character of the sign is not dramatically altered.

Action 2. Modify the zoning ordinance to allow a business to both advertise its own presence through the use of a sign while still retaining the historic sign in place on the building.

Action 3: Identify and preserve existing historic signage including historic signs no longer associated with the historic building on which they are installed.

Policy 3.3o: Ensure that new signs are compatible with the character of and do not diminish the integrity of the historic area or structure.

Action 1: Amend the zoning ordinance to allow broader use of signs if historically appropriate and consistent with adopted plans.

Policy 3.3p: Ensure regulations for signage are clear and allow flexibility to ensure appropriate signage types and the preservation of historic signs.

Action 1: Develop Design Guidelines for new signs in local historic districts and on local Landmark Sites.

The design guidelines should address sign placement and sign design to ensure that historic signs can be kept without the building looking cluttered while allowing the current business to appropriately denote its presence.

Action 2: Create design guidelines to better address protection of historic signs, such as historic business signage, within local districts or on Landmark Sites.

Policy 3.3q: Ensure the adopted design guidelines are clear, complete and adequate to help decision makers consistently interpret the Historic Preservation Overlay District standards and provide the public with easy to understand design advice to address various issues relating to alterations and new construction in local historic districts and to Landmark Sites.

Action 1: Refine portions of design guidelines in order to offer a greater degree of guidance and clarity for how to achieve compatibility while retaining a degree of flexibility for the property owner.

Action 2: Develop Design Guidelines for various types of land uses and Development Types

Develop design guidelines for land uses and development types that have not yet been addressed including multi-family residential, institutional, industrial, parks and open space areas relating to both renovation of existing structures in historic districts or Landmark Sites. This will guide decisions to be made for alterations and new construction of various types of buildings.

Policy 3.3r: The guidelines should be updated on a regular basis to ensure clarity and implementation of appropriate best historic preservation practices.

Action 1: Gather Relevant “Best Practice” Educational Materials

Review best practices for historic preservation on an annual basis, through on-going coordination with the Utah Heritage Foundation, the State Historic Preservation Office, the National Trust for Historic Preservation, the National Park Service, City departments, and others as appropriate to create a list of preservation-related “best practice” educational materials for potential inclusion in the regulations and design guidelines. Updates to the standards and guidelines should be submitted to the Historic Landmark Commission, Planning Commission and City Council for their consideration for adoption.

Policy 3.3s: Ensure that the requirements from one set of general design guidelines to another are compatible.

The general design guidelines include those relating to the general residential, commercial, multi-family, and other development types of guidelines. This is especially important where new construction is not of the same use as the other surrounding uses such as the addition of a neighborhood commercial area in a historic neighborhood. This does not necessarily relate to the specific historic district guidelines in that each historic district has unique character defining aspects to it.

INCENTIVES

OVERVIEW

Historic Preservation is an important goal of the City's and is conducted on behalf of the public interest to preserve important aspects of the City's built heritage. Owners whose properties are governed by the H Historic Preservation Overlay Zone do have various benefits from historic preservation regulation such as stabilization or an increase in property values and an assurance that the properties in the neighborhood will not have major changes that conflict with the historic character of the area. However, the additional regulation associated with historic preservation can also be seen as a burden. To offset the factors associated with additional regulation, various types of incentives should be afforded those property owners who work within the system of local historic preservation regulations. The following are various types of regulatory, financial and procedural incentives that are now, or in the future should become, part of Salt Lake City's historic preservation program. (See Appendix C)

REGULATORY INCENTIVES

FLEXIBILITY IN ZONING REGULATIONS

The base zoning regulations are created to best fit new construction to accommodate current development policies. Regulations that affect building placement on a lot, height regulations and type and amounts of signage may inadvertently go against compatible development design in historic districts. In some instances, various types of approval may be required by the base zone or other applicable regulations such as those relating to accessory structures, parking, signage and landscaping, to be able

to create a compatible modification to a historic structure. Because historic preservation is a benefit to current and future citizens, some flexibility of zoning regulations is appropriate to help achieve a more compatible historic preservation solution. In addition, a process that is as streamlined as possible, while still affording appropriate levels of review is important to encourage property owners have an easier time of helping the City achieve its historic preservation goals.

ADAPTIVE REUSE OF HISTORIC BUILDINGS

The Zoning Ordinance includes a provision to allow for a limited number of non-residential uses to be located in a residentially zoned Landmark Site through the conditional use process. The types of uses have been limited to the following uses:

- Bed and breakfast establishments
- House museums
- Offices
- Reception Centers

While this provision has been utilized in the past, Staff has identified the need to broaden the types of non-residential uses that could be allowed, not only to encourage preservation of more Landmark Sites but to also increase a more sustainable/ livable City. By allowing some multi-family residential and lower intensive non-residential uses in Landmark Sites within neighborhoods it could provide more services easily accessible for residents. In addition, the criteria may be modified so it is easier for Landmark Sites on higher traffic streets such as arterials or near fixed transit stations, to be used for adaptive reuse. Currently, the regulations are fairly strict and just address those Landmark Sites that otherwise may have no viable economic use. Increasing the types of uses should also include some assurance that the historic interior of the significant structures are also preserved.

DENSITY BONUSES

Transfer of Development Rights

Transfer of development rights (TDR) programs treat development potential as a commodity that can be transferred (often for a price) between designated sending and receiving areas. In the case of preservation, such programs can be used to transfer density from historic buildings to other properties in the city. The

Incentives

This plan proposes a wide range of possible incentives for preservation, including new regulation programs and process and financial incentives.

Other incentives the city might propose in the future include:

- Density bonuses
- Tax waivers or deferrals
- Waiver or postponement of permit fees
- Expedited review
- Relief from zoning or building code requirements
- Allowing conditional uses in historic properties beyond those generally allowed under base zoning (already in place in Salt Lake; could be expanded)

The National Trust for Historic Preservation is a good reference source for frequently updated information regarding incentives in use around the country.

purchase of the development rights associated with a historic property preserves the property and compensates the property owner for the foregone development potential. The purchaser of the rights is then able to develop their property at a higher density or intensity than would otherwise have been allowed. The system is designed to reduce redevelopment pressure on historic landmarks by allowing unused development potential to be transferred. The landmark owner may generate additional income by selling development rights to the owner or developer of the receiving site. Transfer of Development Rights work best where the regulation of development height and intensity in surrounding areas is limited. This creates a "market" for the transferred development rights. Where the regulations of the surrounding area development allowance is already high or where allowing higher and more intensive development in the surrounding area would not be compatible with the existing development, the Transfer of Development Rights does not work well because there is no market or appropriate area to transfer the development rights to.

Any Transfer of Development Rights (TDR) program should build in a review period to assess its function and make any necessary "Tune ups." If any unintended outcomes have occurred, or if the system becomes too complex, the City should seek to diagnoses the program structure and components to better direct the use of the system. Likewise, if market assumptions were incorrect and the market is either under- or over- performing, adjustments in the supply and demand side of the credits should be made. (See Appendix G)

FINANCIAL INCENTIVES

TAX CREDITS

The federal and state government offer tax credits as an incentive for rehabilitating historic buildings listed in the National Register. The federal tax credits are available only for major rehabilitation work on "income-producing" (commercial or residential rental) buildings; private residences are excluded. A similar tax credit is available from the State for buildings listed in the National Register which are used as a private (owner-occupied) residence or residential rental. Any work on the interior or the exterior of the building which meets the Secretary of the Interior's Standards for Rehabilitation qualifies for the tax credit. A

building must be kept at least five years in order to avoid any recapture of the tax credit by the federal government.

For the State program, if an owner expends a minimum of \$10,000, and the work is approved, 20% of the rehabilitation costs may be claimed as a tax credit. Twenty percent of all qualified rehabilitation costs may be deducted from taxes owed on Utah income taxes. All of the proposed, ongoing or completed work must meet the Secretary of the Interior's Standards for Rehabilitation and be approved by the State Historic Preservation Office (SHPO). The project must be completed within 36 months.

Low Interest Loans

Many cities provide low interest rehabilitation loans for historic resources. Among them are Ogden and Park City. The terms of these loans and what requirements are imposed differ from city to city. Salt Lake City offers some loan programs through the Redevelopment Agency, Housing and Neighborhood Development Division and Economic Development Division but these loans are not specifically directed at historic properties.

The Utah Heritage Foundation is a non-profit organization whose mission is to preserve, protect, and promote Utah's historic environment through public awareness, advocacy, and active preservation. The Foundation fulfills its mission through a wide range of programs and activities which reach communities throughout the state.

One of their programs, the Revolving Fund Loan Program, provides property owners with technical assistance and loans to purchase, restore, and rehabilitate historically significant properties. Loans may be considered for buildings on the local or national registers, or eligible for these registers (whether formally designated or not). In general terms, this means that a building must be at least 50 years old and retains its architectural integrity

Loan funds can be used for acquisition, restoration, rehabilitation and repair, and project-related costs such as engineering services, architect's fees, and permits.

Low Application Fees

Development fees for a project can represent a substantial cost to an applicant. Salt Lake City has purposefully kept its application fees for historic preservation projects very low. Historic Preservation projects that can be administratively approved do not require an application fee. Approximately ninety-three percent (93%) of all Certificates of Appropriateness are administratively approved. In 2011, the application fees range from approximately \$27 for significant alterations of principal structures, to approximately \$230 for new construction within a local historic district. All new construction projects of principal structures are required to be considered by the Historic Landmark Commission during a public hearing. The application fee for demolition of a contributing structure in 2011 was relatively low at approximately \$450, for the amount of time, analysis and public input process a demolition request requires. On the other hand, the fee for a conditional use in Landmark Site application, at approximately \$660 is somewhat high if the City wants to use this provision as an incentive to encourage adaptive reuse and continued preservation of Landmark Sites.

PROCESS ORIENTED INCENTIVES

Process oriented incentives may be the easiest to implement and can reduce the time required for granting approvals. Currently, less than 10% of Certificate of Appropriateness applications are considered by the Historic Landmark Commission. The percentage of applications that require a public hearing before the Historic Landmark Commission was substantially reduced following amendments to the Historic Preservation Overlay standards in 1995. Most administrative approvals can be granted within a week with many being approved at the Permits Office the same day they are applied for. Any project that must go to the Historic Landmark Commission for a public hearing generally requires four to eight weeks of processing time.

In the past, certain sized renovation or restoration projects required Historic Landmark Commission approval regardless of whether they appeared to meet the adopted standards for the project. Because the regulatory process for locally designated structures can be a cost to the owners of properties, where the renovation or restoration project appears to meet the standards for approval, regardless of the size of the project, the approval process should be streamlined. New construction of principal structures would not fall into this category.

In addition, providing priority processing of building permits (similar to the City's program for priority processing of potential LEED certified projects) should be considered.

POLICIES AND ACTIONS RELATING TO INCENTIVES

Policy 3.4a: Continue to broaden the range of regulatory tools available to encourage the preservation of historic properties.

Policy 3.4b: Develop a wide range of incentives to encourage the protection of historic properties.

Policy 3.4c: Modification to lot, bulk and signage standards should be allowed in local historic districts and to Landmark Sites where the modification would allow for better compliance with the historic preservation standards than the underlying zoning standard would allow.

Action 1. Amend the zoning regulations to grant the Historic Landmark Commission or the Planning Director, where appropriate, the authority to modify lot, bulk and signage standards where the modification is necessary to achieve an appropriate solution to a compatible alteration of a Landmark Site or contributing structure within a locally designated historic district.

Policy 3.4d: Adaptive Reuse of Historic Structures should be allowed for a variety of uses in appropriate locations where it is found that the negative impacts can be mitigated and where the uses do not require significant alterations to the historic integrity of the interior of the structure.

Action 1: Increase the list of allowable adaptive reuse options in Landmark Sites.

Action 2. Amend the zoning ordinance to allow shared parking options for approved Adaptive Reuse of locally designated Landmark Sites.

Policy 3.4e: Facilitate public awareness to existing financial incentives through education and technical assistance and work with preservation partners to increase available funding to meet the high demand for assistance.

Action 1. Amend the zoning regulations to allow density bonuses, in the form of an additional unit, for structures in the local historic district or a Landmark Site which are zoned multi-family on lots that would not otherwise allow additional units due to size.

Action 2: Explore various types of financial incentives that the City could offer exclusively to those owners whose property is located within a local historic district or designated as a local Landmark Site

Policy 3.4f: Encourage the use of City Housing, Redevelopment and Business Loans for the renovation of contributing structures within locally designated historic districts or Landmark Sites.

Action 1: Revise the purpose statements for the City's Housing, Redevelopment and Business loans to include historic preservation as an objective of the mission for focus of various types of assistance including financial.

Policy 3.4g: Retain low review fees for alteration and construction applications relating to the H Historic Preservation Overlay Zone.

Action 1: Analyze the feasibility of decreasing the fee for Adaptive Reuse (Conditional Use in Historic Structure) applications to make this incentive more accessible to owners of Landmark Sites.

Policy 3.4h: Ensure fees for demolition of Landmark Sites or contributing structures in a locally designated historic district adequately reflect the cost of processing those types of applications.

Action 1: Analyze the feasibility of increasing the fee for the demolition of a contributing structure in a locally designated historic district or Landmark Site to better reflect the time required to process and analyze these types of applications.

Policy 3.4i: Strongly encourage and support the continued designation of eligible properties within Salt Lake City to be placed in the National Register of Historic Places whether as a district or individually in order to provide property owners with financial incentives to appropriately maintain and renovate their historic properties.

Action 1: Identify various ways to inform property owners about existing incentives to increase participation in these programs.

Work with State Historic Preservation Office and the Utah Heritage Foundation as necessary to clarify the procedures for tax incentives and low interest loans to make the process more user-friendly. For more information on tax incentives and low-interest loans for rehabilitation, see the table in Appendix C.

Policy 3.4j: Streamline the approval process for renovation or restoration projects that meet the standards for approval.

Action 1: Amend the zoning ordinance to include an administrative approval option for renovation or restoration projects, regardless of size, where the Planning Director makes findings that the project meets the standards for approval.

Policy 3.4k: The process for obtaining building permits for approved projects in local historic districts or for Landmark Sites should be streamlined.

Action 1: Amend the City ordinance to expedite the building permit process for approved projects in local historic districts or on locally designated Landmark Sites.

Administer a Convenient and Consistent Preservation Program

VISION

Clear and efficient administrative procedures, convenient resources and access to staff, and consistent information on, and application of, the rules are crucial components to a successful community preservation program. With the continuous support of the City, and working with other departments where appropriate, the Planning Division develops the written information resources, streamlined processes, and staffing to administer the program in a clear and timely fashion. The policies of the Community Preservation Plan establish the short-term and long-term goals and priorities for the program to assist both staff and decision-makers with their respective roles in achieving this component of the vision. In addition, the City will consistently enforce requirements in historic districts and character conservation districts to reinforce necessary property owner's participation with the preservation program.

DEVELOPMENT REVIEW

OVERVIEW

LOCAL HISTORIC DISTRICT ADMINISTRATION

Administration of the City's local historic preservation program owes much to the efforts of the Historic Landmark Commission and the Planning Division. These two groups assist property owners with the application process and the design guidelines, as well as ultimately conducting application review for properties subject to the Historic Preservation Overlay District regulations and design guidelines. Together, these two groups manage the majority of the program's responsibilities.

The Historic Landmark Commission is the official City entity charged with reviewing and deciding upon all applications for Certificates of Appropriateness in local historic districts and in Landmark Sites that are not delegated to staff.

COMMUNITY CHARACTER CONSERVATION

Administration of the City's community character conservation program is overseen by the Building Services Division, Planning Division and Planning Commission. The Planning Division and ultimately the Planning Commission work with the property owners of the subject area to determine which character conservation tools, whether they be design guidelines or zoning regulations, would best meet the desires of the neighborhood in its efforts to preserve the specific physical character traits of the community. Once adopted, the Building Services Division will review projects to ensure compliance with adopted character conservation district regulations and guidelines.

COMMISSIONER TRAINING

Comments received during this planning process indicated that a key goal for the City should be to maximize the effectiveness of the Historic Landmark and Planning commissions by ensuring the members receive proper training and support. The volunteer members of both commissions devote a significant amount of time and effort to learning the nuts and bolts of the City's policies, regulations and guidelines. The City should work to make citizen involvement in this important administrative function as easy and effective as possible. Additional training of the Commission members, coupled with support of new members to ease transitions, would help make the overall preservation program leadership more unified, consistent, and effective. In particular, ongoing education of best practices and new techniques would greatly advance the preservation program and enable the Commission members to stay current in their knowledge.

Currently, new Commissioners participate in a brief training session regarding the City's preservation program, in which they learn about the policies, regulations, design guidelines, and Commission roles and responsibilities. Aside from this initial training and packet of technical and procedural information, there is little formal training of Commissioners. Consequently, both Commissioners and the experienced professionals who typically



In 2008, the Historic Landmark Commission and Planning staff attended a training session provided by the National Alliance of Preservation Commissions and funded by the State Historic Preservation Office and National Trust.

represent clients before the commissions, report a lag time of several months where new members are learning on-the-job. Both sides of the table would like Commission members to receive more training to enable them to quickly get up to speed, and to also foster some level of consistency in the application of regulations.

POLICIES AND ACTIONS RELATING TO DEVELOPMENT REVIEW

Policy 4.1a: Ensure that ongoing training is provided for the Historic Landmark Commission, Planning Commission and City Staff to ensure that the City's decision makers understand historic preservation and character conservation practices and philosophy necessary to meet the goals of Salt Lake City.

Action 1: Increase knowledge and expertise of the Historic Landmark Commission, Planning Commission and City Staff through training on at least an annual basis relating to structure elements, historic and character preservation policies and regulations as well as best professional practices, to ensure they all have the information to continuously lead and improve the preservation program.

Policy 4.1b: The Historic Landmark Commission is a regulatory body with a role in review and adjudicating administrative types of matters in Salt Lake City's H Historic Preservation Overlay zone and therefore, should not have an active advocacy role in the Salt Lake City Preservation program.

Action 1: Refine the "Historic Landmark Commission Membership" section of the zoning ordinance to remove reference to public advocacy, since that function is already performed by other preservation stakeholders. Instead,

emphasize the responsibility of the Commission to educate and regulate.

Policy 4.1c. An architectural review committee consisting of Historic Landmark Commission members who are professional architects, contractors or members with design / construction types of experience should be established to meet and give applicants and staff advice on technical solutions to preservation project issues.

Action 1: Revise the zoning regulations to formally establish an architectural review committee of the Historic Landmark Commission to provide technical construction guidance to applicants and staff in an effort to provide advice on how to resolve technical issues for the participants in the process

Policy 4.1d: The number and types of Certificates of Appropriateness processed each year should be a factor in future decisions about how existing and new components of the preservation program are administered.

Action 1: Annually review the number and type of Certificates of Appropriateness submitted through the process in order to determine timeliness of reviews, the issues that have surfaced relating to the regulations and guidelines and determine whether the tools and resources to address the projects are appropriate or whether adjustments are needed.

Policy 4.1e: In order to streamline the process for property owners and make the caseload of the Historic Landmark Commission manageable, as much as possible decisions relating to all minor projects and major projects that meet the standards for preservation should be handled administratively.

Policy 4.1f: Character conservation districts should be administered in as streamlined a manner as possible. Once specific regulatory guidelines are developed in a character conservation district, development projects should be reviewed and decided on administratively rather than by a specific design review body.

PROGRAM ADMINISTRATION

OVERVIEW

In addition to the Historic Landmark Commission and Planning Commission, the success of the Salt Lake City preservation program depends on the contributions of a variety of individuals and groups, including City officials, property owners and residents. With historic preservation, the City also has the strong preservation partners such as the State Historic Preservation Office (SHPO) and the Utah Heritage Foundation (UHF). This section discusses the groups involved in the administration of the preservation program, besides the Historic Landmark and Planning Commissions, along with various other aspects of the preservation program administration.

GROUPS WITH ADMINISTRATIVE RESPONSIBILITIES

Salt Lake City Planning Division

The Salt Lake City Planning Division has been charged with overseeing the City's preservation program since 1976. The Planning Division oversees development in local historic districts, drafting guidelines for character conservation districts and other areas and provides professional staff to support the Historic Landmark and Planning Commissions.

Historic Landmark Commission and Planning Commission

In 1980, the Planning Division hired its first planner to address historic preservation issues in the City. Since that time, historic preservation has become a staff-wide program. In 1991, the City adopted its first Urban Design Element, after the 1988 Regional / Urban Design Assistance Team (R/UDAT) review. The desire for review of design and preservation of community character has continued to gain interest. The Planning Division staff is

Certified Local Government Program

The Certified Local Government (CLG) program was established as an amendment in 1980 to the National Historic Preservation Act as a way of integrating local governments as "historic preservation partners" with the national historic preservation program. The 1980 amendments specify requirements for the participation of local communities in the program. Certification includes enacting an approved preservation ordinance and appointing a historic preservation commission of at least five people. Salt Lake City has been a Certified Local Government since August 19, 1985 and an active participant in the program since 1993. This program is run by the State Historic Preservation Office (SHPO).

responsible for regular planning tasks as well as the numerous specialized functions of the preservation program including:

- Administrative review of applications for Certificates of Appropriateness for properties to which the Historic Preservation Overlay Zoning District applies;
- Drafting design guidelines for both the local historic districts and character conservation districts;
- Drafting regulations relating to historic preservation and community character conservation
- Attendance and preparation related to Historic Landmark and Planning Commission meetings;
- First point of contact for public questions on historic preservation, including property status, interpretation of the Historic Preservation Overlay Zoning District regulations and design guideline requirements;
- Long-range and strategic planning for continued development of the program;
- Coordination with other preservation partners and City departments on preservation matters; and
- General education and outreach to the community on historic preservation and the preservation program.

