# HISTORIC CHARACTER RA ES

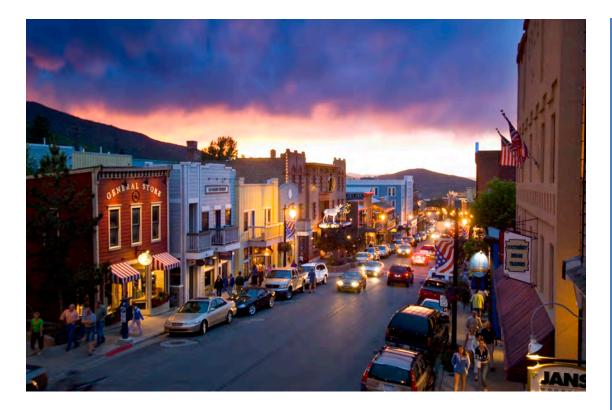
## **STRATEGY: Adaptive Reuse of Historic Resources**

The purpose of the Good Neighbor Program, proposed by the Carter Administration in 1976 and affirmed by the Clinton Administration in 1997, was to encourage the Federal Government to reinvest and support central business areas. According to Executive Orders 12072 and 13006, federal agencies must first consider locating in historic buildings within historic districts. If none exist, non-historic buildings within the historic district should be evaluated prior to existing structures outside of the historic district. Finally, if no property can meet its spatial needs, then the agency may consider properties elsewhere in the central business area. By locating and maintaining a presence downtown, federal agencies support the vitality of central business areas as well as preserve the community's historic assets.

The Federal Government demonstrated its commitment to the National Historic Preservation Act (NHPA) by limiting the location of agencies to downtown and fostering constructive relationships with urban community leaders. Passed in 1966, the NHPA promotes the preservation of historic and archeological sites in the United States. Not only does the Federal Government set an example by acquiring and utilizing space in buildings of historical, architectural, or cultural significance in historic commercial downtowns, but they also set a local standard for historic preservation. The order also stated that the Federal Government must take steps to streamline their ability to establish and maintain a presence in historic districts, removing the rules and regulations that deter federal agencies from locating in existing historic structures downtown unless it is detrimental to human health and safety. Moreover, Executive Order 13006 focused on improving relationships and partnerships with states, local governments, Native American tribes, and other private organizations in order to encourage these parties to support historic preservation. The Federal Government set a standard through the Good Neighbor Program that encourages local governments and private entities to locate in historic downtowns, contributing to the overall health of the commercial building area.



The Marsac Building (City Hall) was restored and rehabilitated in 2008/2009; City personnel moved back in August 2009. In addition, a historic wall discovered during the construction was preserved and ultimately restored in 2013. The site is now a place to enjoy lunch outdoors. This type of adaptive reuse of the City's historic resources is strongly encouraged.



Since its inception, the Good Neighbor Program has formed strong public-private partnerships in over fifty (50) cities in thirty-five (35) states. The Federal Government has paired national and local public resources in cities such as Portland, Oregon; Fort Worth, Texas; and St. Louis, Missouri, to encourage government agencies to move from suburban areas into downtowns as well as renew existing leases. In some cases, the General Services Administration (GSA) has contracted with Business Improvement Districts (BIDs) to finance services and infrastructure improvements in these commercial business areas. These improvements, as well as the presence of government agencies, has created additional business opportunities and contributed to the revitalization of commercial business areas.

#### Adaptive Reuse

Park City strongly supports Adaptive Reuse of our Historic Structures; the evolution of our town as a resort that has arisen from our mining heritage is evident throughout Old Town.

In Park City, the restoration and rehabilitation of historic structures is generally carried out by individuals, and more often than not, without the use of Federal or State Historic Tax Credits. Park City does offer a grant program and has averaged approximately five grants a year with an average individual grant award of \$15,000.