Because all proposed local historic designations and community character conservation districts or other similar tools are technically zoning changes, all of them must go through the public hearing process with the Planning Commission which, by State Law, is required to make a recommendation to the City Council before a final decision is made. The Planning Commission also makes decisions on conditional uses in historic structures, an incentive for preservation that allows adaptive reuse in zoning districts where the use may not otherwise be allowed.

City Council

The City Council reviews applications for the establishment of local Landmark Sites and historic districts as well as zoning tools for character conservation districts and makes the final decision, based upon recommendations from the Historic Landmark Commission and Planning Commission. The City Council is also responsible for setting preservation policy; allocating funding for preservation projects such as surveys, and staffing levels; and adopting tools to implement the program such as zoning regulations and design guidelines. In addition, the City Council has

the authority to consent to the appointments made by the Mayor to the Historic Landmark and Planning Commissions.

HISTORIC LANDMARK COMMISSION PROJECT REVIEW AND DECISION

A property owner of a local Landmark Site or of a property within a local historic district who wishes to obtain a certificate of appropriateness (COA) does so in one of two ways: administrative review and decision, or review and decision by the Historic Landmark Commission. The procedural route of the project is principally determined by the status of the property and the action requested by the property owner. However, referral of administrative decisions can shift decision-making to the Commission.

BUILDING CAPACITY MOVING FORWARD

During the process of developing this plan, several themes emerged regarding how administration of the preservation program could be improved.

First, the procedures for review and approval of development applications involving historic properties are not clear to the general public. People working to bring a project through the process have met with delays and confusion. This is in part due to available planning staff resources. In addition, there are generally, perceived problems with development review that have led some individuals and companies to avoid projects that would involve a local Landmark Site or property within a local historic district. In addition, some people build without permits, risking enforcement action if caught. Project approval was also cited as inconsistent from project to project, though there is variation in whether this is perceived as a negative or positive of the program. Some see the inconsistency as frustrating, while others welcome it as an unofficial loophole through which to inject projects with a greater level of creativity than would be allowed with a stricter administration of the regulations. (This tends to be a frequent user perspective of historic preservation professionals. Individual property owners and residents find the inconsistencies inefficient and frustrating.)

Ensuring Adequate Staff Levels

A number of comments were received regarding the City's staffing levels for the Planning Division, with many comments suggesting that current levels are too low. To some observers, low staffing levels mean that staff members must devote the majority of their time to day-to-day review of applications and assistance to property owners, leaving little time for addressing more long-range planning (like overseeing new surveys and nominations or clarifying regulations and procedures) general education efforts, and developing resources to improve user-friendliness of the process.

Education of the Design Review Process

In addition to ensuring appropriate staffing levels, the City should focus on offering tools and resources that can improve user-friendliness while also freeing up staff time from dealing with basic program procedural questions. New tools and resources are needed to enable people to understand and navigate the requirements, steps, and timing of the City's procedures as they relate to their project as well as educating the general public on the importance of historic preservation.

Enforcement of Regulations and Approvals

Finally, a major function that has not been provided by the City is code enforcement specifically for historic projects. City code enforcement officers lack the appropriate staffing and historic preservation-specific training to enable effective and proactive enforcement of historic preservation regulations. This has resulted in a perception that projects can be done illegally outside of the system with less cost and time commitment, and with no repercussions.

POLICIES AND ACTIONS RELATING TO PROGRAM ADMINISTRATION

Policy 4.2a: Ensure staffing levels are appropriate to ensure timely review of Certificates of Appropriateness and character conservation applications as well as meet the needs for education, outreach, and other plan implementation tasks.

Action 1: Create a metric and workload tracking system to annually evaluate whether resource levels are appropriate to effectively and efficiently administer the preservation program.

Action 2: Provide Education for Staff

Ensure that staff members are provided with educational resources and training to effectively administer the City's preservation programs, including but not limited to regulatory tools, design guidelines, construction and architectural methods, survey work and best professional practices to ensure the preservation ordinances are consistently administered and updated when necessary.

Action 3: Provide Training on Preservation Regulations and Design Guidelines to City Departments as well as other interest groups

Provide training workshops annually to City Departments, other interest groups such as architects, contractors and realtors as well as property owners and the general public on the preservation regulations and design guidelines to ensure that they understand the reasoning for the regulations and the regulations are consistently applied.

Policy 4.2b: Improve user-friendliness of the decision making process.

The City will work to make participation in the preservation program as clear, predictable, and easy as possible. This will be achieved through developing informational resources and making necessary procedural changes.

Policy 4.2c: Ensure informational resources are available to assist applicants in knowing the requirements, and timeframes for each step to help them successfully navigate the process.

Action 1: Create various informational tools relating to historic preservation and character conservation projects.

Develop ways of describing the requirements and review process for approval of projects while also communicating the big-picture objectives of what preservation, and its additional requirements, are intended to achieve. This should be accomplished through various formats electronically, visually and with handouts.

Policy 4.2d: Ensure preservation regulations are enforced.

Program regulations need to be enforced to ensure applicable regulations and review process are adhered to and that the City is sending a clear and consistent message in support of historic preservation and community character preservation.

Action 1: Provide Training on Historic Preservation and Character Conservation regulations to Inspectors and Enforcement Officers

On a regular basis, provide training on historic preservation and character conservation regulations and principals to building inspectors and code enforcement officers so they understand the importance and any nuance of the regulations in order to ensure approved renovations and new construction are conducted in accordance with approved specifications and to identify unpermitted activities. Identify the importance of enforcement of the regulations to decrease the temptation by some property owners to bypass the system.

Action 2: Develop System for New Construction Project Review

Modify the review procedures for new construction in historic districts to require review and comment by planning staff on building permits to assure details and approval conditions are on final permit plans and also during key phases of the construction, to ensure conformance with the approved permit.

Policy 4.2e: Ensure the City's technological capacity is adequate to facilitate program administration.

Several opportunities exist for the City to streamline and facilitate information sharing and analysis to support preservation program activities. Geographic Information Systems (GIS) could assist with analyzing spatial considerations within districts, such as how current and future transit station areas overlap with historic districts to identify what policies affect certain geographical areas so future analysis can be conducted to address conflicting policies and identify solutions where necessary. It could also facilitate understanding and sharing information on a specific property with applicants and other departments, such as how it is zoned, including any overlay zones, or what future land use is designated for the property. Ideally, any database capacity the City develops will be easily integrated with the database of the State Historic Preservation Office.

Action 1: Build GIS capacity within the preservation program to assist and inform program activities.

Possible attributes that can be maintained include: survey rating and survey date, age of structure, condition information, permits granted and permit dates, enforcement history, owner name and address, current land use, zoning and any applicable overlays, photographs and planned land use. Where possible, data on historic properties should be coordinated with the State Historic Preservation Office's data management programs to allow for the sharing of data where appropriate (such as by coordinating parcel identification numbers).

Improve Education and Outreach

VISION

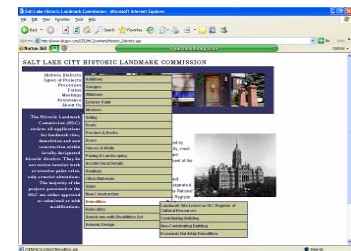
The City clearly and consistently conveys the message that historic preservation is valued in Salt Lake City. Planning staff works with other City department staff, the Historic Landmark Commission, and other historic preservation partners to communicate that message. The City and its preservation partners take up the important charge of promoting preservation, creating a wide range of educational materials to increase community pride and awareness of the City's history and how that history relates to the built environment. Residents and visitors are able to easily access information on the rich history of Salt Lake City through a variety of interactive means including the internet, printed materials, interpretive signage, walking tours, videos and other media as appropriate.



OVERVIEW

There are numerous resources available to help citizens learn about, support, enjoy, and preserve the historic resources of Salt Lake City. The City offers some of these resources, most notably the City's website, which provides useful technical materials describing the City's historic preservation regulations and guidelines. Further, the City's historic preservation partners – particularly the State Historic Preservation Office (SHPO) and Utah Heritage Foundation (UHF) -- offer numerous additional resources for education and outreach. These include materials to assist property owners with researching and documenting their own structures; information describing tools and incentives that are available to facilitate preservation, like tax credits, low interest loans and preservation easements; and educational resources, tours, and award programs to help children, residents, and visitors learn about and appreciate the important historic resources of the City.

The City currently does not perform extensive education and outreach as part of its historic preservation program. Available information on historic preservation is limited to functional descriptions of program components and procedures and is conveyed largely through the Historic Preservation website. While this information is useful, it is often seen only by those already aware of historic preservation. Information that would inform the community about the City's history, what historic preservation is, and its benefits to the community would help expand awareness, support, and participation in historic preservation activities. Outreach efforts could be conducted online as well as through the production of printed materials, videos and reports, public presentations, and broadcasts on SLCTV.



The Historic Preservation website is a major asset in sharing information about the City's historic preservation program.

The lack of a direct education and outreach effort has largely been attributable to limited staffing, but also to the fact that the City lacked a clear and consistent message to convey to the public regarding the purpose and long-term objectives of preservation in the City. Now, with the completion of a city-wide community preservation plan, the City will work to improve public awareness of the preservation program by providing materials to clearly express program requirements and benefits and making those materials readily accessible.

CITY OUTREACH

Community Associations

Salt Lake City recognizes community associations whose purpose is to provide input and information to City departments, on various matters, including those relating to historic preservation-related issues. Community Associations are encouraged to provide input early in the process to the City on all matters affecting the City or each organization's particular area of interest or geographic area. Most of these groups hold regular meetings, some issue a monthly newsletter, hold street festivals or support community gatherings and many maintain a listserv. All of these are good sources of information-sharing and means of garnering public participation in the City.

City Website

The website of the Historic Preservation program is currently the principal source for information about the City's historic preservation program. The City is currently revising its online materials to further the utility of the website.

STATE HISTORIC PRESERVATION OFFICE OUTREACH PROGRAMS

In addition to its participation in the nomination process for National Register of Historic Places designations, the State Historic Preservation Office (SHPO) is an active preservation partner, providing technical and financial assistance and research information to property owners and the City.

Technical Assistance: State and Federal Tax Credits

The State Historic Preservation Office oversees Section 106 reviews for projects using federal funding and administers the state and federal tax credits and various other federal grants for preservation. As such, the SHPO has proved to be the most valuable source of information on tax credits for owners of historic properties in the City, particularly those with properties that are listed in the National Register where the owner desires to take advantage of the tax credit program. The SHPO's commitment to assisting property owners and expertise in navigating the forms and processes of historic tax credits has resulted in many renovation and adaptive reuse projects that preserved additional resources outside of the City's regulatory preservation program. Since all of the existing local historic districts are also nationally registered, the tax credit program has been a strong financial incentive for renovation of historic resources in the City.

Property Research Assistance

The SHPO assists property owners with historic research on individual properties. This ability will be greatly expanded through an online inventory of Utah historic sites, which is currently under development, and will be a great resource for City staff, the Historic Landmark Commission, and residents to research and track properties.

Other Education and Outreach Activities

The SHPO also offers a variety of other education and outreach activities, such as:



The Utah SHPO website is a rich source of state history information and educational resources.

- An online interactive Utah history game for children through its website.
- A directory of contractors to help with historic projects.
- Guidelines for photographing a historic property.
- Guidelines for measuring historic building floor plans.
- An on-line course on how to identify historic features.

UTAH HERITAGE FOUNDATION OUTREACH PROGRAMS

Established in 1966, the Utah Heritage Foundation was the first statewide preservation organization in the western United States. As a private, membership-based, not-for-profit organization, the Foundation helps property owners, preservation professionals, organizations and government agencies to preserve, protect and promote Utah's built environment through public awareness, advocacy and active preservation. The Foundation fulfills its mission through a wide range of programs and activities, including low-interest loans from its Revolving Fund Loan Program, which reach communities throughout the state.

Educational Tours

The Utah Heritage Foundation has several self-guided historic tours of the City:

- Historic Buildings of Capitol Hill,
- Historic Downtown Walking Tour, and
- Historic South Temple Street.

In addition, the Utah Heritage Foundation docents offer tours for Kindergarten through twelfth (12) grade students as well as the general public of the following sites in Salt Lake City:

- Kearns (Governor's) Mansion and Keith Mansion, on South Temple
- Salt Lake City and County Building,
- McCune Mansion on Main Street in the Capitol Hill neighborhood,
- Meditation Chapel in Memory Grove Park, and
- Marmalade District on Capitol Hill.

State Preservation Conference and Heritage Awards

In 2007 the Utah Heritage Foundation began hosting the annual State Historic Preservation Conference which offers various workshops, speakers and other information relating to Historic Preservation accomplishments and current best professional practices.

The Utah Heritage Foundation announces annual Heritage Awards to highlight exemplary preservation projects from the prior year. This positive reinforcement of preservation is a valuable tool to



Utah Heritage Foundation website highlights a variety of historic preservation activities in the state, much of which is taking place in Salt Lake City – including awards, tours, and preservation methods and incentives.



As a part of their annual conference, Utah Heritage Foundation offers home tours. (Photo courtesy of Utah Heritage Foundation.)

highlight historic sites and the value of preservation activity. While these awards are statewide, many of the recipients are in the City due to the fact that most preservation activity in the state takes place in Salt Lake City.

POLICIES AND ACTIONS RELATING TO EDUCATION AND OUTREACH

Policy 5.1a: Increase public awareness of the historic preservation program and its benefits.

Action 1: Ensure owners of properties within historic districts and Landmark Sites are notified of the designation.

Action 2: Annual Property Owner Newsletter

Create a newsletter that is sent at least annually to owners of historic properties to remind them of historic property status, maintenance tips, and available information and assistance.

Action 3: Convey Historic Status as Part of the Sale Process

Partner with realtor organizations to convey the historic status of a property during the marketing of a property, as well as at the time of purchase (e.g., through an additional item on the disclosure form) to ensure new owners are aware of the designation status. At the same time, provide potential buyers with information on what that designation (e.g., local versus national listing) will mean for them as an owner.

Action 4: Develop Property Maintenance Handouts

Develop a series of informational handouts and videos on property maintenance topics to help property owners find the information they need in a clear, consistent, and easy-to-use format. In developing the series, make use of existing materials already developed by other entities, such as the State Historic Preservation Office, the National Park Service and the Utah Heritage Foundation to avoid duplication efforts and to coordinate distribution efforts.

Policy 5.1b: Improve coordination with preservation partners to support educational efforts.

The City will partner with the State Historic Preservation Office and Utah Heritage Foundation to ensure that the City offers a comprehensive program of education and outreach to owners of historic properties and the general public. This will include information on history, formal historic tours, self-guided walking tours, property research methods, tax credit and financing

information and assistance, adopted best preservation practices, and other materials on the benefits and importance of historic preservation.

Action 1: Hold periodic education and outreach meetings with preservation partners

Set up a formal, semi-annual, round table for discussion of historic preservation issues with preservation stakeholders such as the Utah Heritage Foundation, the State Historic Preservation Office and other entities such as other cities with historic preservation programs, specifically to coordinate on education and outreach efforts. These meetings should be geared toward briefing the participants on individual goals and activities, identifying any strategic partnerships or complementary efforts that could be pursued, and identifying needs for additional educational outreach on preservation related topics. Increased collaboration can help ensure that a full spectrum of education and outreach is provided to inform and garner increased public understanding of historic preservation while avoiding overlaps.

Action 2: Project Financing Workshops

Assist the State Historic Preservation Office with hosting periodic workshops for the public on tax incentives and project financing. Co-host workshops with the State Historic Preservation Office and/or the Utah Heritage Foundation on project financing options for historic properties, targeting both residential and non-residential property owners in Salt Lake City.

Policy 5.1c: Ensure information is available to the public and property owners which highlights education and outreach opportunities.

Action 1: Create educational and informational resources that identify the different activities available to educate people about the importance and various aspects of historic preservation in Salt Lake City.

This should include information on guided and self-guided historic tours in the City, workshops and seminars and how-to guides on various topics. All information should be available in various formats including electronic, videos and hard copies.

Action 2: Expand Website Content

The City has already begun to expand its use of the website for preservation and planning activities through restructuring of the City's website and the addition of a regular Planning Division e-newsletter with a preservation highlight. The City will continue to devote the necessary resources to reorganize and expand the website to include new content and materials, including informational handouts and videos, to further support the implementation of this plan. The City also will continue to focus on improving the site's organization and user-friendliness.

Action 3: Participate in neighborhood events and celebrations to inform and educate the public about the importance and benefits of historic preservation as well as the regulations and opportunities available to property owners.

Action 4: Work with organizations such as the school districts, scouting organizations, youth city government, and other similar organizations that provide services to youth to create educational or activity related programs and curricula to increase youths' awareness of historic preservation.

Policy 5.1d: Increase public visibility of positive aspects of historic preservation in Salt Lake City.

The City will work to highlight local preservation projects, locally and nationally, to draw attention and awareness of historic preservation activity in the City.

Action 1: Highlight Community Preservation Success Stories

Regularly highlight institutional and renovation successes through a multi-media approach, including the use of SLC-TV. Publish highlights in reports, newsletters, newspapers, and the website to draw attention to successes and help educate the public and property owners on what are good examples of historic preservation.

Action 2. Create case study highlights of preservation success stories in the community, including those efforts that involve

collaboration with other City departments or preservation partners.

Action 3: Pursue Broader Recognition of Salt Lake City Historic Preservation Activities

Seek State and National recognition of historic projects and preservation program accomplishments in Salt Lake City in order to draw attention to positive aspects of Salt Lake City's Historic Preservation program.

Action 4: Hold local historic preservation awards program to highlight successful historic preservation projects.

Action 5. Improve or increase the presence of signage denoting local historic districts and Landmark Sites throughout the City.

Pursue funding to add or repair historic signs to highlight the importance of specific sites and districts. Where possible, link the addition of new signs into other processes including street repair, City property acquisition, and local designation decisions.

Action 6: Create a Financing and Incentives Brochure

Create a brochure to highlight all financing and incentive options available to owners of historic properties

Action 7: Offer Periodic Tax-Credit Workshops

Coordinate with the State Historic Preservation Office to schedule and conduct periodic workshops on the tax credits program to improve user-friendliness and increase participations in this valuable program.

Policy 5.1e: Support the Utah Heritage Foundation's efforts to expand the revolving loan fund that serves the City.

Action 1: Help Expand UHF Loan Fund

The City should work to support the expansion of the Utah Heritage Foundation revolving loan fund within the City's boundaries to expand the use of this highly successful program.

Policy 5.1f: Work with the Utah Heritage Foundation to increase the use of preservation easements.

Action 1: Promote Preservation Easements

The City should work with the Utah Heritage Foundation to develop a strategy to promote the increased use and awareness of the Foundation's preservation easement program. This tool is currently underutilized. The City could help determine underlying reasons for low use such as staff referral rates, misinformation or a lack of information on easements, or real or perceived barriers to use. The City will then work with the Foundation to address issues and increase the use of the preservation easement tool.

Support a Sustainable City

VISION

The City practices historic preservation with an eye towards the future. Preservation is a key tool for achieving the City's goals for economic, environmental, and community sustainability. Historic preservation involves the use and reuse of existing structures, which translates into lower environmental impacts. The City recognizes these environmental benefits of historic preservation and commits to educate about how preservation is green as well as investigate the possibilities of using green building materials, environmentally-responsible landscaping, energy efficiency, and renewable energy generation within historic neighborhoods. The incorporation of green building practices is encouraged whenever they are compatible with best historic preservation practices.

OVERVIEW

In general, Sustainability is usually thought of as a way to meet present needs without compromising the ability of future generations to meet their needs. On that note, the City practices historic preservation with an eye towards the future so that important historic resources will be preserved for future generations. Preservation is a key tool for achieving the City's goals for environmental, economic, and social sustainability, which in turn sustains quality of life and community livability for all residents into the future.

One of the key goals of this planning effort is to establish stronger relationships between historic preservation and other City programs and policies. In particular, many participants in the development of this plan stressed the need for a strong link between historic preservation and sustainability.

Salt Lake City is working to incorporate sustainability principles into a wide variety of City programs and policies. The creation of the Division of Sustainability and the Environment and revisions to



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

City zoning and subdivision regulations are two early and significant steps towards this goal.

The City has developed the following thematic framework for aligning its programs and policies with sustainability:

1. Climate Change and Air Quality
2. Water Quality and Conservation
3. Renewable Energy Production and Energy Conservation
4. Mobility and Transportation
5. Urban Forestry
6. Housing Accessibility and Diversity
7. Community Health and Safety
8. Food Production and Nutrition
9. Recycling and Waste Reduction
10. Open Space, Parks, and Trails

This chapter of the plan illustrates how preservation can support not just environmental sustainability, but also economic and social sustainability. Preservation can help the City achieve its goals in several of the topic areas listed above, particularly energy, urban forestry, transportation, economic development and housing. Additional topics may be added to this list in the future.

ENERGY

OVERVIEW

As energy costs increase and resources dwindle, encouraging the preservation of Salt Lake City's historic buildings and districts is one of the best opportunities for sustainable development. Historic preservation is a valuable tool for protecting the environmental resources that have already been expended as well as those not yet used. Reusing sound older buildings is much more sustainable than abandoning them or demolishing them. Preserving and revitalizing Salt Lake City's historic buildings is 'recycling' on a grand and community-wide scale.

In addition, historic buildings are often more energy efficient than modern construction. Thick, heat-retaining masonry walls such as brick and stone with plenty of natural ventilation contribute to their excellent energy efficiency. Historic buildings can also be adapted to benefit from new technology. Solar panels are expected to become more efficient in the future and can be installed in a location and manner that is least obtrusive and in a way that causes the least impact to the historic integrity and character of a historic building, site and / or district.



Although windows can suffer from neglect, repair can be more environmentally sustainable and often cheaper in the long run than replacement.