In order to facilitate restoration, rehabilitation and adaptive reuse of existing structures, Park City utilizes strict standards and preservation methods to ensure that historic structures retain their historic character. While the interior of a historic site may be remodeled to support adaptive reuse or redesigned floor plans, the exterior of the building remains unchanged from the historic period of significance through the various preservation treatments that can be utilized to ensure that historic materials, features, form, mass, scale, etc., are retained to contribute to the Historic District.



## STRATEGY: Influencing Streetscape Through Lot Sizes, Setbacks, and Parking

Historically, Park City's 25 foot by 75 foot Old Town lots were platted to accommodate a high density. Small mining cottages with accessory structures fit snugly within these plats, allowing adequate spacing between structures while providing sufficient backyard spaces. The Sandborn Fire Maps of the early 20<sup>th</sup> century are documented proof of the early pattern of the original settlement of Park City.

21<sup>st</sup> century real estate demands and modern family necessities have threatened the historic urban fabric. To meet these demands, lot combinations have become common practice to accommodate larger residential structures and additions. The resulting incremental changes have caused increased adverse effects on the historic pattern and aesthetic of the Old Town neighborhood. Although there are many influencing factors to compatibility, lot combinations are a major factor that must be reassessed by the Planning Commission to create new regulations to prevent further negative impacts to the fabric of the neighborhoods.



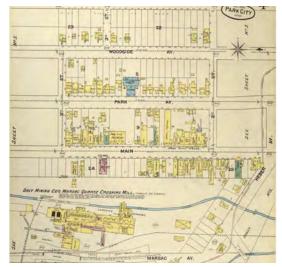
This is an example of a structure that is too large for its setting. Over four stories tall, the brown structure dwarfs the yellow historic house in front of it. This type of development is incompatible with the historic scale of Old Town.

A number of steps could be taken by the City to limit the size of new developments and additions to preserve the historic development patterns found in Old Town, including the historic density, fabric, and integrity. There are two complementary zoning tools to regulate future infill development to ensure it will complement the existing historic building pattern (the fabric) of the neighborhood.

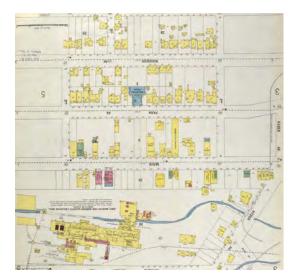
#### **Regulatory Measures**

Typically lot combinations should be limited within existing block's pattern

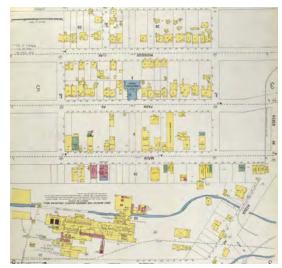
to respect the historic fabric of the block. For example, lot combinations in the Historic Residential (HR-1 and HR-2) districts could be limited to that which has historically existed in each block. In some areas of Old Town homes have traditionally been constructed over multiple lots, and often times Old Town lots are divided by ownership. In some blocks, a typical Old Town home might be built over one and half lots, while others span the width of two lots. New development on vacant lots within Old Town should be limited to single-lot development, or



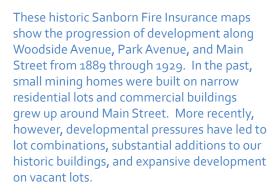
1889 Sanborn Fire Insurance Map

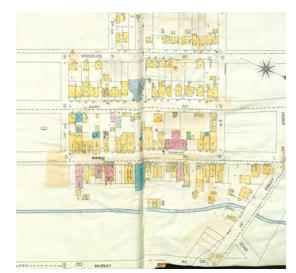


1900 Sanborn Fire Insurance Map



1907 Sanborn Fire Insurance Map





1929 Sanborn Fire Insurance Map



2012 Development Map



allowed only to combine lots to match the existing development pattern. In this case, an average lot size per block should be demonstrated by the home builder to determine how many lots have traditionally been combined and built upon in the past. Existing home owners wishing to combine lots should be limited to the same standards as described above, with an exception for existing homes that straddle lots lines. Remnant parcels, not straddling the property line and not within the required setback area, may be combined only if it can be demonstrated that the parcel is not buildable on its own (e.g. cannot meet minimum lot requirements). In areas in the HR-1, HR-2, and HRL where no lots are platted, new lots should respect the historic lot patterns of 25'x75' lots.