EMBODIED ENERGY

In the words of Richard Moe, the former president of the National Trust for Historic Preservation, "The bottom line is that the greenest building is the one that already exists." In other words, one of the most environmentally friendly development practices is the decision to repair and reuse an existing building, rather than replace it.

The key link between historic preservation and environmental sustainability lies in the concept of "embodied energy," which refers to the life-cycle energy that is represented in the existing structure. This includes the expended energy to harvest, process, fabricate, and transport the raw materials used during the original construction.

Demolition of a historic structure for redevelopment has a very high associated energy cost as well. Not only is the energy embodied in the structure lost, but significant energy is involved in the demolition itself, and more energy is used to construct a new building. Plus, new materials must be consumed to construct the replacement building. In today's global marketplace, these materials may come from numerous countries around the world, meaning that significant energy is involved simply in bringing the materials to the site. A new, earth-friendly, energy-efficient building may require 50 to 60 years or more to recover the energy lost in demolishing an existing building.

Seen in this light, the reuse of a historic structure can often be the most energy-efficient option and the most sustainable form of development.

ENERGY EFFICIENCY

Historic construction methods and materials incorporate more energy-saving features than are typically appreciated. For example, tests on wood windows in historic homes have shown them to be as energy efficient as new double-paned vinyl windows when properly maintained. Maintenance of wood windows offers short and long-term savings to the property owner. In the short term, maintenance – which includes weather-stripping, caulking, and/or the addition of storm windows – is typically less expensive than replacement. In the long term, wood windows can last over a hundred years whereas vinyl products typically have a much shorter life span before they need to be replaced. Furthermore, due to the construction methods used, part of a wood window can be replaced when damaged whereas on a vinyl window typically the whole window has to be replaced when damage occurs.

As another example, older development patterns often made good use of building and tree placement to maximize the potential of passive solar heat. The orientation of the building allows for maximum sun exposure, while deciduous trees offer shade to keep the home cool in the warmer months.

Of course, the energy use of a particular building is a complex issue and requires individual assessment to determine whether the building is operating as efficiently as possible. Increasingly, there are many resources available to help to improve the energy-efficiency of historic buildings.

"We envision Salt Lake City as a prominent sustainable city: the international crossroads of western America, blending family life styles, vibrant artistic and cultural resources, and a strong sense of environmental stewardship with robust economic activity to create a superb place for people to live, work, grow, invest and visit."

Salt Lake City Vision and Strategic Plan, 1993

RENEWABLE ENERGY

Salt Lake City has taken a major step to address climate change by joining the international Cities for Climate Protection (CCP) Campaign and committing to a goal of reducing its carbon footprint to 20% below the 2005 level by 2020. The City is also an active supporter of Utah's involvement in the Western Climate Initiative (WCI) which works regionally to reduce greenhouse gas emissions. Clean renewable energy sources will be a key component of an overall strategy to achieve the carbon goals of the City and region. Salt Lake City already allows the use of solar collectors on locally designated historic structures so long as they do not negatively affect the historic character of the building or district. The City is committed to ensuring that the current regulations do not present barriers to expanded use of solar collectors.

POLICIES AND ACTIONS RELATING TO ENERGY

Policy 6.1a: Historic Preservation is a primary tool to implement the sustainable goals of Salt Lake City.

Action 1: Find ways to inform the public, decision makers and other City departments of the role historic preservation plays in achieving a sustainable city.

Action 2: Hold a series of educational sessions led by staff and guest speakers on how preservation relates to sustainability.

Policy 6.1b: The energy benefits, including life-cycle costs of preserving older buildings, should be understood by property owners, development professionals, decision makers, City Staff and the general public.

Action 1: Create Educational Materials relating to the energy benefits of preserving older buildings that identify how preserving older buildings is an important means of conserving energy.

Organize educational sessions and create informational handouts, videos and other communication techniques that address the energy benefits of historic preservation, and also provide specific tips and recommendations for maintenance and renovation of older



(top) Solar panels in a west side neighborhood. Additional design guidelines could help minimize the profile of such panels in historic districts.

(bottom) Solar panels on the roof of the Peter Pan apartments, a National Register site, can be seen but are low profile.

buildings. The information should compare and contrast the short- and long-term costs of the purchase of new materials versus the repair and maintenance of existing features. Specific topics could include, for example, a discussion of the long-term benefits of repairing historic windows versus replacing them with new windows. The information should direct property owners to additional resources to locate more information. Ensure the information is updated over time as new information becomes available that complies with adopted policies, guidelines and regulations relating to historic preservation in Salt Lake City.

Policy 6.1c: Encourage the use of sustainable building practices that comply with adopted policy, guidelines and regulations relating to historic preservation in the renovation and maintenance of historic structures.

Policy 6.1d: Ensure adopted guidelines and regulations allow for the appropriate use of green building practices as they emerge.

Policy 6.1e: The incorporation of green building practices is encouraged whenever they are compatible with best historic preservation practices.

Action 1: Research New Green Building Materials, Technologies and Practices

As technologies and products rapidly evolve to meet a wider array of design needs, the City will consider which green building practices comply with adopted policy, guidelines and regulations for renovations and additions to historic structures. Ongoing review of industry best practices will help the City's preservation program stay at the forefront of historic preservation and sustainability.

Action 2: Update Design Guidelines on a Regular Basis

On an annual basis, the planning staff should compile information on promising new green building materials, technologies, and practices and prepare recommendations for adoption for any necessary updates or revisions to the City's design guidelines or regulations.

Policy 6.1f: Encourage architectural salvage efforts to promote the reuse of historic building materials and to decrease the need to create new building materials from raw materials that have to be harvested, manufactured and transported from far away.

HISTORIC LANDSCAPES

FORMAL CITY OPEN SPACES

Open Space is important for ecological and recreational purposes. The development and maintenance of open space, including the importance of trees and water efficient landscapes, help support the sustainable practices that make Salt Lake City a livable, green City. Salt Lake City has a number of parks that are designated as Landmark Sites, including Liberty Park, Memory Grove and Pioneer Park. Other historic landscapes maintained by the City include neighborhood parks, parkstrips and landscaped medians, cemeteries, and the landscapes around City-owned buildings. Maintenance of these properties is the responsibility of the Public Services Department. There also are a variety of privately owned green spaces in historic districts and on the grounds of Landmark Sites.

In addition to the current locally designated historic parks, other City parks are within local historic districts, such as Reservoir Park in the University Historic District. However, the City has many parks that are historic in nature and help tell the unique development history of the City. These include parks such as Fairmont Park in Sugar House built in the 1930s with Federal assistance during the Great Depression and Jordan Park in West Salt Lake built in the 1920s. There are also other important historic landscapes, including the City Cemetery in the Avenues and Mt. Olivett Cemetery near the University of Utah in addition to various street medians, such as those on 600 East in the Central City Historic District or those on 1200 East in the University Historic District.

The City's Urban Forester, in the Public Services Department, oversees the health and vitality of the City's Urban Forest which includes all trees in the public right of way and in public parks and open space areas. In addition, the Parks and Public Lands Division has the authority to oversee the use and conservation of public open spaces, public parks and landscaped right of way areas.

Public Open space areas change over time. Whether it is caused by different types of uses for the public open space (such as a change from a passive recreation area to an active one), the health of the plant materials (such as an old tree that becomes brittle and causes safety concerns), or water conservation practices, these changes may require alterations to landscape design and planting materials.

Where the historic landscapes are within locally designated historic districts or Landmark Sites, the criteria for the H Historic Preservation Overlay Zoning District will require appropriate changes to meet the standards. Although preservation of the formal setting may be important, what plant materials and the design of the landscapes may be

less important from an historic preservation standpoint. Furthermore, the expertise of the City's Urban Forester and Landscape Architects should be relied upon to know when landscaping changes are warranted and appropriate especially relating to the health of the vegetation.

The City will strive for landscaping techniques that are compatible with historic landscapes, in addition to being water-efficient and environmentally responsible. If, for example, a tree species was once commonly planted but is now known to be invasive or susceptible to certain pests or diseases, current knowledge and best practice by the City's Urban Forester or Landscape Architects should determine the selection of replacement species. The focus for historic preservation should remain on the overall aesthetic to ensure there is consistency in the landscape and that the replacement provides a similar function and role as species being replaced. Replacement should still be conducted, as it is now, when a tree is ill or damaged.

The current standards and design guidelines are geared more toward a built environment than a natural or landscaped area, which makes it more difficult to define what types of alterations to landscaping may be appropriate. Surveys are a necessary prerequisite to the development of design guidelines, and also to provide a baseline for making decisions regarding development proposals affecting historic landscapes. The existing master plans (e.g., the parks master plan) are not always sufficient to provide a basis for making decisions. Further, not every park or site has a master plan. Conducting surveys to identify the important historic elements of a public open space design or landscape feature, will help with the development of specific regulations and design guidelines for review of these projects when alteration is necessary or requested. Design guidelines for historic landscapes are important to ensure the integrity of these spaces is retained and that they support the structures they surround. The design guidelines should be balanced against other city-wide sustainability goals to ensure recommended practices have a rational relationship to the public need for safety, water conservation and management of invasive species and pests.



Liberty Park, a Landmark Site, includes many historic features such as this stone arbor.

PRIVATE OPEN SPACES AND HISTORIC LANDSCAPES

Historically large mansions and institutional uses tended to have more formal landscapes that help showcase the building and topography of the lot. Good examples include the Woodruff-Riter and McCune mansions on Capitol Hill, various mansions along South Temple, including the Keith and Kearns mansions, the Masonic Temple, also on South Temple, and the City and County Building Downtown.

A basic element of a standard residential landscape is the lawn or turf area. The choice of turf species used can greatly impact its susceptibility

to drought and overall water consumption needs while retaining the overall aesthetic look of the lawn.

POLICIES AND ACTIONS RELATING TO HISTORIC LANDSCAPES

Policy 6.2a: Preserve city-owned historic landscapes including parks, medians, open space areas, and cemeteries.

Policy 6.2b: The City will work to ensure that historic features of all its historic landscapes remain for future generations through responsible stewardship and careful maintenance practices.

Action 1: Survey the City's Historic Landscapes and create historic landscape design guidelines where appropriate

Conduct one or more surveys of historic landscapes in the City, including parks, cemeteries, open space, and streetscapes. Based on the survey work, create design guidelines for designated historic landscapes or those that are within designated local districts to ensure the integrity of these spaces is retained and that they support the structures they surround. The design guidelines should be balanced against other city-wide sustainability goals to ensure recommended practices have a rational relationship to the public need for various uses, safety, water conservation and management of invasive species and pests.

Action 2: Identify and Pursue Listing for Additional Historic Parks and Historic Landscapes

Identify additional historic parks, landscapes and cemeteries in the City for survey and, if appropriate, nomination as Landmark Sites or include within local historic districts.

Policy 6.2c: Ensure consistency between adopted policy plans and the historic preservation plan relating to open space policies.

Action 1: Develop Informational Packet for all historic parks in the City

Create an informational packet on the history of use and landscape design of the City's historic parks. This summary should include all older parks in the City, not just those already listed as local Landmark Sites. This packet should be made available to the public and also provided to the Historic Landmark Commission, Public Services Department, and planning staff for their use and reference.

Policy 6.2d: The City will strive for landscaping techniques that are compatible with historic landscapes, in addition to being water-efficient and environmentally responsible.

Policy 6.2e: The design guidelines for public open space in historic districts or on Landmark Sites should be balanced against other city-wide sustainability goals to ensure recommended practices have a rational relationship to the public need for open space, safety, water conservation and management of invasive species and pests.

Policy 6.2f: Encourage the use of historically compatible materials where possible, while still respecting the City's sustainability goals.

Action 1: The City Planning Division and other applicable City Staff, including the Urban Forester, Parks and Public Lands Division staff, Public Utilities Water Conservation Coordinator and Landscape Architects, should work collaboratively to guide future maintenance activities in these landscapes.

Policy 6.2g: Encourage the retention of historic landscape design on private property through education of the importance of the design of the landscape in the history of the property.

Policy 6.2h: The review of landscaping relating to historic preservation should be focused on site design, grading and site features and not on the type of landscape materials.

Action 1: Develop Educational Materials for the Owners of Private Historic Landscapes

Educate the public about the importance of the preservation of privately owned historic landscapes. Develop a series of brochures or other educational materials that may be made available to the owners of historic landscapes on private property, such as private landscaping within local districts or on the grounds of Landmark Sites.

TRANSPORTATION

OVERVIEW

A sustainable transportation system is one that allows for many types of movement and access throughout the City, with an emphasis on alternatives to motor vehicle travel. The historic development pattern of the City grid lends itself to alternate modes of transportation such as pedestrian, bicycle, and transit. Pedestrian-friendly features include well-maintained sidewalks, clear and safe crossings, street trees, and compatible design of bicycle racks and street furniture near commercial development. (See Appendix F)

MASS TRANSIT SERVICE-

The City's Transportation policies include supporting a variety of circulation options to afford more choices for mobility, decrease air pollution and traffic congestion and encourage a healthier lifestyle for individuals. Mass transit helps in these efforts. Mass Transit can include Light Rail, Commuter Rail, Street Car and Buses.



TRAX connects major destinations in the city, such as Temple Square (above) and the University. Through proactive planning, the historic character can help shape unique identities for transit stations.

POLICIES, AND ACTION RELATING TO TRANSPORTATION

Policy 6.3a: Preservation policies should be considered in the Transit Planning Process

Policy 6.3b: Pedestrian and bicycle amenities within historic districts or adjacent to Landmark Sites should be compatible with the historic character of the area.

Policy 6.3c: Pedestrian-friendly design features should be integrated into the historic district design guidelines.

Action 1: Develop Historic Design Guidelines that Enhance the Pedestrian Environment

Work with applicable City Departments to plan for improvements within historic districts and adjacent to Landmark Sites that simultaneously enhance the pedestrian environment and the historic streetscape.

Policy 6.3d: The City will continue to support alternate modes of travel in its historic areas through appropriate improvements to the overall transportation infrastructure, which includes highways, major and minor roads, transit (bus, fixed rail transit), bicycle lanes, and sidewalks.

Policy 6.3e: The Planning Division should coordinate with the Utah Transit Authority and City Transportation Division on fixed rail transit routes and station improvements planned within historic districts.

Action 1: In the planning stage of new fixed transit development, the Planning Division staff should work with the City's Transportation Division and UTA to ensure that development associated with the fixed transit lines, (such as the siting of new stations) minimizes negative impacts and supports actions that will enhance historic preservation.

ECONOMIC DEVELOPMENT

OVERVIEW

In addition to environmental sustainability, historic preservation supports economic sustainability. A healthy and sustainable City needs a diverse economy and viable tax base. The ability of any City to draw and retain residents and businesses is largely based on the quality of life it can offer. In Salt Lake City, historic preservation has helped achieve the City's status as an attractive and distinct City in a number of ways:

- **Downtown/Central Business District:** The Exchange Place historic district and numerous historic structures, including several National Register Sites that have been restored using Federal and State tax credits and Redevelopment Agency's Building Renovation Loans help define a unique and attractive Downtown.
- **Distinctive Neighborhoods:** Historic neighborhoods in the City's core have avoided the deterioration and

disinvestment that can threaten the image and fabric of the City.

- **Architectural and Historic Attractions:** Historic Preservation activity since 1976 has protected numerous sites with distinct historical and architectural significance that attract visitors as well as contribute to the visual interest of the City's built environment.
- **Affordability.** The rehabilitation of older buildings can help provide affordable spaces for both residential and commercial uses, helping to provide a range of housing and business options and contribute to the development of mixed-income areas.

While these are secondary economic benefits, preservation also offers direct benefits to the City's economy through increased employment. Studies have documented that rehabilitation projects typically employ more people, and often higher-skilled labor, than new construction projects.

HERITAGE TOURISM

Across the country, from major urban centers to rural villages and hamlets, thriving historic areas attract visitors who provide a significant source of revenue for both local and state economies. Visiting historic places, or "heritage tourism," has grown substantially in the past few decades as more and more visitors seek to combine recreation with meaningful educational experiences. Heritage tourism is focused on the experience and preservation of a distinctive place and its stories from the past to the present. Its resources are diverse and may include historic landscapes, ethnic festivities, and living traditions such as the production of local foods and crafts.

Heritage tourists include travelers who incorporate at least one visit to a historic site or landmark among other activities, and also the smaller subset of visitors whose primary reason for traveling is to visit historic places. Heritage tourists tend to have a greater respect for the places they visit and are less likely to have a negative impact on heritage resources. Heritage tourism is an important tool to bring preservation and economic development together.

Utah enjoys an abundance of beautiful scenery and historic places that attract all types of visitors. Heritage tourism contributes to

Utah's economy by generating revenue, creating new jobs, and providing opportunities for small businesses. An example of heritage tourism may include a visit to Salt Lake City's historic downtown, which attracts visitors interested in historic settings such as the unique buildings and landscapes associated with the Church of Jesus Christ of Latter Day Saints heritage.

According to the nationwide research by the Travel Industry Association of America (Travelscope survey 2003), heritage and cultural travelers consistently stay longer and spend more money than other types of U.S. travelers. For example, in 2003 they averaged \$623 per trip versus \$475 per trip for other U.S. travelers. Heritage travelers also tend to travel longer: 5.2 nights versus 3.4 nights. Most cultural travelers want to enrich their lives with new travel experiences. The economic impacts of heritage tourists go beyond their direct expenditures. Each dollar spent at a hotel, restaurant, or retail shop circulates in the economy as the establishment buys supplies, contracts for services, and pays wages to its employees. This re-spending of money can be calculated through economic multipliers, and can add up to a significant source of income for the City and State.

PROPERTY VALUES

Over the past decade, many communities throughout the country have investigated the impact of local historic district designation on property values. Places as diverse as Colorado, Florida, Michigan, and Texas have tracked property value trends in locally designated historic districts. Many of these studies are summarized in *The Economics of Historic Preservation*, Randall Mason, Brookings Institution (2005).

Each of these communities has recognized that measuring property value impacts is complex and involves multiple variables that change widely depending on each area studied.

Nevertheless, consistent evidence supports the position that historic designation at the very least does not decrease property values, and often designation can be a contributing factor in raising values at a greater rate than similar, undesignated areas. This was the case, for example, in a 2005 study for the state of Colorado that looked at property values in a range of selected locally designated historic districts (both residential and commercial) in Denver, Durango, and Fort Collins.

POLICIES AND ACTIONS RELATING TO ECONOMIC DEVELOPMENT

Policy 6.4a: Support historic tourism in Salt Lake City.

Action 1: Work with preservation partners and economic development groups to develop a heritage tourism strategy.

The City should actively support efforts by the Utah Heritage Foundation and the Convention and Visitor's Bureau to develop a heritage tourism strategy in collaboration with preservation partners and economic development groups, including the City's Economic Development Division, Chamber of Commerce, Downtown Alliance, State Historic Preservation Office, the Salt Lake City Redevelopment Agency, and others. The first step should be to identify options to promote heritage tourism through existing attractions and the Downtown. The next step should be to identify measures that could be taken to expand the geographical distribution of the City's heritage tourism efforts towards other neighborhoods and identify a broader range of resources.

Key elements for the overall heritage tourism strategy to address include:

- Products and experiences: The types of heritage resources that exist for visitors to Salt Lake City – the “things to see and do.”
- Infrastructure: The physical facilities needed to support heritage tourism (such as lodging, food and beverage, transportation) and also the information resources needed to support the tourism industry (e.g., visitor information databases).
- Marketing and communications: A multi-media approach for creating awareness of Salt Lake City heritage tourism opportunities.
- Funding: The funding streams and financial resources, both public and private, which will support development and maintenance of heritage tourism resources.
- Organizations: The entities charged with managing heritage tourism activities in the City (and perhaps state), including the Chamber of Commerce, Convention and Visitors Bureau, preservation groups, and City staff and officials.

Action 2: Pursue funding for heritage tourism in cooperation with other partners involved in developing the tourism strategy.

Capitalize on the City's status as a Preserve America Community to identify and pursue grants to help finance heritage tourism growth in the City. Possible sources include Preserve America grants and Utah Cultural Heritage Tourism Grants.

Policy 6.4b: Coordinate Historic Preservation with Downtown revitalization and economic development efforts.

The Central Business District contains a variety of historic buildings in addition to Washington Square, Temple Square, and the Exchange Place Historic District. Historic Preservation efforts should be part of collaborative efforts in the revitalization and enhancement of Downtown.

Action 1: Work with Downtown and preservation stakeholders to create a Main Street-type program for Downtown Salt Lake City.

Work with a variety of Downtown and preservation stakeholders, such as City officials, the Chamber of Commerce, the Salt Lake City Redevelopment Agency, Downtown Alliance, State Historic Preservation Office, and the City Economic Development Division, to develop a community revitalization program for the Downtown, which relies on historic preservation as a catalyst for downtown economic development. Build on successful concepts such as those introduced and tested by the National Trust's Main Street program.

Policy 6.4c: Historic preservation is identified as an important means of providing employment opportunities for local crafts persons and skilled workers which keep money in the local economy.

Action 1: The City should participate in a study that identifies the effects of historic preservation on the economy and property values in Utah and specifically in Salt Lake City.

HOUSING

Overview

Another key attribute of a sustainable city is the availability of a wide variety of convenient, safe, and affordable housing options for residents of all income levels. The City is committed to supporting vital urban neighborhoods that accommodate a range of households with respect to family size, age, and income.

Creating and maintaining a supply of affordable housing is a challenge in any city. Historic neighborhoods and buildings can provide a significant range of housing options. With the use of incentive programs, such as grants, low interest loans and preservation tax credits, these neighborhoods and buildings have the potential to provide even more affordable homes.

The supply of housing in the core areas of a city directly impacts the mix of age, income, and family sizes that can reside there. In Salt Lake City, current preservation limitations on home additions and maintenance requirements were criticized by some participants in this planning process as resulting in a more homogenous resident profile than is desired or sustainable for the long term. The perceived inability of the central neighborhoods to accommodate different housing needs impacts the city's overall development footprint, as core-area residents move elsewhere in search of housing options to match their needs. For example, a growing family that finds it difficult to expand its home because of preservation restrictions may look to a neighborhood in the suburbs for a new home. This results in increased land and resource consumption as new homes are constructed. Providing a variety of housing options close to various means of mobility helps to decrease the overall cost to an individual to meet their housing and transportation costs. In other words, having various types of housing options (from multi-family, mixed use, accessory dwelling units or single family detached homes), within walking distance to transit corridors and services helps to promote more affordable living.

The City's challenge is to pursue its historic preservation objectives while at the same time ensuring that a prospective homeowner can find a variety of convenient and affordable household options within the City. Preservation standards and programs should support adaptive reuse, renovation of historic apartments, and



The adaptive reuse of the former ZCMI General Warehouse (above) for the Artspace City Center has added artist townhouses (below), artist live-work units, gallery space, and an interior garden. Adaptive reuse can be a critical tool in preserving historic structures and providing space for affordable and rental housing options as well as economic activity.



Photos courtesy of Utah Heritage Foundation.

appropriate expansion of single-family homes to allow historic structures to meet various lifestyle needs.

POLICIES AND ACTIONS RELATING TO HOUSING

Policy 6.5a: Ensure zoning supports the retention and reuse of existing historic apartment and non-residential buildings.

Action 1: Ensure Compatible Zoning

Analyze the underlying zoning of existing designated historic structures and those in designated historic districts, both local and national, to ensure the zoning supports the preservation of the site.

Policy 6.5b: Support the renovation and use of historic apartment buildings and the adaptive reuse of historic non-residential buildings for residential units.

Action 1: Identify and Remove Obstacles to Rehabilitation and Reuse

Work to identify obstacles to renovation and adaptive reuse projects including fire and building code requirements and find appropriate solutions that make renovation projects more viable and easier to accomplish while still upholding preservation guidelines, policies and regulations.

Action 2: Create zoning incentives, including the possible increase in density, for historic structures, especially in higher intensive zoning districts and / or along arterial roads and transit corridors near transit stations that would encourage preservation and maintenance of historic structures while preventing or discouraging their demolition.

Action 3: Inform Housing and Building Division Personnel on Code Changes and Available Assistance

Create an ongoing educational program to ensure Planning, Code Enforcement, Housing Division, Building Services, housing agencies and other relevant staff are trained in the code changes to ensure rules and information are applied and distributed in a correct and

consistent manner. Provide staff contact information from whom property owners can obtain more information.

Policy 6.5c: Support appropriate changes to existing historic homes to accommodate the changing needs of various household types within the City.

Action 1: Support Appropriate Residential Additions

Develop policies for additions to residential properties to ensure that historic structures can continue to meet the housing needs of both families and individuals. Determine whether existing design guidelines are sufficient to implement policies, or whether revisions are necessary.

Policy 6.5d: Allow appropriate modifications to the front elevation and front yards of contributing structures and Landmark Sites to provide accessibility and visitability to the structure.

Action 1: Develop guidelines to identify means of appropriate modifications to provide accessibility and visitability provisions to structures in local historic districts and on Landmark Sites.

Policy 6.5e: Allow the development of additional dwelling units as an incentive for preservation of historic structures.

Action 1: Analyze the appropriateness of amending the zoning ordinance to allow accessory structures to be converted to accessory dwelling units where located near fixed transit stations

Action 2: Consider the appropriateness of density bonuses in contributing structures on lots that are zoned for two-family and multi-family development but due to lot size, would not accommodate the additional dwelling.

Action 3: Analyze the appropriateness of amending the zoning ordinance to allow accessory dwelling units where certain criteria are met that would mitigate negative impacts and where the changes are compatible with the historic character of the structure.

Policy 6.5f: Encourage the use of various funding sources, including those for historic preservation, to develop affordable housing within the City.

Action 1: Affordable Housing Best Practice

Identify priorities and best practices for affordable housing and historic preservation to educate the public on how preservation and affordable housing can best support the objectives of each other.

Action 2: Program Development

Coordinate with other departments and agencies to develop programs that support affordable housing and jointly pursue funding to support historic preservation objectives.

Policy 6.5g: Assist homeowners in overcoming challenges of home maintenance requirements.

The City should explore and support volunteer efforts and financing options to support homeowners facing challenges in meeting exterior home maintenance requirements.

Action 1: Create Targeted Maintenance Assistance Programs

Identify and pursue programs to provide targeted assistance in home maintenance and weatherization where there is need and support for such programs for elderly, those with disabilities, or low-income residents. Programs may include public/private or public/non-profit partnerships, as well as direct collaboration with the Housing and Neighborhood Development Division. Such programs may already exist, but perhaps could be better integrated with the City's preservation programs.

Action 2: Coordinate Outreach to Property Owners

Work with other program partners to develop an outreach campaign to both encourage participation and help overcome any concerns or reservations property owners may have about seeking assistance relating to maintenance of their historic property.

Implementation Action Plan

HOW WILL THE PLAN BE IMPLEMENTED?

Salt Lake City will implement the Historic Preservation Plan through five basic types of actions:

1. Policy Decisions,
2. Ordinance Revisions,
3. Coordination and Partnerships,
4. Pursuing Funding Mechanisms, and
5. Education and Outreach.

These are described briefly in the sections that follow.

POLICY DECISIONS

The plan identifies a number of actions that will be carried out during day-to-day decisions by the planning staff, the Historic Landmark and Planning Commissions, and the City Council. The Commissions and Council will continually make decisions regarding development proposals and plan amendments and will use this plan to guide such policy decisions as they occur. The City Council's annual funding to support planning and planning staff activities will directly impact the successful implementation of this plan.

REGULATORY IMPROVEMENTS

Regulatory improvements to the (H) Historic Preservation Overlay ordinance, creation of new tools like character conservation districts, and improvements and additional design guidelines for historic areas will all be critical components of plan implementation. Changes will also be necessary to the building code, sign code, and other regulations to support policies of this plan and facilitate adaptive reuse projects. By bringing regulations of the City into alignment with preservation objectives, the City will help reduce internal conflicts and contradictions and support a more unified approach to preservation and development.

COORDINATION AND PARTNERSHIPS

The plan identifies two categories of partnerships central to its successful implementation:

PRESERVATION PARTNERS

The City will work closely with Utah Heritage Foundation, the Utah State Historic Preservation Office, and other non-profit preservation advocacy groups to coordinate on many preservation-related activities, including development of an on-line database, education and outreach activities, and grants and loans, among others.

CITY DEPARTMENTS AND AGENCIES

The Planning Division will coordinate with other departments, particularly the Economic Development, Housing, Engineering, Public Services, Sustainability, and the Redevelopment Agency of Salt Lake City.

PURSuing FUNDING MECHANISMS

Throughout this plan, the Action statements make reference to a number of potential funding sources to assist in implementing goals of the preservation plan. Many of these are competitive annual grants that the City will need to pursue independently or in conjunction with another agency or entity and that require matches. The pursuit of these funding sources, as well as keeping current on any additional opportunities that may exist over time, will need to be integrated as a practice of the Planning Division and other departments where mutual opportunities or overlaps exist.

EDUCATION AND OUTREACH

Education and outreach are a critical component to fostering support and understanding for the preservation program and how preservation activities relate to other City goals, such as sustainability. The City will work with other preservation partners and community / interest groups to increase public awareness and create additional educational opportunities and materials.

IMPLEMENTATION ACTION PLAN

The following pages contain the Implementation Action Matrix. This matrix summarizes each action identified in the plan and assigns a time frame and one or more responsible partners.

Timing: The matrix expresses the relative priority of the action within the timing section of the matrix. These columns specify the timing for each action as: ongoing, within the first year after the plan is adopted, in the one- to five-year timeframe, or five to ten years from adoption.

Responsible Parties: The matrix identifies the parties responsible for implementing the action, including joint actions and collaborations.

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
Chapter 2. Foster a Unified City Commitment to Preservation						
2.1c1	Update Master Plans to ensure consistency of policies and objectives of the Community Preservation Plan	✓				City Staff
2.1c.2	Develop Preservation Issues List for Community Master Plans			✓		HLC, City Staff
2.2a.1	Work with City Departments to provide education and ensure city funded projects meet policies of the Community Preservation Plan	✓				City Staff
2.2c.1	Work with applicable Divisions and RDA to find ways to bundle financial assistance for preservation.	✓				City Staff
2.2c.2	Create specific management plans for each city-owned historic resource to ensure its preservation.			✓		City Officials, City Staff
2.2.d.1	Coordinate regularly with other City departments to ensure implementation of the Community Preservation Plan	✓				City Staff
2.2e.1	Modify procedures for City Housing and Small Business loans to ensure preservation issues are addressed.			✓		City Staff
2.2f.1	Inventory historic details such as markers, memorials and other site features to be preserved	✓				City Staff
2.2.f.2	Determine appropriate preservation measures for historic landscape features			✓		HLC, City Staff
2.2.f.3	Ensure Public Services Department and Engineering Division coordinate with Planning Division on projects to address historic resources impacted by construction projects.			✓		City Staff
2.2g.1	Amend city loan objectives to include historic preservation as an eligible activity.			✓		City Officials, City Staff
2.2.h.1	Clarify the authority of the Urban Forester and Engineering Division relating to landscaping in designated		✓			HLC, City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	historic resources.					
2.3a.1	Create an Educational Program about the importance of Historic Preservation			✓		City Staff
2.3b.1	Develop a Property Acquisitions Process			✓		City Officials, City Staff
2.3.b.2	Plan for the use and preservation of City-Owned Historic Resources			✓		City Officials, City Staff
2.3.b.3	Study Economic Benefits of Historic Preservation			✓		City Officials, City Staff
Chapter 3. Develop a Comprehensive Preservation Toolbox						
3.1b.1	Establish criteria to determine where survey work should occur		✓			City Staff, HLC
3.1.c.1	Identify Areas Where New Surveys Are Appropriate	✓				HLC, City Staff
3.1.d.1	Identify Areas Where Resurveys Are Appropriate	✓				HLC, City Staff
3.1.f.1	Support Archive Development	✓				HLC, City Staff, SHPO
3.1.f.2	Promote Electronic Archive Use	✓				HLC, City Staff, SHPO, UHF
3.2.d.1	Modify the criteria for local designation		✓			City Officials, HLC, City Staff
3.2.f.1	Track development activity within and near local district boundaries	✓				City Staff
3.2.f.2	Evaluate possible local district boundary adjustments	✓				City Officials, HLC, City Staff
3.2i.1	Identify national districts appropriate for local listing	✓				City Officials, HLC, City Staff
3.2.i.2	Identify other candidate areas for local designation	✓				City Officials, HLC, City Staff
3.2.j.1	Identify and Designate Landmark Sites	✓				City Officials, HLC, City Staff
3.2.j.2	Evaluate the designation status of existing Landmark Sites	✓				City Officials, HLC, City Staff
3.2.l.1	Pursue national and local listing of historic city-owned properties	✓				City Officials, HLC, City Staff
3.2.l.2	Designate eligible City-owned historic properties as Landmark Sites as the City takes ownership	✓				City Officials, HLC, City Staff
3.2.o.1	When properties are identified as eligible for National Register designation, work with property	✓				City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	owners to nominate such properties to the National Register					
3.2.o.2	Create a conservation district tool.		✓			City Officials, City Staff
3.3.e.1	Incorporate the adopted Preservation Philosophy into the ordinance standards for alteration and new construction of locally designated properties.		✓			City Officials, HLC, City Staff
3.3.g.1	Assess Underlying Zoning in historic and conservation districts to eliminate conflicts.			✓		City Officials, HLC, City Staff
3.3.i.1	Assess Building Code Barriers and Conflicts			✓		City Officials, City Staff
3.3i.2	Develop Smart Code for Adaptive Reuse			✓		City Officials, City Staff
3.3.l.1 & 3.3.m.1	Revise ordinances to address concerns with demolition and economic hardship		✓			City Officials, HLC, City Staff
3.3.n.1-3	Modify the ordinance to allow the Retention of Historic Signs			✓		City Officials, HLC, City Staff
3.3.o.1	Amend the ordinance to allow broader use of signs where appropriate			✓		City Officials, HLC, City Staff
3.3.p.1-2	Develop Design Guidelines for New Signs		✓			City Officials, HLC, City Staff
3.3.q.1	Revise the Guidelines to provide clarity and guidance		✓			City Officials, HLC, City Staff
3.3.q.2	Develop design guidelines for various types of land uses and development types			✓		City Officials, HLC, City Staff
3.3.r.1	Gather relevant "best practice" educational materials and update standards and guidelines as appropriate.	✓				City Staff
3.4.c.1	Amend the ordinance to allow the HLC authority to modify lot, bulk and signage standards where appropriate.		✓			City Officials, City Staff
3.4.d.1	Increase the list of allowable adaptive reuse options in Landmark Sites		✓			City Officials, HLC, City Staff
3.4.d.2	Amend the ordinance to allow shared			✓		City Officials, City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	parking options for approved Adaptive Reuse projects					
3.4.e.1	Amend the ordinance to allow an additional unit for properties in the historic overlay zone that are zoned for multiple units, but due to lot size are only allowed one unit			✓		City Officials, City Staff, HLC, PC
3.4.e.2	Explore various types of financial incentives for owners whose property is locally designation for historic preservation			✓		City Officials, City Staff
3.4.f.1	Revise the purpose statements for City and RDA loans to include historic preservation as an objective for the use of the funds.			✓		City Officials, City Staff
3.4.g.1	Analyze the feasibility of decreasing the fee for adaptive reuse of Landmark Sites			✓		City Officials, City Staff
3.4.h.1	Analyze the feasibility of increasing the fee for the demolition of contributing structures and Landmark Sites			✓		City Officials, City Staff
3.4.i.1	Identify various ways of increasing participation by property owners in the financial incentive programs for preservation	✓				City Staff, SHPO
3.4.j.1	Amend the ordinance to streamline the process for major alterations that meet the standards		✓			City Officials, City Staff
3.4.k.1	Amend the City ordinance to expedite the building permit process for approved historic preservation projects			✓		City Officials, City Staff
Chapter 4: Administer a Convenient and Consistent Historic Preservation Program						
4.1.a.1	Facilitate Additional Training for Staff and Commission members	✓				City Officials, PC, HLC, City Staff
4.1.b.1	Revise Ordinance Description of HLC Role		✓			City Officials, HLC, City Staff
4.1.c.1	Establish Architectural Review		✓			City Officials, HLC

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	Committee through and ordinance change.					
4.1.d.1 & 4.2.a.1	Annually review the workload of the historic preservation program to determine if resources and processes are adequate.	✓				City Staff
4.2.a.2	Provide Education for Staff	✓				City Officials, City Staff
4.2.a.3	Conduct Training on Preservation Regulations Design Guidelines			✓		City Staff
4.2.c.1	Create various informational tools relating to historic preservation and character conservation projects			✓		City Staff
4.2.d.1	Provide Training on Historic Preservation and Character Conservation regulations to Inspectors and Enforcement Officers			✓		City Staff
4.2.d.2	Develop system for New Construction Project Review			✓		City Staff
4.2.e.1	Add GIS Capacity			✓		City Officials, City Staff
Chapter 5: Improve Education and Outreach						
5.1.a.1	Ensure owners of properties within historic districts and Landmark Sites are notified of the designation	✓				City Staff
5.1a.2	Create annual Property Owner Newsletter	✓				City Staff
5.1a.3	Convey Historic Status as Part of the Sale Process				✓	City Officials, City Staff, SHPO
5.1a.4	Develop Property Maintenance Handouts			✓		City Staff, SHPO, UHF
5.1.b.1	Hold periodic Education and Outreach Meetings with Preservation Partners	✓				City Staff, SHPO, UHF
5.1.b.2	Participate in Project Financing Workshops	✓				City Staff, SHPO, UHF
5.1.c.1	Create resources that identify activities where people may gain information about the importance of and various activities relating to historic preservation.			✓		City Staff
5.1.c.2	Expand Website Content	✓				City Staff
5.1.c.3	Participate in neighborhood events to	✓				City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	educate the public on the historic preservation program					
5.1.c.4	Work with youth organizations and the schools to integrate City History into their curricula			✓		City Staff, School District, Community Organizations, Administrators
5.1.d.1	Highlight Community Preservation Success Stories	✓				City Staff
5.1.d.2	Create case study highlights of preservation success stories.	✓				City Staff
5.1.d.3	Pursue Broader Recognition of Salt Lake City Preservation Activities	✓				City Officials, HLC, City Staff
5.1.d.4	Hold local historic preservation awards program	✓				City Officials, HLC, City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
5.1.d.5	Improve or increase the presence of signage denoting local historic districts and Landmark Sties throughout the City			✓		City Staff
5.1.d.6	Create a Financing and Incentives Brochure		✓			City Staff, SHPO
5.1.d.7	Offer Periodic Tax-Credit Workshops	✓				City Staff, SHPO
5.1.e.1	Help Expand UHF Loan Fund	✓				City Officials, HLC, City Staff, UHF
5.1.f.1	Promote Preservation Easements	✓				City Staff, SHPO, UHF
Chapter 6: Support a Sustainable City						
6.1.a.1	Find ways to inform people on the role historic preservation plays in achieving a sustainable City	✓				City Staff
6.1.a.2	Hold educational sessions on how preservation relates to sustainability			✓		City Staff
6.1.b.1	Create educational materials that identify the energy benefits of historic preservation			✓		City Staff
6.1.e.1	Research New Green Building Materials, Technologies, and Practices	✓				City Staff
6.1.e.2	Update Design Guideline on a Regular Basis	✓				HLC, City Staff
6.2.b.1	Survey the City's Historic Landscapes and create historic landscape design guidelines.			✓		City Officials, HLC, City Staff
6.2.b.2	Identify and Pursue Listing For Additional Historic Parks and Historic Landscapes				✓	City Staff, SHPO
6.2.c.1	Develop Informational Packet for All Historic Parks in the City			✓		City Staff
6.2.f.1	Work collaboratively with other City Staff to guide future maintenance activities in historic landscapes			✓		City Staff
6.2.h.1	Develop educational materials for owners of private historic landscapes				✓	HLC, City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
6.3.c.1	Develop historic design guidelines that enhance the pedestrian environment				✓	City Officials, HLC, City Staff
6.3.e.1	Represent Preservation Priorities in the Transit Planning Process	✓				City Officials, City Staff
6.4.a.1	Work with preservation partners and economic development groups to develop a heritage tourism strategy		✓			City Staff, SHPO, UHF
6.4.a.2	Pursue funding for Heritage Tourism			✓		City Staff, Visitors Bureau, Downtown Alliance, UHF
6.4.b.1	Work with Downtown and preservation stakeholders to create a Main Street type program for Downtown Salt Lake City.			✓		City Officials, HLC, RDA, City Staff
6.4.c.1	Participate in study that identifies the positive economic impacts of historic preservation on property values.			✓		City Staff, SHPO, UHF
6.5.a.1	Ensure Compatible Zoning			✓		City Officials, HLC, PC, City Staff
6.5.b.1	Identify and Remove Obstacles to Rehabilitation and Reuse		✓			City Officials, HLC, City Staff
6.5.b.2	Create zoning incentives for historic structures.			✓		City Officials, HLC, PC, City Staff
6.5.b.3	Inform Housing and Building Division Personnel on Code Changes and Available Assistance			✓		City Staff
6.5.c.1	Support Appropriate Residential Additions	✓				City Staff, HLC
6.5.d.1	Develop guidelines to promote appropriate means for visitability and accessibility in local historic structures			✓		City Officials, City Staff, HLC
6.5.e.1	Analyze the appropriateness of ADUs on locally designated properties near fixed transit stations		✓			City Officials, HLC, PC, City Staff
6.5.e.2	Amend the ordinance to allow a density bonus for properties in the historic overlay zone that are zoned for multiple units, but due to lot size are only allowed one unit			✓		City Officials, City Staff, HLC, PC
6.5.e.3	Analyze the appropriateness of allowing ADUs for local Landmark				✓	City Officials, City Staff, HLC, PC

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	Sites or Historic Districts where specific criteria are met.					
6.5.f.1	Identify affordable housing best practices through historic preservation			✓		City Staff
6.5.f.2	Coordinate with other divisions and agencies on programs that support affordable housing and historic preservation.			✓		City Staff
6.5.g.1	Create targeted maintenance assistance programs			✓		City Staff
6.5.g.2	Coordinate outreach to property owner	✓				City Staff, SHPO, UHF

Appendix A: Historic Districts and Sites Field Analysis

Prepared by Tatanka Historical Associates

OVERVIEW

As part of the planning process, all local and national historic districts were visited during 2007 and 2008 to gain an idea of their current characteristics. Recommendations were made for each area as to whether district status should be reviewed, if additional survey work was warranted, or if the area did not warrant further consideration. These recommendations are summarized in Table A-1 below.