Lot combinations within the Historic Residential-Low (HRL) District have been encouraged in the past due to the larger minimum lot size requirements; however, they should also be treated much the same as previously suggested, where the average of each block is analyzed to determine the historic fabric and development patterns established.

# Incentivizing Development on Single Lots

As an incentive for smaller structures on single lots within the HR-1 and HR-2 Districts, the City should consider offering relief from certain parking requirements. An incentive could be the reduction in the parking requirement from two (2) spaces to one (1) space subject to the building footprint being substantially reduced from the Land Management Code allowance. This would allow a property owner to construct a smaller home with a one car garage without having to increase the setback from ten feet (10') to eighteen feet (18') to provide for a second parking space.

In addition, consideration should be given to allowing an increase in the footprint on a lot for a living structure and a detached single-car garage OR consider not including the SF associated with a detached single-car garage within the building footprint on the lot. A detached garage might allow for the primary structure on a lot to be slightly smaller and more compatible with the surrounding neighborhood.

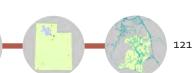
To address increased parking demand on Old Town Streets, the City should consider implementing a paid parking permit system, and limit the number of permits for each address, thus encouraging more overnight parking within the China Bridge parking structure.

All of these recommendations should only be considered in conjunction with parking enforcement (Public Works -Transit/Transportation) and the City Engineering office.









## STRATEGY: Defining Compatibility, Mass, Scale and Subordinate Design

## com·pat·i·bil-i-ty

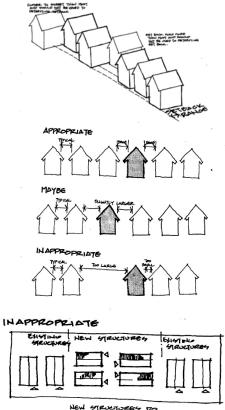
In historic preservation, compatibility refers to the relationship between new additions and infill and existing, historic structures. Aspects of compatibility include, but are not limited to, setback, orientation, scale, proportion, shape, rhythm, mass, height, detail (including window and door shape, pattern, and proportion), texture, material, color, roof lines, reflectivity, and architectural style. While new construction and additions should complement existing historic structures, they must also be seen as a product of their own time. Compatibility does not mean that new infill or additions must duplicate existing structures.

#### Why Does Compatibility Matter?

The Historic District as a whole should be perceived as a historic resource; however, this whole is comprised of significant parts. New construction and additions must contribute to the overall historic character of the neighborhood, rather than detract from it, in order to protect the historic integrity and coherence of the historic district. For this reason, design reviews are necessary to ensure that new construction and additions maintain the overall feel and composition of the neighborhood by taking a holistic design approach. While historic structures represent their era of significance, the district as a whole is not frozen in time. It is necessary to create appropriate infill, spur investment, and promote the economic vitality of the community.

#### **Measuring Compatibility**

The compatible design of new construction and additions creates a harmonious appearance along streetscapes and the district as a whole. Similarities between structures and designs are necessary to preserve the neighborhood's overall historic integrity, character, and composition. Some examples of compatibility and incompatibility are illustrated by the following drawings and pictures:



NOT FOCE THE STREET AS EXISTING STRUCTURES

**1** Rhythm of spacing of buildings on streets should follow the predominant pattern of historic buildings on the street.



**2** The rhythm of entrances and/or porch projections should reinforce the established pattern along the street.



**3** Roofs of new buildings should be visually compatible with the roof shapes and orientation of surrounding Historic Sites.