TABLE A-1: HISTORIC DISTRICT RECOMMENDATIONS

Historic District	District Boundary Status	Survey Recommended?	Survey Objective	Priority Level
Local Districts (also NR)				
South Temple	Stable	✓	Inventory post WWII resources	Low
The Avenues	Stable	✓	Possible boundary revision, southwest corner	Low
Exchange Place	Stable	✓	Evaluate boundaries to reflect existing conditions	Moderate
Capitol Hill	Stable	✓	Reevaluate 200 West Area	Moderate
Central City	Compromised	✓	Reevaluate historic district status; consider as possible conservation district	High
University	Compromised	✓	Evaluate boundaries to reflect existing conditions	
National Districts				
The Avenues Extension	Stable			
City Creek Canyon	Stable			
Westside Warehouse	Stable		Consider local district nomination	
Gilmer Park	Stable	✓	Consider local district nomination	Moderate

Historic District	District Boundary Status	Survey Recommended?	Survey Objective	Priority Level
Bennion-Douglas	Stable		Consider local district nomination	
Bryant	Compromised	✓	Reevaluate historic district status; consider as possible conservation district	Moderate
Highland Park	Stable	✓	Reevaluate boundary rationale	Low
Northwest	Compromised	✓	Reevaluate boundary, especially eastern portions	Moderate

Historic District	District Boundary Status	Survey Recommended?	Survey Objective	Priority Level
Capitol Hill Extension	Compromised	✓	Reevaluate historic district status; consider as possible conservation district	High
Yalecrest	Compromised		Consider stronger protections to control demolitions and teardowns	High

In addition, visits and observations were made regarding additional areas or resources that were identified by preservation stakeholders as potential areas or resources for future survey consideration. These were reviewed and preliminary recommendations made regarding the merit of future survey activity. These recommendations are summarized in Table A-2, below.

TABLE A-2: POTENTIAL HISTORIC AREA RECOMMENDATIONS

Area	Survey Recommended?	Explanation	Priority Level
Desoto-Cortez Neighborhood		Consider alternatives to historic designation, such as conservation district	Low
Federal Heights Neighborhood	✓	Local and national candidate	High
City Cemetery	✓	Local and national candidate	High
Neighborhood North of the Avenues Extension Historic District	✓		Moderate
Gentile Core	✓	Inventory for structures; thematic nomination candidate	High
West Liberty Neighborhood		Consider alternatives to historic designation, such as conservation district	Low
West Temple Neighborhood	✓	Inventory for structures; district potential not likely	Low
Westminster Avenue Neighborhood	✓	Notable structures to inventory in survey; district potential unclear	Low
Sugarhouse Neighborhood	✓	Consider alternatives to historic designation, such as	Moderate

Area	Survey Recommended?	Explanation	Priority Level
		conservation district	
900 West Neighborhood			Low
Euclid Neighborhood			Low
Rose Park Neighborhood	✓	Reconnaissance level only	Low
Lower Ensign Downs Neighborhood	✓	Notable variety and quality of modern resources	Moderate
Industrial-Warehouse Area	✓	Notable structures to inventory in survey; district potential unclear	High

PROJECT BACKGROUND

Salt Lake City has been engaged in efforts to protect its historic resources since the mid-1970s, when it adopted a preservation ordinance, created a Historic Landmark Commission, and established its first historic district. To address an ongoing loss of historic buildings in the City's historic core during the decades following World War II, the City began to designate individual sites and to establish historic districts. While many of these were designated to the Salt Lake City Register of Cultural Resources, others have been listed in the National Register of Historic Places. This process continues today, as the City is completing ongoing surveys and contemplating the establishment of additional historic districts.

By the early 2000s, the City began to see a need for a comprehensive preservation plan to address refinements to its policies, regulations, permit review and local designation processes. Clarion Associates was engaged to study the City and its preservation efforts, and to complete a preservation plan. Ron Sladek of Tatanka Historical Associates Inc. was brought onto the project to focus upon analysis of the City's designated and potential historic sites and districts. During the period from September 2007 through July 2008, Ron Sladek visited Salt Lake City several times and spent a total of several weeks touring the City in detail. The goal of this fieldwork was to visit all of the existing historic districts, a number of the City's historic areas of interest, and many of the individually designated properties. This level of field analysis was necessary to gain an understanding of the City's layout, historic resources, completed surveys, designated

properties and districts, and preservation efforts. This study presents our analysis of existing conditions and how the City's survey and designation efforts might be improved in the future.

SURVEYS

Prior to the nomination of an area or site as an historically designated resource, professional historic resource surveys are undertaken. There are two types of surveys used to identify historic resources as noted below.

Reconnaissance Survey

The reconnaissance survey, commonly known as a "windshield survey," is an effective way of evaluating large areas to identify potentially eligible properties for local and/or national designation. This survey is conducted by the surveyor briefly looking at each property or resource within a predefined area or related to a historic theme. An experienced surveyor can determine from this level of survey which resources appear to meet the necessary age and integrity standards and which do not. In Utah, the State Historic Preservation Office (SHPO) requires survey documentation to include a brief context description of the survey area from secondary sources to help frame the history of use and development as well as provide a justification of the survey area boundary. In the field, the surveyor documents potential resources on a map of the survey area and then photographs and makes basic notes on the architecture and apparent integrity of a property. Because no research or more detailed fieldwork is completed on individual resources, the reconnaissance survey offers the benefit of being relatively inexpensive and an effective way of identifying areas where intensive-level survey may be warranted.

Intensive Survey

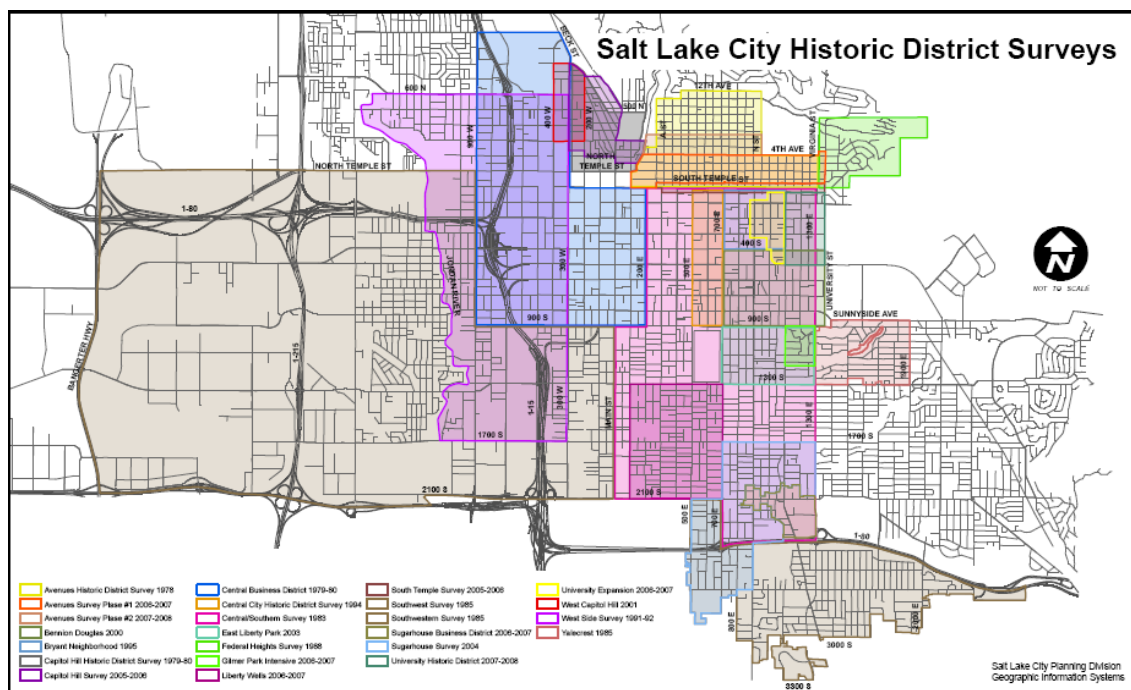
The intensive-level survey builds upon the results of a reconnaissance survey by involving detailed documentation of each site, building, or structure included in a project. Because of the detailed work and documentation, these are both more expensive and time-consuming. The intensive-level survey typically includes additional photography, enhanced field notes, and archival research to document some history and significance of each resource. This level of survey results in a substantial document (a site form) for each property, where the results of the

fieldwork and research are recorded together with a determination of significance.

Surveys are only as useful as they are current. As time passes, surveys become less and less accurate representations of conditions on the ground. The boundaries of historic areas may expand or shrink, and individual properties may lose or gain their historic integrity. Current survey information is needed to capture these changes and allow for the continuing evaluation (and modification if necessary) of district boundaries and lists of contributing structures over time. Accurate information on properties and districts helps ensure that the time and resources of the historic preservation program are efficiently and appropriately directed to the correct locations.

Once a survey is completed, it should be updated periodically to address the ongoing impacts of two dynamic forces: time and maintenance.

FIGURE 6: SALT LAKE CITY HISTORIC DISTRICT SURVEYS



Source: Salt Lake City Planning Division GIS, 2007.

LOCAL DISTRICTS

SOUTH TEMPLE

The South Temple Historic District was established as a National Register district and was the first to be designated a local historic district in Salt Lake City in 1976. This long rectangular district stretches along South Temple Street from Virginia Street/University Street on the east to 300 East/A Street on the west. From north to south it is just one block wide. The district is occupied by many of the City's most elegant historic mansions and apartment buildings dating from the late 1800s and early 1900s. The Governor's mansion is among these. In addition, the street is lined with prominent offices, churches and other buildings used by various community non-profit organizations, all of which front onto tree-lined South Temple Street. Historic street lighting adds to the district's sense of place.

Many important historic buildings and excellent examples of high-style architecture are located throughout the South Temple Historic District. However, it has also been compromised by a good number of office buildings and apartment buildings that date to the period from the 1960s to the 1990s. Most of these are located in the western 2/3 of the district in the stretch between A Street and N Street. Although the district has clearly experienced a number of changes since it was established, many of the post-1960 buildings that have been constructed there are excellent examples of modern architecture.

RECOMMENDATION

Given the character and importance of South Temple Street historically in the development of the City, the district was resurveyed in 2006 and a new nomination is currently being created. While the National Register designation might be left as it is, changes to the local district could address its broad range of

both historic and modern architecture. This could also highlight the area's architectural variety and bring some of its more significant modern architecture within regulatory controls that are needed to ensure that the district's integrity does not continue to erode. Amending the national nomination may include an update to the boundaries that presently run through the middle of buildings and properties and removal of certain properties and overlaps with adjacent districts.

THE AVENUES

The Avenues Historic District was established as a National Register district and designated a local historic district in 1978. Containing around 2,700 properties, it is the City's largest historic district. Developed between 1880 and 1930, the Avenues is primarily occupied by residences built along sloping streets that drop in elevation from north to south. Historic apartment buildings are also located there, primarily in the district's western area. In addition, the district contains a small number of churches, schools, and neighborhood-scale commercial uses such as restaurants and retail shops. Only some of these buildings are historic.

The Avenues Historic District is filled with numerous examples of historic middle-class residences in a variety of architectural styles. Many of the blocks throughout the district have a single intrusion of a non-historic building dating from the period after 1960. However, these are primarily small homes and apartment buildings that were constructed prior to the 1970s. Because they are far outnumbered by the many hundreds of historically intact residences, these non-historic buildings do not appear to have negatively impacted the district's overall integrity. Two non-historic schools are found in the district, and one entire block contains a modern commercial building.

Few changes appear to have taken place in the district in the past couple of decades. The southwestern corner of the district, bordered by State Street, Canyon Road, 4th Avenue, A Street, and South Temple Street, holds a collection of large apartment and condominium buildings. While some of these are historic, a good number are non-historic and have compromised the integrity of this area of the district. In addition, this area is located adjacent to

Temple Square and holds non-historic parking lots and garages used by the LDS church.

RECOMMENDATION

The southwestern area of the district should be examined through a more intensive survey. Future refinements to The Avenues Historic District may involve removing this area from the district.

EXCHANGE PLACE

The Exchange Place Historic District was established as a National Register district and was designated a local district in 1978. It is the City's only entirely commercial historic district and is based upon a collection of early 20th century buildings that were developed to create an alternative non-Mormon business center at the south end of Main Street. The district also includes the 1905 Federal Courthouse Building and Post Office, as well as the City's first skyscrapers, the twin Boston and Newhouse Buildings.

Exchange Place still contains a concentration of historic commercial buildings with excellent integrity. In addition to those mentioned, it also holds the 1909 Stock & Mining Exchange, 1909 Commercial Club, 1910 New Grand Hotel, 1910 Felt Building, and the Judge Building. The district is small and isolated, surrounded by non-historic buildings and parking lots. Its boundaries currently extend to the southwest across 400 South to include a vacant parking lot where a historic building once stood.

RECOMMENDATION

Essentially, the district boundaries need to be redrawn to reflect existing conditions in and around the district. Several historic buildings of the same general vintage are located nearby that should be considered for incorporation into the district's boundaries. These include the Hotel Plandome, Commercial Exchange Plaza, New York Building, Odd Fellows Hall, and the Clift Building. Re-survey of this district and its boundaries is recommended to eliminate non-historic vacant space and to add several of the area's surviving historic buildings that were not included in the district when it was established, although this might require broadening the statement of significance.

Historic pavers are found along Exchange Place and can be seen where the asphalt has worn away. The City might want to consider exposing and restoring streets such as this where pavers are still

found, even if such efforts are restricted to a limited number of locations. Although Exchange Place is lightly traveled, the restoration of brick or stone pavers contributes to the feeling and appearance of a historic district. This might be a good location to try out a restoration project like this to see how it goes and how it is received by the City's residents.

CAPITOL HILL

The Capitol Hill Historic District was established as a National Register district in 1982 and was designated as a local district in 1984. This district is known for its steep narrow streets, irregular lots, and for holding some of the oldest surviving residences in the City. It encompasses the predominantly residential blocks that are found to the south, southwest, west, and northwest of the State Capitol complex. The Capitol Building is not included within the district, but is listed in the National Register as an individual Historic Site. In this district are portions of the West Capitol Hill, Kimball, and Marmalade neighborhoods. Although the district had become derelict by the 1960s, it has experienced a revival through historic preservation in recent decades.

The blocks directly south of the Capitol Building are steeply sloped and contain a number of large residences exhibiting some of the finest high style architecture in Salt Lake City. The White Chapel and Council Hall, both important historic community buildings from the City's earlier decades, face onto 300 North across from the Capitol (though are not in their original locations). Southwest of the Capitol and north of the LDS Convention Center, the blocks within the district are occupied by some historic residences but also contain a number of modern high rise apartment and condominium buildings dating from the 1970s and 1980s. These dominate Main Street, Vine Street, Almond Street, and West Temple Street, resulting in a diminished degree of integrity in this area. West and northwest of the Capitol, between Main Street/Columbus Street/Darwin Street and 200 West, the blocks are filled with the Pioneer Museum, three LDS ward churches, numerous historic homes, and the modern Washington School. This area has particularly narrow, steep streets and exhibits a good degree of integrity, with just a few modern intrusions aside from the school.

RECOMMENDATION

Much of 200 West is a parkway. The area west of this, bordered by 200 West and 300 West, and by 300 North and Wall Street/800 North, contains modest historic cottages, vacant land, and a number of non-historic intrusions of circa 1960s apartments and small industrial shop buildings. The houses in this area are of diminished quality in style, construction, and integrity compared to those located to the east of 200 West. The City should consider redrawing the western boundary of the district due to integrity problems west of 200 West, but the west side of 200 West should remain within the boundary.

The 1996 survey also recommended survey and expansion of the district boundaries to include the Kimball and DeSoto-Cortez neighborhoods; an intensive-level survey of Capitol Hill; and the implementation of action items from the Capitol Hill Community Master Plan.

CENTRAL CITY

The Central City Historic District was designated as a local historic district in 1991. Two blocks wide and nine blocks long, the district is occupied by one of the City's oldest residential neighborhoods. While the northern edge of the district close to South Temple Street is occupied by larger homes and more upscale apartment buildings, the remainder holds modest brick cottages and bungalows that for many decades attracted working-class occupants. On its south end, the district abuts Liberty Park.

Both 500 East and 700 East are major north-south thoroughfares lined with both houses and commercial enterprises. A residential parkway is located along 600 East. Bisecting the district is 400 South, a primary east-west commercial and transportation corridor. Trolley Square, formerly the trolley barn for the Utah Electric & Railway Corporation, occupies an entire square block along 700 East. This facility has been converted into an indoor shopping center. While the district still contains numerous historic homes, it has experienced significant attrition of its historic building stock, particularly along its perimeters and major thoroughfares. The majority of these changes have taken place in the area between the north edge of the district and 500 South. The four square blocks between 300 South and 500 South have been so heavily impacted in recent decades by teardowns and modern commercial infill that they contain very little in the way of historic

resources. Because of its central location in the City and its placement along several major transportation corridors, the district has been subjected to a substantial amount of historically insensitive commercial development in recent decades, resulting in negative impact to its integrity. This has resulted in a historic district that has effectively been split in two, with a substantial loss of integrity to the northern blocks and greater integrity to the south (particularly south of 600 South).

RECOMMENDATION

The status of this district is now questionable and further attrition may merit its removal from historic district standing. Some may argue that it has already reached this point and that other controls are needed to protect the diminishing number of historic resources that remain there. One possible approach might be to consider boundary realignments that divide the district and create two new districts: Central City North and Central City South Historic Districts.

UNIVERSITY

The University Historic District was established as a National Register district and was designated as a local historic district in 1991. It is located on the east bench of the valley west of the University of Utah, with panoramic views extending over the City toward the west. The district consists almost entirely of residences constructed between 1900 and 1920, many of them built and occupied for decades by faculty and staff from the University. It is bordered by South Temple Street on the north, 500 South on the south, University Street on the east, and by 1100 East on the west. Since the World War II era, the district has also been partially occupied by student apartments. The construction of apartment buildings in the neighborhood led to its district designation as owners of single family homes sought to reduce the impact of multi-family buildings that were resulting in higher densities.

Today the district contains many medium to large historic homes and apartment buildings exhibiting a variety of architectural styles. Commercial buildings geared to the student population are located around the intersection of 200 South and 1300 East near the University. Some of these are historic and others are modern. The northeast corner of the district is occupied by a small historic park with tennis courts and an art barn. In and close to the

southeast corner of the district are a couple of high-rise apartment buildings. Most of the non-historic intrusions in the district consist of small apartment buildings dating from the 1960s and 1970s. These are primarily found in the north half of the district. The University Ward LDS Chapel across from the campus is a particularly notable building, serving as one of the City's excellent examples of the Art Deco style of architecture.

RECOMMENDATION

In general, the University Historic District appears to exhibit a good level of integrity. However, stakeholders have noted pressures for teardowns and infill in the area, and recommend that a new survey be prepared to provide better documentation of the district's historic resources and to evaluate possible expansion of the district boundaries.

WESTMORELAND NEIGHBORHOOD

The Westmoreland Historic District was established as a local historic district in 2010 and placed in the National Register in 2011. This neighborhood is located directly south of the Yalecrest Historic District. Its main entry, complete with stone pillars, is set on a diagonal at the southeast corner of the intersection of 1300 South and 1500 East. Westmoreland is occupied by a fine collection of bungalows, large cottages, and miscellaneous architectural styles dating from the 1920s to the 1950s. The quality of design and craftsmanship in this area is above average, and the neighborhood is ornamented with tree-lined streets. This area is part of the Wasatch Hollow neighborhood, which preservation advocates note is highly vulnerable.



NATIONAL DISTRICTS

National Register Designation

A property owner, organization, or government may nominate a property or district for listing in the National Register of Historic Places by completing the appropriate nomination form and supplying the required documentation. This nomination is

submitted to the City's Historic Landmark Commission for recommendation before being forwarded on to the State Historic Preservation Office, which reviews the nomination and notifies the property owner and local jurisdiction of the nomination to allow for public comment. If there is no objection from the owner, or majority of owners in the case of a district, and the property meets the appropriate criteria, the SHPO will forward the nomination to the National Park Service for consideration.

Criteria for Listing in the National Register

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

- That are associated with events that have made a significant contribution to the broad patterns of our history; or
- That are associated with the lives of persons significant in our past; or
- That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- That have yielded or may be likely to yield, information important in prehistory or history."

Listing in the National Register is honorific. It does not impose any regulations or restrictions on the owner regarding the maintenance of their property, but does qualify the owner to take advantage of federal and state tax incentives as well as Utah Heritage Foundation's Revolving Loan Fund, if qualified.

The City has 185 individual properties listed in the National Register of Historic Places, including the Utah State Capitol Building, Utah State Fairgrounds, and Temple Square.

The City has 22 National Register districts, including seven also listed as local historic districts. Three of the districts consist of State-owned properties: Fort Douglas, University of Utah President's Circle and the Utah State Fairgrounds. The designation of the other 12 districts only listed as national historic districts is

purely honorific and the properties within those districts are not protected under the City's historic preservation zoning and design guidelines like the locally-listed districts (but they do qualify the owners for tax benefits and also trigger Section 106 review for federal projects). The 12 districts only listed in the National Register include:

1. The Avenues Extension (1980)
2. City Creek Canyon (1980)
3. Westside Warehouse (1982)
4. Gilmer Park (1996)
5. Eastside (Bryant 2001 & Bennion-Douglas 2002)
6. Highland Park (1998)
7. Northwest (2001)
8. Capitol Hill Extension (2002)
9. Yalecrest (2007)
10. Forest Dale (2009)
11. Wells (2010)
12. Wells extension (2012)

THE AVENUES EXTENSION

The Avenues Extension was established in 1980 to incorporate additional residential properties into the National Register district created in 1978. It is a long, narrow district that runs from A Street on the west to N Street on the east, and primarily extends one block north of the original Avenues Historic District. This district is occupied by numerous houses, most of them middle-class cottages and bungalows that are very similar to those found in the adjacent Avenues Historic District. Because of the rise in elevation, the residences all have panoramic views of the City toward the south. Most of this district is intact, with just a few non-historic intrusions that do not impact its integrity.

RECOMMENDATION

No changes or recommendations are made regarding the Avenues Extension. Expansion of the local district has been considered and would offer additional protections to those properties.

CITY CREEK CANYON

The City Creek Canyon Historic District was established as a National Register district in 1980. This district is a long narrow site that includes Memory Grove, the City's collection of war and veterans monuments, and the Memorial House. It is located to the east and northeast of the State Capitol building along Canyon Road. City Creek Canyon is notable for its natural landscape combined with historic landscape architecture dating back to the years after World War I, along with its monuments of varying sizes, styles and periods. A creek runs through the middle of the park, with small falls and ponds along the way. Pedestrian bridges cross the creek at various points, and the park's road, sidewalks and trails serve as a popular location for hikes within the City and adjacent to downtown. Mature landscaping occupies the valley floor, with rolling hillsides rising steeply above.

RECOMMENDATION

This district is intact, with no significant intrusions that might have diminished its integrity. It serves as one of Salt Lake City's most important historic landscapes and its most significant memorial location. No changes are recommended here, and the memorial park should continue to be open to the installation of new monuments approved by the City with care that the historic ones are maintained and preserved. As noted earlier in this plan, historic landscapes such as Memory Grove need design guidelines to control future development.

WESTSIDE WAREHOUSE

The Westside Warehouse Historic District was established as a National Register district in 1982. About one block square, it was created to include sixteen commercial and industrial-warehouse buildings dating from the 1880s through the early 1920s, many of them designed by leading Salt Lake City architects of the period. The district is bordered by approximately 200 South on the north, 300 South on the south, 300 West on the east, and by 400 West on the west. In recent years, most of the two- to five-story warehouse buildings have been converted to art studios, galleries, and residential lofts. Pierpont Avenue is lined along its south side by a long stretch of adjoining former two-story warehouse spaces that have been remodeled to hold small offices and shops. The district is small and somewhat isolated, surrounded by parking lots

and non-historic buildings in almost every direction. Exceptions to this are historic apartments to the northeast, the Holy Trinity Cathedral to the southeast, Pioneer Park to the south, and the Ford Building to the southwest. Several parking lots and a couple of non-historic buildings are also present within the district, although these do not appear to have diminished its integrity.

RECOMMENDATION

Local designation for the current National Register district might be considered in the future. As a historic warehouse district, it would not be logical to expand its boundaries to include the adjacent or nearby historic buildings mentioned above because these are not related to the district in architecture or history of use.

GILMER PARK

The Gilmer Park Historic District was established as a National Register district in 1996. A small district of 244 properties, it is significant in part due to its curvilinear street pattern, which differs from the compass grid pattern found throughout much of the rest of the historic City. In addition, this area holds the historic residences of a number of prominent and influential persons, among them professionals, business owners, and politicians who have been involved in the City's life and development over many decades. Finally, the district is occupied by high-end homes exhibiting a variety of architectural styles. Included among these are Classic Cottages, Bungalows, Prairie Style, Tudor, Foursquares, Craftsman, Colonial Revival, Mission Revival, and a small number of excellent examples of architecture from the 1950s to the 1970s. The majority of the residences in the district date from the 1920s through the 1950s, and include landscaping that is extensive and manicured. The only non-residential use is the Garden Park Ward LDS Church, which occupies a substantial landscaped property between Yale Avenue and Harvard Avenue. Gilmer Park has very few modern intrusions and exhibits a high level of integrity.



RECOMMENDATION

The district has experienced some teardowns that have led to significant community discussion. This neighborhood might be a candidate for local district status.

The 2008 survey for this area recommended additional survey for approximately 50 properties; establishment of a local historic district; an update of the national nomination to expand the period of significance; and a verification of eligibility status for tax credit purposes.

BENNION-DOUGLAS

The Bennion-Douglas Historic District, designated to the National Register in 2002, is essentially an eastward extension of the Central City Historic District, with a distinct rise in elevation from west to east. It was established due to its association with the early 1900s expansion of Salt Lake City into adjacent farmland. The district is filled with residential cottages and bungalows. Its original demographic appears to have ranged from working class to upper middle class. In addition to homes, the district holds a number of non-Mormon churches and institutional buildings, suggesting that it was largely occupied by the Gentile community at a time when the City's population was more heavily dominated by the LDS church. Prominent among these buildings are the Unitarian Church, McGillis School (formerly Douglas Elementary Public School), Sarah Dart Retirement Home, First Baptist Church, and the Judge Memorial Catholic High School.

Bennion-Douglas includes a number of small to medium sized apartment buildings dating from the 1950s to 1960s. Two large high-rise apartment buildings are also present along the district's northern perimeter. These appear to date from the 1960s and 1970s. Commercial property uses are found along 400 South, 900 South, and 700 East. Some of these buildings are historic (such as the Salt Lake City Brewing Company) and others are modern. The greatest amount of change has taken place along the district's northern edge, where the 400 South commercial and transportation corridor has resulted in teardowns and modern infill.

RECOMMENDATION

Although some modern intrusions are found in the district (which were present when the district was listed), it is largely intact and just needs to be protected against future attrition of its historic resources (either as a local historic district or as a conservation district).

BRYANT

The Bryant Historic District is, like Bennion-Douglas, an eastward extension of the Central City Historic District and was designated a National Historic District in 2001. Bryant was similarly established due to its association with the early 1900s expansion of Salt Lake City into adjacent farmland. The district is filled with residences of varying styles, including Bungalows, English Cottages, Edwardians, Foursquares and others. Its original demographic appears to have ranged from middle class to upper middle class. Residential parkways remain in place along 200 South and 800 East. In addition to homes, the district holds a number of small to medium-sized apartment buildings dating from the early 1900s through the 1960s. Two high-rise apartment buildings are present on the district's east and west margins.

Bryant includes a number of modern intrusions – most of which were present when the district was listed -- among them numerous small medical clinics. These are concentrated in this area due to the presence of two large medical centers. The first is the Salt Lake Regional Medical Center along 100 South between 1000 East and 1100 East. This facility includes a historic chapel surrounded by modern hospital buildings. The other is the Salt Lake Clinic, located along 400 South between 900 East and 1000 East. These complexes each take up most of a square block. The potential for greater negative impact to the district is in place, if expansions to the institutions occur. One of the district's most notable individual historic resources is the 1927 St. Paul's Episcopal Church, a masterpiece of Tudor Revival architecture.

Commercial property uses in the district are concentrated along 400 South and 700 East. Most of these are modern buildings that have worn away the edges of the district. A few are significant examples of modern architecture. Prominent among these are the Mt. Tabor Lutheran Church at the northeast corner of 200 South and 700 East, and the Zions Bank on the northeast corner of 400 South and 700 East. The 9th Ward LDS Church on 100 South between 900 East and 1000 East is also of note. In sum, the Bryant Historic District has experienced a substantial amount of attrition of its historic resources. This has occurred not only along its commercial margins, but also interior to the district.

RECOMMENDATION

While much remains intact, the district is becoming diminished by the loss of historic buildings. The area might be a candidate for a conservation district.

HIGHLAND PARK

The Highland Park Historic District was established in 1998 when it was listed in the National Register. With just over 600 buildings, the district is significant because of its history as an early planned trolley-car suburb. Highland Drive bisects the district, with commercial property uses located just north of 2700 South. The district is almost entirely occupied by modest cottages and bungalows that appear to date from the 1920s to 1950s. Almost no non-historic intrusions are found there and its integrity has remained intact.

The district was designed to include the Highland Park Subdivision. Future district expansions might be considered to include the additional homes of the same quality, styles, and time period that are located to the north, east and south. This district does not necessarily need to be expanded. However, any physical demarcation between the established district and the adjacent blocks is non-existent. This simply raises a question regarding the rationale behind how the district boundaries were drawn.

RECOMMENDATION

While the Highland Park Historic District does not appear to be experiencing any imminent threats to its integrity, discussions with local preservation advocates indicate that threats to integrity here are incremental (such as siding and individual window replacement).

NORTHWEST

The Northwest Historic District was established in 2001 when it was listed in the National Register. Within the district are the Guadalupe and Jackson neighborhoods, which include almost 1,500 buildings. This area of the City is significant as a historic working class neighborhood and for the cultural diversity it represents. Many of its residents have historically been of African American and Hispanic heritage. The district straddles and is

bisected by the north-south route of Interstate 15. A residential parkway is found along 800 West and North Temple Street is heavily commercial. Numerous modest residences are found throughout the district. The area east of the interstate holds older housing stock dating from the late 1800s to the early 1900s. West of the interstate, the houses are mostly cottages and ranches dating from the 1920s to the 1950s. The homes exhibit varying degrees of integrity and are generally in poor to good condition. Some newer residences are found there as well. A small number of more substantial homes and a couple of old commercial buildings are located along 400 North. The neighborhood was impacted decades ago when a number of buildings were removed to accommodate construction of the interstate.

Along 500 West, a series of industrial-warehouse buildings and yards occupy most of the blocks that form the eastern edge of the district. These buildings all appear to be non-historic. To the east of 500 West, the district is separated from the core of the City by a wide rail corridor that remains active today. Additional non-historic residences are found throughout the east side of the district. The presence of so many non-historic buildings east of Interstate-15 compromises this area's integrity as part of the district. Most of the non-historic buildings in the western area of the district are found along the North Temple Street commercial corridor. One historic property of interest in this area is Scotty's Motor Court.

RECOMMENDATION

This district appears to be threatened mostly by the presence of numerous non-historic industrial-warehouse buildings in its eastern area, the construction of modern housing projects there, and the completion of historically insensitive remodeling projects. I-15 effectively cut the neighborhood in two and eliminated many historic buildings, isolating the small eastern portion of the district with its many non-historic intrusions. As much as 40% of the eastern area contains non-historic buildings that diminish the district's overall integrity. The City should consider redrawing the district's eastern and southern boundaries to eliminate many of the non-historic buildings from the district.

CAPITOL HILL EXTENSION

The Capitol Hill Historic District Extension was established in 2002 to incorporate additional properties into the Salt Lake City Register district created in 1984. It is located in a Salt Lake City Redevelopment Agency (RDA) target area, allowing property owners to take advantage of both preservation tax credits and RDA funding. This is a five-block-long, one-block-wide district with over 350 buildings, essentially extending the Capitol Hill Historic District by one block toward the west.

The area holds a diversity of housing stock, indicating that it was originally occupied by working class and middle class households. Today the residences vary from poor to good condition with a similar range of integrity. Better conditions are found among the buildings south of 600 North. In this area, the homes along the inner court known as Pugsley Street are of particular note. The two blocks north of 600 North are largely occupied by non-historic properties and this area does not contribute much to the district. Similarly, the southern edge of the district, along 300 North, also contains a series of non-historic properties. The core area of the district with the greatest integrity extends from just north of 300 North (about mid-block) to 600 North.

RECOMMENDATION

This district is threatened by the presence of a good number of non-historic buildings within its boundaries, which have diminished its overall integrity. A conservation district designation may be the most effective tool in an area like this to define parameters for appropriate infill development (keeping the current national district boundaries intact).

YALECREST

The Yalecrest neighborhood was listed as a National Register district in 2007. This area consists of well over 1,300 contributing buildings, most of them residences exhibiting a variety of period revival styles dating to the first few decades of the 20th century. The housing stock, with its architect-designed homes and manicured landscaping, provides evidence of middle class to upper class ownership from the first half of the 1900s.

Several characteristics of note are found in Yalecrest. Bonneville Glen, a deep wooded ravine that is open to the public for hiking,

bisects the neighborhood from northeast to southwest. Shaped by the rolling topography around the ravine, the northwestern half of the district contains curvilinear streets (this is similar to the adjacent Gilmer Park Historic District to the west). Overlooking the ravine is the Bonneville LDS Church and another LDS church is found along Gilmer Drive. Cornell Circle, near the southeastern corner of the district, is lined with an arc of historic cottages. The finest homes in the district are the high-style examples of various architectural styles located along Harvard, Yale and Princeton Avenues between 1300 East and 1500 East. A small neighborhood commercial node is located at the intersection of 1300 South and 1700 East.



RECOMMENDATION

While the Yalecrest Historic District generally continues to exhibit a good level of physical integrity relative to many other neighborhoods in the City, numerous comments received during this planning process expressed concern about teardowns and inappropriate infill. The Yalecrest neighborhood residents are committed to adopting stronger local controls to prevent demolitions of historic resources and to ensure that additions and alterations are sensitive to the local historic character. Active discussions are underway at the time of this planning process to determine the most effective tool.



FOREST DALE (NIBLEY PARK) NEIGHBORHOOD

The Forest Dale neighborhood was established as a National Register Historic District in 2009. This compact neighborhood is located in the southern area of the City, to the west of Fairmont Park. It primarily runs from 2100 South to Ashton Street and from 700 East to 900 East. The neighborhood is occupied by a collection of cottages and bungalows that date from the 1890s to the 1920s. An abandoned Denver & Rio Grande Railroad corridor, running from east to west, bisects the neighborhood and is the corridor for the Sugar House Street Car line. Forest Dale has experienced modest intrusion of modern apartment buildings dating from the 1960s to the 1970s. In addition, the northern area of the district along 2100 South is occupied by non-historic industrial facilities. In the southwest corner of the neighborhood are a large historic LDS

church and the Cannon House, which has been individually designated on the City and national levels.

LIBERTY WELLS NEIGHBORHOOD

The Wells historic district was listed in the National Register in 2010. This large neighborhood is located to the south and southwest of Liberty Park. It includes the area from 1300 South to 2100 South and from State Street to 700 East. The neighborhood is occupied by a collection of modest cottages and bungalows that appear to exhibit a good level of integrity.

WEST LIBERTY NEIGHBORHOOD

This neighborhood is located directly west of Liberty Park and is mostly occupied by hundreds of small cottages and bungalows dating from the 1890s to the 1950s. The area was designated to the National Register in 2012 as part of the Wells Neighborhood extension. While the interior of the neighborhood exhibits a good level of integrity, its margins have been subjected to attrition, particularly along its north and west edges. Historic buildings along 900 South are few and the heavily commercial length of State Street includes very little that is historic. The old auto dealership on the southeast corner of State Street and 900 South appears to be the only building along these thoroughfares worthy of attention.

RECOMMENDATION

Conservation district status may be more appropriate than a local historic district. In addition, it is recommended that the western boundary be set along 200 East rather than extending it to State Street and including numerous non-historic properties.

Salt Lake City Local & National Historic Districts

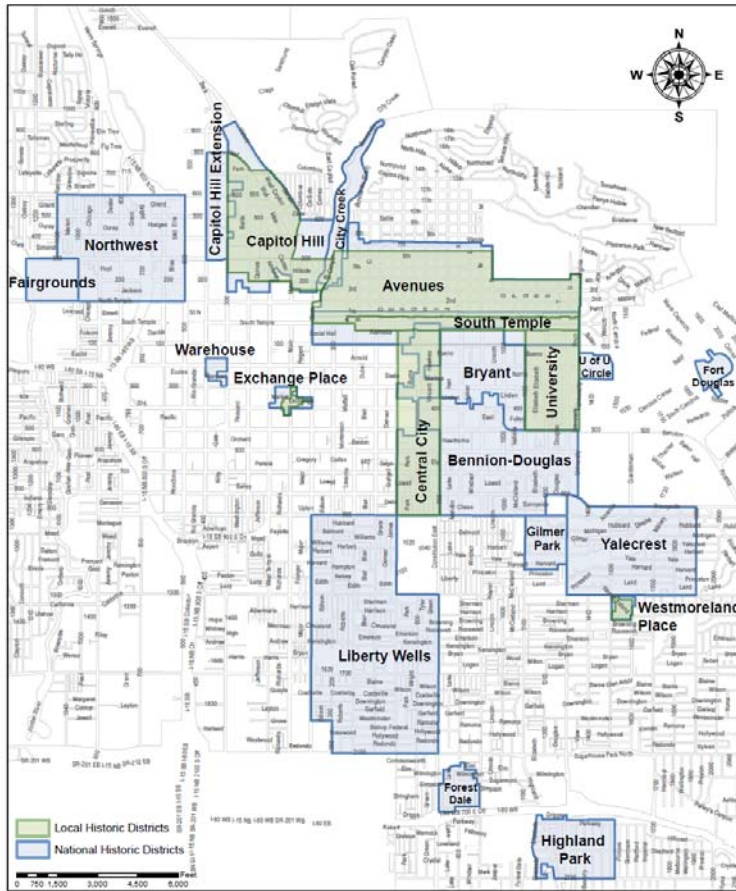


FIGURE 7: HISTORIC DISTRICTS IN SALT LAKE CITY

Source: Salt Lake City Planning Division GIS, 2012

ADDITIONAL AREAS OF HISTORIC INTEREST

A number of additional non-designated but historic areas of the City were brought forward during the course of this project as worthy of attention. Many of these were recommended by City staff, members of committees and commissions, preservation professionals, and members of the public who were interested in the topic. In addition, other areas were noted during the course of the fieldwork and are included for discussion, including the Industrial-Warehouse district and several individual utility buildings. As many of these as possible were visited within the cost and time parameters of the project. Some thoughts on these areas are presented here.

DESOTO-CORTEZ NEIGHBORHOOD

Located directly north of the State Capitol complex, this small neighborhood is a compact pocket of residences dating from the 1920s to the 1990s. Its most notable characteristic is the view that each home has over the Capitol Building and the City below. Many alterations and modern intrusions are found in the area. The most intact historic features are the homes along Desoto Street, which is tree-lined with homes that are almost all from the 1920s. Cortez Street mostly contains houses from the 1950s to the 1990s. Columbus Street has a few 1920s cottages, but non-historic homes and two- and four-plex apartments dating from the 1960s occupy much of the remainder of its length.



RECOMMENDATION

This neighborhood does not appear to exhibit an adequate degree of integrity for a historic district. A survey will be needed to confirm whether this area is a good district candidate or whether alternative tools, such as conservation district designation, would be more appropriate to preserve character.

FEDERAL HEIGHTS NEIGHBORHOOD

Located directly north of the University of Utah, this neighborhood holds an impressive collection of residences dating from the 1920s to the 1950s. Federal Heights is characterized by its rolling topography, curvilinear streets, manicured landscaping, and high-



end homes exhibiting a variety of architect-designed high styles of architecture. This area is certainly one of the City's most important neighborhoods in the area of historic architecture. Located adjacent to the University, Federal Heights has served as the home of both faculty and administrative leaders, and prominent members of the Salt Lake City community, for many decades. Few alterations or modern intrusions are found in the area, although it extends into more modern upscale housing toward the northeast and determining boundaries may be challenging.

RECOMMENDATION

This neighborhood exhibits a high degree of integrity and appears to be an excellent candidate for a future historic district on both the local and national levels. Staff notes that they have received several requests for local designation because of teardowns.

CITY CEMETERY

Located directly north of the eastern length of the Avenues District, the City Cemetery is a large site (around 250 acres) with rolling topography and mature landscaping. The main entrance is located at its southwest corner at the intersection of 4th Avenue and N Street. This location holds a formal gateway. Inside the gateway is a large 1906 Tudor Style building that looks like a mansion but actually houses the cemetery's offices. City Cemetery holds more than 119,000 graves containing the remains of Salt Lake City's pioneers and residents from the late 1840s through the present time. The first burial took place there in 1847, although the cemetery was not officially organized as part of the newly incorporated City until 1851. An irrigation system was installed in 1900, allowing the cemetery to develop and maintain the extensive landscaping that remains there today.

Common to all cemeteries, the City Cemetery holds the final resting places of the City's historic residents and is an invaluable source of genealogical information. In addition, this cemetery holds a remarkable collection of graves from the Mormon church's early history, along with most (if not all) of the church's past presidents through the present time. Many of the early Mormon graves include multiple wives buried near their husbands, and extensive multi-generational families congregated in the same areas. The graves throughout the cemetery provide excellent examples of a variety of types of funerary art. These are found in a



diversity of sizes, materials and designs, showing how the art form changed over the decades. In addition, the site is a planned landscape with significance for its design. Extensive rock walls and gateways are found throughout the property. Those extending along Wasatch Drive are notable for their completion as a Depression-era WPA project that lasted from 1938 to 1941.

In addition to the cemetery's expansive main section, sub-areas are also present. The Catholic Cemetery occupies the entire southeast corner. Two Jewish sections are found along the south-central edge of the cemetery and a third is located north of Wasatch Drive. Also north of Wasatch Drive are the Japanese Veterans Cemetery and the burial ground of members of the Royal Canadian Legion. The cemetery also holds separate sections for Civil War veterans, Spanish-American War veterans, World War II veterans, and a pauper's field. A Stranger's Plat holds the graves of migrants who died while on the way to the California gold fields. The Chinese Association has its own section, and another is reserved for infants. In addition to prominent pioneers and leaders of the LDS Church, the cemetery contains other notable individual graves. Among these are a recipient of the Congressional Medal of Honor, the Sundance Kid, and Franklin Wire, the inventor of the traffic light. All of the City's past mayors are buried here, except for Brigham Young who was buried on First Avenue.

RECOMMENDATION

The City Cemetery is in excellent condition and exhibits a high level of integrity. It is cared for by a full-time staff and does not appear to be subjected to any significant threats. The cemetery would make an excellent candidate for listing in the National Register of Historic Places as well as a local Landmark Site.

NEIGHBORHOOD NORTH OF THE AVENUES HISTORIC DISTRICT EXTENSION

This residential neighborhood extends about five blocks north of the Avenues Historic District Extension and is about eleven blocks wide from east to west. It is steeply sloped upward from south to north, with terracing that allows each home to enjoy a view of the City. Many of the houses include south-facing second story balconies. The neighborhood is occupied by hundreds of homes that are similar in architectural style to those found in the Avenues Historic District Extension. The primary exception to this is the



numerous homes dating from the 1950s and 1960s along those streets at higher elevations. Clearly the entire area north of South Temple Street (including the Avenues and Avenues Extension) expanded northward as it developed over time, with the older homes below and newer homes at higher elevations. The historic Veterans Administration Hospital is located at the high end of E Street above 12th Avenue.



RECOMMENDATION

This area appears to exhibit a high level of integrity and would probably make a good candidate for district designation. A determination regarding its eligibility, along with which level of designation is appropriate, should be made following the completion of a neighborhood survey.