**4** Floor level elevations should relate to the street grade and reinforce the neighborhood pattern.



**5** The directional expression of front elevation should reinforce the overall pattern established in the streetscape.



**6** Relationships of solids to voids on primary facades should be similar to those seen on Historic structures.









#### mass

Mass refers to the three-dimensional geometric composition of a building or the overall bulk of the structure. When designing new buildings or additions to existing historic buildings, the overall size and shape of new construction must be compatible to the historic context of the neighborhood. This can be achieved by minimizing the visual impact of the overall mass, form, and scale through breaks such as changes in wall plane or roof heights. **1** Massing and setbacks of new construction compliment and reinforce visual dominance of historic structure.



**2** The mass of additions and modifications made to historic structures should be visually compatible with the historic structure.



**3** For larger additions, break up the massing of the addition into smaller modules that relate to the historic structure.









### scale

In architecture, scale refers to a certain proportionate size, extent, or degree, usually judged in relation to some standard or point of reference. Scale is a unifying factor in the design of new infill and additions within the historic district and helps maintain the visual consistency of the neighborhood. Moreover, scale is also used to describe windows, doors, porches, as well as building materials such as cladding and trim. These elements all contribute to the visual coherence of new and historic buildings within the historic neighborhood.



**1** Mass, scale, and height of buildings should follow the predominant pattern of the neighborhood.









**2** Facade elements should be compatible in scale, proportion, texture, and finish to those used on Historic Sites.

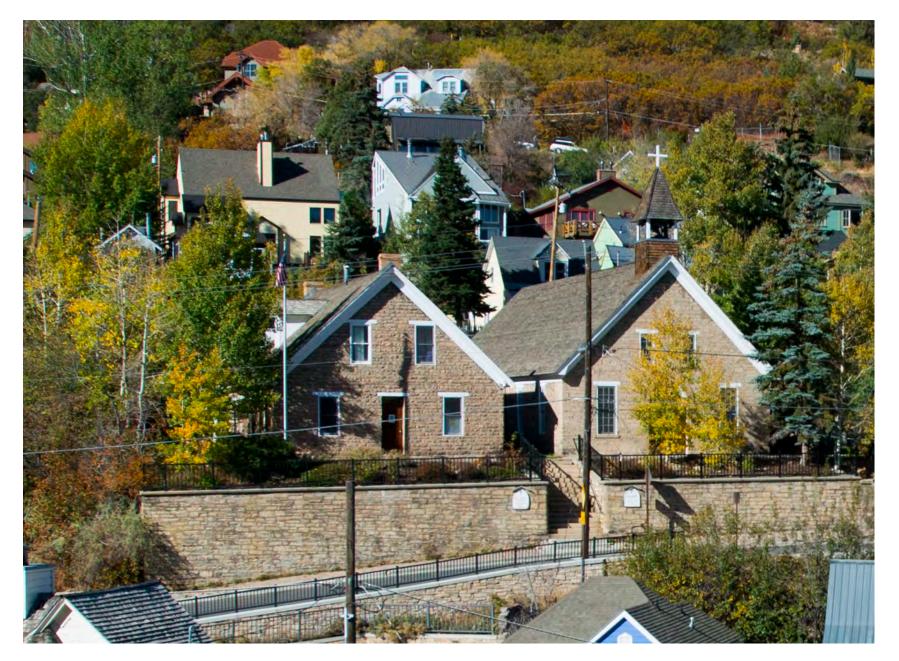












## sub.or.di.nate

Per historic preservation practices, subordinate design refers to additions or new construction that is visually contiguous to a historic structure, yet reinforces the visual dominance of the historic structure. While a smaller addition is visually preferable to achieve subordinate design, various design strategies (e.g. underground SF, placement on lot, choice of materials) can achieve this goal despite the fact that the addition may contain greater SF than the historic structure. Subordinate design can be achieved through the following principles as illustrated below. Other principles may apply to specific sites. **1** Simple design to prevent competition with primary facade.