GENTILE CORE

This mixed residential and commercial neighborhood is located directly west of the Central City Historic District, from approximately South Temple Street to 900 South and from 500 East to State Street. Located in this area are numerous houses, apartment buildings, commercial buildings, and public facilities such as the City & County building and former downtown library. The houses are predominantly small working class cottages dating from the 1890s to the 1920s. Many of these are in poor to fair condition. Historic Landmark Sites are scattered throughout the area. Included among these are the Oquirrh School, Second Ward Chapel, Trinity A.M.E. Church, and the B'nai Israel Temple. The area is broken up by the presence of numerous modern buildings, along with commercial and transit corridors along 400 South and 500 South. While several downtown Landmark Sites are located along State Street, the rest of the historic buildings to the south along this major thoroughfare are sporadic and a number are in poor condition. Many of the area's individually eligible buildings have been designated, although some have yet to be recognized. One example of this is the building occupied by Anthony's Fine Art on the northeast corner of 300 South and 400 East.

RECOMMENDATION

The historic resources in this area of the City are not contiguous but could be good candidates for a thematic nomination. The lack of cohesiveness suggests that it is not a strong candidate for district designation. A survey will be needed to confirm as well as

to identify candidates for listing in the national register individually or as a thematic multiple-property nomination. The City may wish to couple alternate conservation tools with continued designation of individual historic buildings.

WEST TEMPLE NEIGHBORHOOD

This neighborhood is located directly west and southwest of West Liberty. It runs from 900 South to 2100 South, and from State Street to 300 West. The neighborhood is mostly occupied by modest cottages and bungalows that are concentrated in the interior of the area. Many of these homes suffer from fair to moderate quality of original design and construction, and from non-historic alterations. The area's major thoroughfares (900 South, 2100 South, State Street, 300 West & Main Street) are all heavily commercial and include few historic buildings. Main Street does include a few historic houses south of 1700 South and West Temple is a residential street. One pocket of interest in the neighborhood is Boulevard Gardens, with its brick cottages facing toward one another across a central shared parkway.

RECOMMENDATION

The West Temple Neighborhood may be a fair candidate for survey, but does not appear to be a good candidate for district designation. This is due to the many non-historic intrusions and alterations noted there, along with a lack of historic resources along its margins and major thoroughfares. If future survey and analysis is contemplated there, it should focus upon the portion of the neighborhood located south of Franklin Covey Field.

WESTMINSTER AVENUE NEIGHBORHOOD

This neighborhood is centered along Westminster Avenue between 1300 East and 1500 East. This two-block stretch is occupied by an excellent collection of Craftsman cottages and bungalows. A number of the homes have incorporated the use of stone walls and piers into their design, making them relatively unique in the City.



RECOMMENDATION

The neighborhood merits the completion of a survey to determine whether it is district eligible or if individual buildings might be

Landmark Sites. Two of the homes along Westminster Ave. have already been listed in the National Register and others may also be eligible for designation.

SUGAR HOUSE NEIGHBORHOOD

This extensive neighborhood, in the southern area of the City north of Interstate 80, is centered around a commercial core at Highland Drive and 2100 South. The commercial district is surrounded by residential neighborhoods filled with a variety of middle class homes dating from the early to mid-1900s. While "downtown" Sugar House holds a number of historic buildings, it has also been transformed in recent decades by the construction of numerous modern buildings. Because of this, the commercial core no longer appears to be predominantly historic. Some of the remaining older commercial buildings are in good condition. Others have been heavily altered through insensitive remodeling projects that appear to date from the period between the 1960s and 1980s. However, some of these have the potential to be restored and to add to the historic character of the neighborhood. A good example of this is the large two story historic brick commercial building on the northeast corner of Highland Dr. and 2100 South. This building is in dire need of an effort to remove inappropriate cladding and restore its street elevations to their original appearance. Sugar House's commercial core also holds the historic Sprague Library and an adaptively reused post office building along Highland Drive and the prominent 1930 Sugar House Monument west of the intersection with 2100 South. Next to the monument is a plaque describing the historic Jordan & Salt Lake City Canal, which runs through a long culvert underneath this area.



RECOMMENDATION

Sugar House has an interesting historic past but its historic resources and integrity have been compromised by insensitive alterations and the construction of numerous modern buildings in its commercial core. While the area certainly merits survey and the designation of individual buildings, it may be a better candidate



for protection through a conservation district or other regulatory mechanisms, rather than as a local historic district.

900 WEST NEIGHBORHOOD

This neighborhood is located in the southwest area of the City, west of Interstate 15. It is bisected by 900 West and runs from 1300 South to 1700 South. The neighborhood is primarily occupied by a collection of modest working-class cottages and bungalows that exhibit a generally poor level of integrity. In addition, the properties along the east side of 900 West have experienced an overwhelming amount of modern construction. Many of the neighborhood's historic homes have experienced insensitive exterior remodeling efforts or are in deteriorated condition. A few larger historic homes are located there, but not enough to make up a district.

RECOMMENDATION

While the neighborhood merits the completion of a survey, it is not apparent whether it is worthy of district designation. Comments from the State Historic Preservation Office indicate that the areas with the greatest potential are between Indiana Street (900s) and California Street (1300s).

EUCLID NEIGHBORHOOD

This compact neighborhood is located in the western area of the City, directly south of the Northwest Historic District. It encompasses the area from North Temple Street to Interstate 80, and from Interstate 15 to Jordan River. An active rail corridor that runs along South Temple Street bisects the area. The neighborhood is filled with a collection of small working-class cottages, many of which are either in poor condition or have experienced insensitive alterations.

RECOMMENDATION

Due to a lack of historic integrity, this area is a lower priority for survey. However, this area will be impacted by the lightrail extension to the airport.

ROSE PARK NEIGHBORHOOD

This large neighborhood is located in the northwestern area of the City near the Northwest Historic District. It is filled with a collection of small working-class cottages and ranch homes that appear to date from the 1950s and 1960s.

RECOMMENDATION

While most are in good condition, this area needs to be studied more closely (perhaps through a reconnaissance survey initially) to determine whether it is a good candidate for some form of designation and to establish possible boundaries. At this time, a determination of whether it might be worthy of district consideration cannot be made.

LOWER ENSIGN DOWNS NEIGHBORHOOD

This neighborhood is located on a high bench north of and significantly above the State Capitol building. Each home has a clear view of the City below. The houses are all architect-designed masterpieces and represent some of the finest architecture in the City dating from the second half of the 1900s.

RECOMMENDATION

The neighborhood merits the completion of a survey to determine whether it will be district eligible in the coming years for its variety and quality of modern architecture.

INDUSTRIAL-WAREHOUSE AREA

This area is located in the blocks surrounding the intersection of 800 South and 400 West. It is occupied by a number of significant and apparently overlooked industrial-warehouse buildings that date from the late 1800s and early 1900s. The buildings along 400 West are situated along an early rail corridor that is no longer active but is being considered as a future streetcar line corridor. Those facing onto this street, especially between 600 South and 800 South, are of great historic interest and appear to exhibit a good degree of integrity. These include the Utah Pickle Co., Bissinger & Co. Hides, the factory building at 380 West 800 South, and several additional nearby brick buildings. A short distance to the west along 800 South (at 600 West) is the Mountain Cement Company plant, complete with massive silos and hoppers. Other historic industrial buildings are found in this area.



RECOMMENDATION

While it may or may not form a cohesive historic district, some of these facilities are likely to be individually eligible for designation. This entire area is an excellent candidate for survey and should be considered a priority.

SALT LAKE CITY'S INDIVIDUALLY LISTED SITES

Numerous individual properties have been listed in the National Register of Historic Places and the Salt Lake City Register of Cultural Resources since the 1970s. Among these are major, well known Landmark Sites such as the Salt Lake City & County Building, Denver & Rio Grande Railroad Station, Wasatch Plunge, Trolley Square, and the Salt Lake Stock & Mining Exchange. Scores of less well-known properties have been listed as well. A good number of these resources were visited during the course of this project. While the City has done an excellent job of ensuring that many of its most important historic sites are recognized and preserved, it was also surprising to see that others were overlooked. Presumably these have not been designated for a variety of reasons. Included among those non-listed sites that are likely to be eligible for designation are many of the City's historic school buildings, the City Cemetery, the architecturally unique LDS Ward Chapels, St. Paul's Episcopal Church, several historic powerhouses, and a number of early industrial buildings. Ongoing efforts are needed to prioritize these unique sites so they can be documented and designated in the coming years.

COMMENTS REGARDING SURVEY & DESIGNATION

Two types of field survey have been employed in Salt Lake City since the 1970s: reconnaissance and intensive-level. Each of these has focused upon a specific geographic area of the City, and it appears that few if any thematic surveys have been completed. Many of these areas are quite sizable because of the expansive historic street layout in Salt Lake City and the surveys have consequently included unusually large numbers of properties. Because intensive-level surveys require an in-depth level of documentation, and consequently are labor and cost intensive, the

City frequently employed the use of reconnaissance surveys to complete a good number of its district documentation projects. Every one of these reconnaissance surveys appears to have resulted directly in the establishment of a historic district.

Reconnaissance level surveys are very useful tools. However, they are not typically employed as an end in themselves. Instead they were conceived of to help communities determine whether additional in-depth survey is merited within a specific area, and to establish geographic boundaries for such projects. In Salt Lake City, reconnaissance surveys were typically used as the basis for the establishment of historic districts, with no intensive-level survey involved. This approach resulted in the creation of many designated historic districts based upon a thin level of documentation, primarily determinations of architectural integrity based upon a cursory field evaluation of each building.

While this method was effective in helping the City to establish historic districts, reliance upon the reconnaissance level of survey alone appears to have resulted in the establishment of a couple of historic districts that may not have merited this status. In one case (the Capitol Hill Historic District Extension), it appears that the historic district route was taken simply to deal with redevelopment concerns that should have been countered through other means. Clearly the City needs other tools, in addition to the establishment of districts, to deal with change in its core areas. In addition, the lack of information about each property has left City planning staff with little to work with when permit requests come up for review. This then requires a slow property-by-property determination of historic and architectural significance at a point when the time and means may not be available and when redevelopment pressures are bearing down on decision-makers. Fortunately, it appears that the City has recently come around to understanding the benefits of intensive-level surveys and they are being employed more often.

Over the past three decades, large areas of the City have been surveyed and designated as official historic districts, either on the Salt Lake City or National Register level. Most of these districts abut one another. If this approach continues into the future, the propensity to turn every surveyed area into a district will eventually result in the entire City being listed, with no non-historic areas in-between. In the long run, this is not good for preservation efforts because it raises important questions about

what is truly historic and significant. This muddles public perceptions about what should be preserved. It appears that little distinction has been made in Salt Lake City between what is worthy of district status and what is not. So far, the underlying message coming from the City through its survey and designation process is that every area of the City over fifty years old will be surveyed and designated a historic district. This may not in fact match the City's true goals, but it is the perception that has been created.

Salt Lake City's preservation leadership needs to be engaging in pointed dialogue focused around one question: If everything old is potentially significant and eligible, then what makes each established or potential district in the City special or unique, particularly when compared to other neighborhoods that exhibit the same type of building stock from the same general time period and with the same level of integrity? In other words, how many bungalows and cottages (especially those of poor design and construction and integrity) need to be locally designated before the statement that they are significant becomes meaningless? Designation of historic properties, on any level, must discriminate between those resources that are important and eligible and exhibit characteristics of integrity, and those resources that may be old but do not merit this type of status. If these distinctions are not made, designation eventually loses all meaning and support for historic preservation begins to waver. Then it simply becomes an annoying impediment to property owners wanting to tear buildings down, redevelop sites, or make alterations to their homes.

The same type of careful discussion and planning must occur when establishing or defining district boundaries. Each district must have justifiable, defensible boundaries that match what is found on the ground, not just lines on a map that conveniently follow the courses of major streets. Many of Salt Lake City's established districts were observed to have boundary issues that need to be resolved. In some cases, such as the Bryant Historic District, these involve perimeters (and interior areas) that have experienced attrition of historic resources. Others, such as the Northwest Historic District, include numerous non-historic resources such as commercial and industrial-warehouse buildings that should not be part of the district. The Central City Historic District, possibly a worst-case scenario, has effectively been split in

two by extensive redevelopment along the 400 South commercial and transportation corridor. If not drawn carefully, and periodically refined, questionable boundaries can result in questioning of a district's integrity. While some of Salt Lake City's historic district boundary issues were the result of ineffective surveys or poorly conceived perimeters, other boundaries have become problematic over time because of redevelopment and change. This situation places City staff in the position of having to administratively deal with numerous non-historic properties located within indefensible historic districts. Sometimes that is a preferred scenario when a community is trying to control redevelopment. In other cases, it bogs the planning office and permit review process down in unnecessary and time-wasting situations. To address this issue, it is recommended that the City engage in efforts to refine the boundaries of each of the established districts. This will require what is essentially a reconnaissance level survey of each district, with the specific goal of bringing the boundaries into compliance with what exists in reality. In addition, the drafting of boundaries for future districts established in the City should be given careful attention.

Overall, Salt Lake City has made great strides in the area of historic preservation and in its work to preserve the City's numerous and important historic resources. What is needed at this juncture is simply a refinement or re-tooling of methods to ensure that the City's survey and designation work is effectively pursued into the future.

Appendix B: City Plans and Policies for Historic Preservation

Because the City has never had a Historic Preservation Plan, official historic preservation policy has been set sporadically based upon incremental approaches related to each department and planning area. The following sections review existing policy directions currently established in numerous City plans. For reasons of space and legibility, this summary conveys the broad directions established in each document; this summary should not be interpreted as a complete listing of the full policy statements in each document. Those interested in the exact language are encouraged to reference the original document.

CITY PLANS

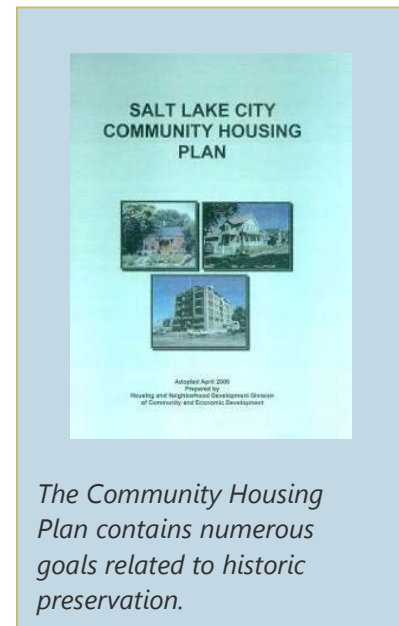
The City has conducted several plans for the Downtown over the past 20 years, including:

- Salt Lake City Downtown Plan (1995)
- City Vision and Strategic Plan (1993)
- East Downtown Neighborhood Plan (1990)
- Salt Lake R/UDAT Our Downtown Future (1988)

In addition, the City has conducted some topic-specific citywide plans including plans for community housing and the parks and recreation system. Each of these plans contains policy direction related to historic preservation, as summarized in Table B-1 below.

Table B-1: Summary of Historic Preservation Policy Directions in City Plans

	Historic Resource Objectives and Goals
Salt Lake City Community Housing Plan (2000)	<ul style="list-style-type: none">• Provide historic preservation education to developers and property owners, including information on technical and financial assistance and incentives.
Salt Lake City Parks & Recreation Master Plan (1998)	<ul style="list-style-type: none">• Protect significant historical or prominent open space and/or natural amenities (Liberty Park improvements and completion of the Jordan River Parkway listed as implementation priorities).• Develop standards for maintenance for parks and open lands,



	Historic Resource Objectives and Goals
	including master plans for Washington Square and Parley's Historic Nature Park.
Salt Lake City Downtown Plan (1995)	<ul style="list-style-type: none"> • Establish Downtown as a diverse 24-hour activity center. • Preserve and protect existing neighborhoods. • Preserve existing housing and provide additional housing and hotel units, neighborhood support services, and amenities. • Reinforce physical qualities and historical development patterns that establish the unique urban character of the Downtown. • Preserve historically significant buildings and districts while accommodating new development and renovation. • Solidify and Promote specialized districts with unique identity, scale, intensity, and mix of uses. • Provide an efficient streamlined review process. • Use well-designed open space in the Downtown as a catalyst for investment. • This plan is in the process of being updated.
City Vision and Strategic Plan (1993)	<ul style="list-style-type: none"> • Restore and adaptively reuse historic resources. • Develop programs to enhance and preserve the City's cultural history and character as expressed in the built environment. • Offer strong economic incentives to stop housing unit deterioration. • Facilitate the development of complementary neighborhood retail in the Downtown commercial and neighborhood areas.
Salt Lake R/UDAT Our Downtown Future (1988)	<ul style="list-style-type: none"> • Maximize use of Historic Overlay ordinance. • Encourage use of deed restrictions to protect historic properties. • Promote the use of economic incentives for preservation through the mail and media as well as at the staff level. • Increase preservation funding and use a combination of strategies to offer local incentives for preservation. • Avoid easy or capricious variances in zoning that result in degradation of commercial and residential areas. • Keep historic resource inventory up-to-date.
Creating Tomorrow Together: Final Report of the Salt Lake City Futures Commission (1998)	<ul style="list-style-type: none"> • Enforce preservation strategies for buildings and neighborhoods. • Rehabilitate historic buildings for cultural uses wherever possible.
Creating an Urban Neighborhood: Gateway District Land Use & Development Master Plan (1998)	<ul style="list-style-type: none"> • Maintain and encourage diversity through retention of existing businesses and residents, retention of existing structures and uses, development of a broad range of housing types which can fit into virtually any area of Gateway and integration of social service providers and their clients into the fabric of the community

COMMUNITY MASTER PLANS

Long-range land use planning in the City is focused on specific planning communities rather than citywide. The City is divided into eight planning communities. Each area has an independent master plan with a future land use map and a number of goals and policies for the planning area covering a variety of topic areas including:

- Future land use types,
- Parks and open space,
- Urban design,
- Transportation and circulation,
- Public facilities and utilities,
- Environmental, and
- Historic preservation.

While the plans follow the same general format, there is some variety in the range of issues included and the level of detail and policy direction provided by each. For purposes of developing the historic preservation plan, these plans were reviewed for issues specific to historic preservation. The following table summarizes the key policy topics addressed by each plan that contains a historic preservation section or policy language. This is not intended as an exhaustive list of the goal and policy language provided in each plan. Please refer to the individual plans available on-line at the Salt Lake City Planning Division website.

Table B-2: Summary of Community Master Plan Historic Preservation Policy Directions

Planning Area	Historic Districts*	Historic Resource Objectives
Avenues (1987)	Avenues (L) Avenues Extension (N) South Temple (L) City Creek (N)	<ul style="list-style-type: none"> • Provide better information to the community on design guidelines.
Capitol Hill (2001)	Capitol Hill (L) Capitol Hill Extension (N)	<ul style="list-style-type: none"> • Implement historic signage and plaques. • Additional intensive survey and designation. • Place preservation easements on public buildings. • Expand zoning language to include historic

		landscape protections. <ul style="list-style-type: none"> • Designate historic landscapes.
Central Community (2005)	Central City (L) Exchange Place (L) University (L) Bryant (N) Bennion-Douglas (N) Gilmer Park (N) Westside Warehouse (N)	<ul style="list-style-type: none"> • Create more historic district designations. • Increase historic preservation planning staff. • Coordinate historic preservation and Transit Oriented Development. • Ensure zoning is conducive to preservation. • Enforce regulations to maintain historic resources and ensure compatible development in historic districts. • Identify additional historic sites and districts. • Conduct additional outreach and education to promote historic preservation.
East Bench (1987)	N/A	N/A
East Central Neighborhood Plan (1992)	University District	<ul style="list-style-type: none"> • It is important that the neighborhood's twentieth century architectural flavor, tree lined streets, and well maintained properties be conserved. • Conserve the low medium density character of the area • Encourage compatible infill housing on vacant lots • Encourage preservation of housing and neighborhood elements
East Downtown Neighborhood Plan 1990	Central City	<ul style="list-style-type: none"> • Require new development to reflect the character of the neighborhood • Designate 600 East as an historic district • Strengthen demolition ordinance • Pursue all strategies for preservation and renovation of older apartment complexes • Identify historic districts with monuments and signage • Develop revolving loan fund for historic storefront renovation using CDBG funds • Designate placement of brownstone apartment buildings 50 years and older on the City Register of Cultural Resources
Northwest (1991)	Northwest (N)	N/A
Northwest Quadrant	N/A	N/A

Sugar House 2001	Highland Park (N)	<ul style="list-style-type: none"> • Conduct reconnaissance-level survey work (areas specified). • Promote designation of historic sites. • Educate property owners on tax credits. • Support designation of national & local districts. • Investigate possibility of conservation district ordinance. • Educate about and promote the use of available loans and financial incentives for maintenance and repair.
West Salt Lake (3.20.06 Draft)	N/A	<ul style="list-style-type: none"> • Conduct surveys of potential historic districts (areas specified). • Promote the designation of sites and districts in the planning area. • Educate property owners on neighborhood history and available tax incentives.
		<ul style="list-style-type: none"> •

* (L) denotes Local Historic Districts; (N) denotes National Historic Districts.

Appendix C: Existing Funding Sources Programs for Historic Preservation

The following table lists existing funding source programs that could potentially be for historic preservation projects in Salt Lake City.

Table C-1: Existing Funding Sources for Historic Preservation

Name	Offered By	Available To	Description	Scale
Tax Credits				
Federal Income Tax Credit (established 1976)	National Parks Service via State Historic Preservation Office	Property owners of income-producing structures (residential properties and commercial properties).	<ul style="list-style-type: none"> Income tax credit for up to 20% of eligible rehabilitation improvements; and Minimum Investment must exceed pre-rehabilitation value of the building over 2-5 years, depending on magnitude of project. 	National
State Income Tax Credit (established 1993)	State Historic Preservation Office	Residential properties (owner-occupied and non-owner occupied).	<ul style="list-style-type: none"> 20% of eligible costs income tax credit; and Minimum Investment of \$10,000 over 3 years. 	State
New Market Tax Credit (NMTC) (established 2000)	National Trust Community Investment Corporation (NTCIC)	Historic commercial rehabilitation projects in a census tract with a 20% poverty rate of household incomes at or below 80% of the area median (or statewide median, if lower).	<ul style="list-style-type: none"> Equity investments funneled to qualified real estate projects from the Community Development Entity (in this case NTCIC) to private, public, and non-profit entities. Provide an investment tax credit to investors to the CDE of 39% on equity earned over a 7-year period. The NMTC can be claimed in conjunction with Federal and State income tax credits (a practice called twinning). Offered by Zions Bank, U.S. Bank, Wells Fargo Bank 	National

Name	Offered By	Available To	Description	Scale
Government Funding				
Community Development Block Grants (CDBG)	Federal Government	Eligible communities across the US. ¹ 70% of all funds must be used for projects benefiting low and medium-income residents of the community. Communities typically use funding to augment the operating budgets for a variety of departments and programs including housing, redevelopment, parks, and transportation.	<ul style="list-style-type: none"> • Acquisition of real property; • Relocation and demolition; • Rehabilitation of residential and non-residential structures; • Construction of public facilities and improvements, such as water and sewer facilities, streets, neighborhood centers, and the conversion of school buildings for eligible purposes; • Public services, within certain limits; • Activities relating to energy conservation and renewable energy resources; and • Provision of assistance to profit-motivated businesses to carry out economic development and job creation/retention activities. 	National, City
Loans				
Building Renovation Loan Program	Redevelopment Agency (RDA)	Property owners in the central business district and Sugarhouse project areas.	<ul style="list-style-type: none"> • Up to 50% low interest project loan for façade restoration, system upgrades, or residential conversions of upper floors of commercial structures. 	RDA Central Business and Sugarhouse project areas
Building Renovation Loan Program for High Performance Buildings	Redevelopment Agency (RDA)	Building owners in eligible project area.	<ul style="list-style-type: none"> • No interest loan upon proof of project LEED certification for up to 50% of the total renovation costs. 	Designated RDA project areas in the City
Revolving Loan Fund	Utah Heritage Foundation	Owners of National Register or local register properties or contributing structures in a national historic district.	<ul style="list-style-type: none"> • For exterior structural improvements and interior systems improvements. • Five-year loans with an interest rate fixed at half of prime. 	State, City

¹ Salt Lake City, as a city with over 50,000 people, is an entitlement community meaning it received CDBG funding on an annual basis. The CDBG award amount is determined by one of two formulas that weigh the more prominent variable – population or age of housing stock.

Grants				
Preserve America	Preserve America (White House Administrative Initiative through the Advisory Council)	Designated "Preserve America" communities. The City became a Preserve America community in 2007.	<ul style="list-style-type: none"> • Bolster local heritage preservation efforts; • Support better integration of heritage preservation and economic development; and • Foster and enhance intergovernmental and public-private partnerships to accomplish these goals 	National

Utah Cultural Heritage Tourism Grants	Utah State Historical Society (SHPO)	Cities, towns, counties, non-profit cultural organizations.	<ul style="list-style-type: none"> • Grant awards up to \$10,000 in a given year. • All grants require a one-to-one local financial match. • Grants aimed at proposals that will increase heritage tourism in Utah, including activities that will increase knowledge, employment, attendance, income, and participation. • (May not be available every year—not funded in 2009.) 	State
Certified Local Government (CLG) Grants	Utah State Historical Society (SHPO)	CLG cities, towns, and counties.	<ul style="list-style-type: none"> • Conducting architectural and archaeological surveys • Nominating properties to the National Register of Historic Places • Printing walking tour booklets • Preparing feasibility studies and working drawings for property improvements • Rehabilitating National Register properties. 	State
Utah Cemetery Inventory Project	Utah State Historical Society (SHPO)	Local cemeteries and local groups.	<ul style="list-style-type: none"> • Grants for inventory database and GIS cemetery inventory development. • All grants require a one-to-one local financial match. 	State
Save America's Treasures	National Trust for Historic Preservation, National Park Service, President's Committee on the Arts and Humanities.	Non-profits, federal organizations, state and local governments, federally recognized Indian tribes.	<ul style="list-style-type: none"> • Federal matching grants; must have dollar-for-dollar match to grant award amount. • Historic property rehabilitation grants start at a \$125,000 minimum and have a \$700,000 maximum. • For use on sites or collections of national historic significance. 	National
Historic Preservation Tax Increment Reimbursement Program	Redevelopment Agency (RDA)	Buildings on the state and City historic register.	<ul style="list-style-type: none"> • RDA reimburses owners up to 50% tax increment generated from renovation development provided exterior of structure is retained to a degree approved by SHPO and HLC. 	RDA Depot District project areas
HGTV Restore America	National Trust for Historic Preservation and HGTV		<ul style="list-style-type: none"> • http://www.nationaltrust.org/restore_america 	National
Johanna Favrot Fund	Johanna Favrot Fund	National Historic Landmarks	<ul style="list-style-type: none"> • Matching grants to nonprofit organizations and public 	National

for Historic Preservation and Cynthia Woods Mitchell Fund for Historic Interiors	Cynthia Woods Mitchell Fund for Historic Interiors		agencies for projects that contribute to preservation or recapture an authentic sense of place	
National Trust Preservation Funds (formerly Preservation Services Funds)	National Trust for Historic Preservation	Non-profits, public agencies	<ul style="list-style-type: none"> Two types of assistance: matching grants for preservation planning and education efforts and intervention funds for preservation emergencies. 	National

Easements				
Preservation Easements	Utah Heritage Foundation	Historic property owners.	<ul style="list-style-type: none"> • A conservation easement that protects the historic, architectural, or archeological significance of a property through a private legal easement that gives partial rights to the property to a qualified easement holder for a predetermined duration. • Protects against changes that would be inconsistent with the preservation of the property (demolition, inappropriate alterations, etc). • Qualifies the donor for a charitable contribution tax deduction for the assessed value of the easement. 	State

Appendix D: Definitions

The following definitions apply to terms that are commonly used throughout this plan.

Compatible

Designed to be in harmony with surrounding elements such as surrounding architecture and landscape in terms of massing, design, scale, and siting.

Contributing Structure

A contributing structure is a structure or site within an historic preservation overlay district that meets the criteria outlined in subsection C2 of section 21A.34.020 and is of moderate importance to the city, state, region or nation because it imparts artistic, historic or cultural values. A contributing structure has its major character defining features intact and although minor alterations may have occurred they are generally reversible. Historic materials may have been covered but evidence indicates they are intact.

Design Guidelines

Written tenets, based on the Secretary of Interior's Standards, according to which the Salt Lake City Historic Landmark Commission interprets the standards of the historic overlay ordinance for alterations, new construction, demolition, and relocation of landmark sites and properties in historic districts.

Historic Context

Those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear. Historic contexts are found at a variety of geographical levels or scales. The geographic scale selected may relate to a pattern of historical development, a political division, or a cultural area. Regardless of the scale, the historic context establishes the framework from which decisions about the significance of related properties can be made. (From the National Park Service)

Historic Landscape

A cultural landscape associated with events, persons, design styles, or ways of life that are significant in national or local history, landscape architecture, archaeology, engineering, or culture.

Historic Preservation

The process of preserving part of a community, from an individual building or part of a building to a whole neighborhood (including roadways, landscapes and waterways), because of its historical importance. (From UrbanPlanning.org.)

Historic Preservation Overlay District

A geographically or thematically definable area which contains buildings, structures, sites, objects, landscape features, archeological sites and works of art, or a combination thereof, that contributes to the historic preservation goals of Salt Lake City.

Landmark Site

A Landmark Site is any site included on the Salt Lake City Register of Cultural Resources that meets the criteria outlined in subsection C2 of section 21A.34.020 of the zoning ordinance. Such sites are of exceptional importance to the city, state, region or nation and impart high artistic, historic or cultural values. A Landmark Site clearly conveys a sense of time and place and enables the public to interpret the historic character of the site.

Noncontributing Structure

A noncontributing structure is a structure within an historic preservation overlay district that does not meet the criteria listed in subsection C2 of section 21A.34.020 of the zoning ordinance. The major character defining features have been so altered as to make the original and/or historic form, materials and details indistinguishable and alterations are irreversible. Noncontributing structures also include those which are less than 50 years old.

Significant

Properties are significant for their association with important events or persons, for their importance in design or construction, or for their information potential. The basis for judging a property's significance and, ultimately, its eligibility for designation is historic context. (From the National Park Service.)

Standards of Ordinance

Local law based on state enabling legislation, which provides the general criteria against which work can be measured.

The National Park Service's Secretary of Interior's Standards includes four treatment approaches:

- *Preservation* places a high premium on the retention of all historic fabric through conservation, maintenance, and repair. It reflects a building's continuum over time, through successive occupancies, and the respectful changes and alterations that are made.
- *Rehabilitation* emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work. (Both Preservation and Rehabilitation standards focus

attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)

- *Restoration* focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.
- *Reconstruction* establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials.

APPENDIX E. THE PLANNING PROCESS

This plan was developed through an interactive process that involved and incorporated feedback from a variety of groups. In addition to constant and close communication with planning staff of the Planning Division, public participation in the planning process included the following:

HISTORIC LANDMARK COMMISSION

Regular meetings were held with the Historic Landmark Commission charged with oversight of the planning process to receive their feedback and direction.



CITIZEN ADVISORY COMMITTEE

A 17-member Citizen Advisory Committee included citizens representing a range of backgrounds, interests, and geographic areas of the City, including preservation architects, historians, and property owners. This volunteer group met regularly during the process to provide feedback on the content of this plan as it was developed.

Final workshop.



The Historic Landmark Commission is the key decision-making body for the historic preservation program of

PUBLIC WORKSHOPS

Three public workshops and one open house were held throughout the plan's development. These were held at the beginning, middle, and end of the process to offer opportunities for the community to define what they would like to see the plan address, help shape the goals and policies for the plan, and then to provide feedback on the draft plan prior to adoption.

CITY WEBSITE

A dedicated page on the City's website, with a presence on the main page, served as a primary method of making plan work products and announcements available to the public for their review. The website also provided a means to submit questions and comments to staff.

ADDITIONAL OUTREACH ACTIVITIES

The planning process also employed a number of additional outreach methods at various times throughout the planning process, including interviews with key preservation stakeholders and City elected officials, surveys widely distributed through the



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

community councils, an ongoing online survey, presentations by staff to various groups, a public service announcement (PSA) on SLCTV, and posters at various locations to advertise the effort was underway and how to find additional information.

APPENDIX F. TRANSIT AND HISTORIC PRESERVATION: AN OPPORTUNITY FOR PARTNERSHIP

Three of the current transit stations in the City are within or along the boundary of local historic districts. The planned extensions to the system generally do not lie within or abut existing historic districts.

A station area is the $\frac{1}{2}$ -mile area around a transit station. While ideal density numbers vary by community, higher density is generally encouraged within transit areas, particularly the first $\frac{1}{4}$ mile from the station to encourage use of the transit system.

There are several important considerations when applying transit-oriented development (TOD) principles in an historic context.

1. Offer Attractive and Distinct Station Areas

Station area plans should ideally develop unique identities for each station. These identities are largely shaped by the surrounding development context of the station. For example, a station in the central business district may have a different design and development pattern than one next to the University. By appropriately building on the existing context, the station area can serve as a draw and facilitate transit use. The station areas in Salt Lake are designed to be the same general design, with the only defining feature being art. The City made a deliberate decision to make them consistent; however, the art could certainly be used to help to identify the individual history of each site.

Historic districts offer an advantage in planning a station in that the historic district already defines a unique identity. Transit Oriented Development planning in these areas should work to build upon this identity by placing a strong emphasis on adaptive reuse and appropriate additions to existing structures. Communities such as Dallas, Denver, San Diego, and Arlington County, Virginia, have found that preserving and integrating historic buildings in station area plans helps maintain community identity. New development should be compatible with the overall identity of the district and use appropriate scale and step-downs in height to transition to the remainder of the district.

2. Create Mixed-Use Activity Centers

The goal of TOD planning is to develop station areas that maximize ridership both day and night. A mix of residential, restaurant and entertainment, office, and retail uses are necessary to achieve this.

The adaptive reuse of historic buildings at station areas can help ensure that interesting, unique architecture is retained and helps form a distinctive draw for each of these activity centers. In some locations, adaptive reuse might be partnered with the transfer of development rights (TDRs) to achieve additional density and to accommodate a broader mix of uses than may have traditionally existed. See the discussion on TDRs in Chapter Four.



The historic Sears building at the Cedar light rail station in Dallas.

3. Promote a People-Friendly Design

Regardless of the architecture or development intensity of a given station area, the overall design and circulation pattern should be pedestrian-friendly. Walkability is a key focus as transit riders are pedestrians before and after departing the light rail car. Station areas should offer multiple routes of safe pedestrian ways with enhancements that promote use of outdoor spaces through outdoor dining and plaza areas for art, gathering, or garden spaces.

Traditional development patterns in older portions of cities and towns tend to already be more pedestrian-oriented than more recently developed areas, which tend to be more auto-oriented. Intact and connected sidewalks, large shade trees and detached sidewalks are some of the amenities already in place in historic districts.

4. Manage Parking

Parking to serve the transit station and the development within the transit station area should be well planned in advance. Parking should be placed on the side or rear of a building rather than in front of the building, and development should maximize the use of on-street and flexible or shared parking arrangements.

Salt Lake City has an advantage for offering on-street parking given the wide street widths of the original street grid. These spaces should be maximized to reduce the need for additional parking lots as development in station areas intensifies.

APPENDIX G. TRANSFER OF DEVELOPMENT RIGHTS

WHAT IS A TRANSFER OF DEVELOPMENT RIGHTS PROGRAM?

Transfer of development right (TDR) programs treat development potential as a commodity that can be transferred (often for a price) between designated sending and receiving areas. In the case of preservation, such programs can be used to transfer density from historic buildings to other properties in the city. The purchase of the development rights associated with a historic property preserves the property and compensates the property owner for the foregone development potential. The purchaser of the rights is then able to develop their property at a higher density or intensity than would otherwise have been allowed. The system is designed to reduce redevelopment pressure on historic landmarks by allowing unused development potential to be transferred. The landmark owner may generate additional income by selling development rights to the owner or developer of the receiving site.

This win-win relationship and use of the market system make TDRs popular in concept. While a valuable tool, much care must be taken in crafting the programs to achieve their intended purpose and to be as administratively simple as possible. Many communities nationwide have used TDR programs to support historic preservation, including San Francisco and New York City. In Salt Lake, the City in the past has supported transfers of development rights in a preservation context – for example, with the Hotel Monaco downtown. In another example, Portland, Oregon, allows the transfer of unused density or floor area ratio (FAR) from a historic landmark to another location in certain multi-family and nonresidential zoning districts. Density or FAR may be transferred within the neighborhood where the landmark is located or to any site within two miles of the landmark.

TDR SENDING AND RECEIVING AREAS

A TDR program, which deals with shifting density around to different locations in the city, should be developed to achieve a desired result in overall built form. It is therefore critical to have a big-picture idea of the goals for preservation as well as how transfers could help facilitate other efforts in the city. The following are some potential TDR sending-receiving relationships:

Economic Development

Sending: Local historic districts or landmark sites (citywide)

Receiving: Predefined target area or areas in the Downtown where additional density may be desired.

Housing

Sending: Local historic districts or landmark sites (citywide)

Receiving: Predefined historic or eligible buildings suitable for adaptive reuse or expansion to accommodate affordable housing.

Redevelopment

Sending: Local historic districts or landmark sites.

Receiving: RDA project areas outside historic districts

Light Rail Transit

Sending: Historic properties within a prescribed distance of the receiving transit station area.

Receiving: Predefined transit station areas.

DEFINE BOUNDARIES WITH MARKET REALITIES IN MIND

As a market-based tool, it is essential to the success of any TDR program to define sending and receiving area boundaries with a number of factors in mind:

- **Demand:** Market demand of the development in the receiving areas.
- **Incentive:** Level of additional density allowed in the receiving area.
- **Supply:** Credits available from sending areas should be scaled correctly so that the market is not flooded and benefits can be directed in a meaningful manner.

APPENDIX H. BEST PRACTICE HIGHLIGHT: CHICAGO HISTORIC BUNGALOW INITIATIVE



The Historic Chicago Bungalow Initiative (HCBI) is designed to educate the public about the historic and architectural importance of Chicago's tens of thousands of bungalows, and to assist property owners in adapting their homes to meet current needs. The program also focuses on improving quality of life and property values in Chicago's older, close-in neighborhoods, thus helping to spur redevelopment and minimize the energy and environmental costs associated with urban sprawl. A major focus of the program is encouraging energy-efficient rehabilitation projects. After going through a free certification process, bungalow owners can apply for low-interest loans or grants to help "green" or restore their homes. The HCBI has restored several bungalows as model green homes, and tracks the energy usage of these models against conventional restorations.

For more information, visit www.chicagobungalow.org.

APPENDIX I. CONSERVATION DISTRICTS

WHAT IS A CONSERVATION DISTRICT?

New “conservation districts” might be an appropriate tool for protecting some of the communities in Salt Lake that have special attributes that citizens want to protect. Conservation districts are being considered or have been adopted in a growing number of jurisdictions across the country as one alternative to more stringent historic district regulations. Communities as diverse as Dallas, Texas (illustrated on this and the following page); Cambridge, Massachusetts; and Portland, Oregon, all have adopted conservation districts, though each district is unique. (Portland also has “conservation landmark” designation for individual properties.) Most conservation districts are directed at preserving the residential character of a neighborhood, maintaining a unique community center, or emphasizing an important cultural element of a community. Some are intended as, buffer, or transition areas immediately surrounding a protected historic district. Sometimes, they are used for areas that fall short of meeting the criteria for a local, state, or national historic designation, but which nevertheless have important cultural, visual, or other significance.

KEY ELEMENTS OF CONSERVATION DISTRICTS

- Design flexibility is an important attribute of conservation districts. Whereas the primary purpose of a preservation district is to protect the historic integrity of an area (usually by preventing demolition and requiring appropriate renovation or highly compatible new construction), conservation districts can, depending on how they are drafted, be much more flexible and can allow design elements that might accent or complement a particular neighborhood feature so long as the general character of the area remains intact. Design guidelines in conservation districts generally are not overly detailed and are developed on the basis of specific neighborhood concerns and features, such as building height, lot size, setbacks, and landscaping. (Historic districts go further to also address more specific elements of the buildings themselves such as windows,



Example of conservation district in Dallas, Texas

decorative elements, materials, and colors.) A conservation district could be an appropriate tool to address concerns such as encroachment of commercial uses into residential areas, by imposing some limited design and development standards designed to preserve the existing character of the area. The conservation district could be a good tool for allowing infill development that is consistent with established neighborhood design (contextual setbacks, shape of building, pitch of roof, etc.).

- The sponsoring group typically develops a plan or study that details the proposed conservation district with a map, neighborhood history, defining characteristics, issues the district is intended to address, and design guidelines to be instituted through the district.
- The process for creating conservation districts can be voluntary. The voluntary nature of the district means that it would be applied in areas where residents care strongly about their neighborhoods, and thus much of the district's provisions would be self-enforced.
- Administration of conservation districts is typically kept as simple as possible – using existing procedures of underlying zoning and allowing staff review of most proposals in conservation districts. This keeps the mechanics streamlined and does not place a review volume burden on official boards and commissions which, over time, could result in an unwillingness or inability to support additional conservation districts.

In Salt Lake, the Sugarhouse and Gilmer Park neighborhoods have been suggested as possible areas to consider conservation districts.



Appendix

APPENDIX J. PROTECTING HISTORIC PROPERTIES OF THE RECENT PAST

PROTECTING HISTORIC PROPERTIES OF THE RECENT PAST

A recurring theme in the comments received during this planning process is that Salt Lake should be more assertive in identifying and protecting historic resources from the recent past. Historic preservation traditionally has focused on a fairly strict threshold of 50 years in determining whether or not a property is historically significant. A simple reason for this threshold is because, typically, timeframes of less than 50 years do not allow sufficient insight into whether a property is sufficiently important in the big-picture history of the community. In the words of the National Park Service: "The passage of time allows our perceptions to be influenced by education, the judgment of previous decades, and the dispassion of distance." Often, because they are not considered technically eligible for designation, historic resources that are less than 50 years old receive less attention and protection than older landmarks, and are more susceptible to demolition or inappropriate alterations.

There is growing precedent for recognizing historic significance in properties that have not hit the 50-year mark. Some nationally famous examples have included the architecturally significant terminal building at Dulles Airport in Washington, D.C., and Elvis Presley's historically significant Graceland mansion, both of which were placed in the National Register when they were less than 50 years old. The Park Service guide on the topic explains:

"Fifty years is obviously not the only length of time that defines "historic" or makes an informed, dispassionate judgment possible. It was chosen as a reasonable, perhaps popularly understood span that makes professional evaluation of historical value feasible. The National Register Criteria for Evaluation encourage nomination of recently significant properties if they are of exceptional importance to a community, a State, a region, or the Nation. The criteria do not describe "exceptional," nor should they. Exceptional, by its own definition, cannot be fully catalogued or anticipated. It may reflect the extraordinary impact of a political or social event. It may apply to an entire category of resources so fragile that survivors of any age are unusual. It may be the function of the relative age of a community and its perceptions of old and new. It may be represented by a building or structure whose developmental or design value is quickly recognized as

historically significant by the architectural or engineering profession. It may be reflected in a range of resources for which a community has an unusually strong associative attachment. Thus a complete list of exceptionally significant resources cannot be prepared or precise indicators of exceptional value prescribed."

Other Resources:

- Recent Past Resource Network: www.recentpast.org
- US Dept Interior: NPS: *Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Past Fifty Years* (proper cite)