**2** Cornice Line & Upper Level Setbacks are consistent with the historic building.









**3** New building is set back or a visual 'seam' is provided.





**4** Complementary street wall treatments.



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## **STRATEGY: Maintaining Property Values within Historic District Designations**

With the restrictions placed on historic districts for limiting alterations, compatibility of additions, and prohibiting demolitions, the question often arises of whether or not owning property in a historic district is economically beneficial compared to owning property outside of a historic district. Fearing a loss of property rights, many owners within historic neighborhoods are opposed to being included in a locally or federally designated historic district. The question of value has been studied within many communities of the United States with consistent findings of higher valuations within historic districts.

In a 2007 study, Dr. Jonathan Mabry researched the difference in property values and rates of appreciation between historic districts and typical neighborhoods. Dr. Mabry found that the greatest impact on rates of property appreciation occur within federally listed historic districts that also have local designation.<sup>1</sup> Local designation typically results in a design review process, guidelines, and restrictions on property renovations, demolitions, and new "Historic district designation typically increases residential property values by 5-35% per decade over the values in similar, undesignated neighborhoods." <sup>5</sup>

construction. Further, Dr. Mabry notes that "between 1976 and 1996 in Georgia. assessed property values in districts with both local and national designations increased at a rate of 47% compared to 23% for properties in districts with only the national designation." A second finding was that newer properties within historic districts benefit as much as the historic properties, in terms of appreciation. Moreover, studies conducted by economist Donovan D. Rypkema have shown that "property values within historic districts appreciate much faster than values in the community as a whole."2

Historic district designation has a number of neighborhood benefits, including:

- Design review introduces certainty into the marketplace.<sup>3</sup>
- Increased participation by neighbors creates community involvement and protection of shared spaces from decline.
- Local historic district designation decreases investor uncertainty and insulates property values from wild swings in the housing market.
- Ensured community involvement through required regulatory review of design modifications by the historic commission.<sup>4</sup>

Preserving and retaining historic commercial structures downtown is vital to the community's economic health. Not only is the perceived

economic health a positive reflection of municipal leadership, it also encourages private investment that contributes to neighborhood business districts. Maintaining historic downtowns typically safeguards the diversity of space given that historic storefronts generally tend to be smaller than that which is built today. These smaller storefronts often appeal to local shops rather than retail chains that tend to have a prescribed "minimum" square foot requirement. Moreover, historic resources serve as a community asset for attracting cultural-heritage tourists who spend more and stay longer than the average US traveler. Historic character is a leading factor in attracting visitors to small towns.

Many communities and states have studied the economic benefits of historic preservation to understand its impact on their region. In January 2013, the Utah Heritage Foundation began collaborating with the Washingtonbased PlaceEconomics consulting firm to research the direct and indirect benefits of historic preservation on state and local economies in Utah. This study will include the economic impacts of building renovations and cultural-heritage tourism on property values within local historic districts. Led by economist Donovan D. Rypkema, the study hopes to show that historic preservation is not an additional cost, but an investment in our local communities.

## #37. It is seldom necessary to choose between new construction and historic preservation.

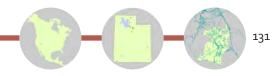
Historic preservation is often placed in the "either/or" trap: "Either we save those old buildings or we build nice new ones." Rarely, however, are those the only alternatives. In the cities with the finest historic structures and the strongest preservation protections--Charleston, Santa Fe, New York, San Francisco, Washington--new buildings are an important and wonderful part of the urban environment.

What that requires, however, is the willingness of local officials to make decisions. And decisions making sometimes means saying "no." A strong preservation policy doesn't mean a new building cannot be built. It does mean that it can't necessarily be put wherever the developer wants to put it.

A lot of new buildings have replaced historic properties when they could have been built a block away on vacant land. -Atlanta developer Frank Howington

The preservation movement has given America a measure of its past. Buildings considered disposable 25 years ago would not automatically be recycled, as the preservation ethic in community building strengthens and grows. --Forum Journal, "Preservation and the Public Realm"

--Excerpt from The Economics of Historic Preservation: A Community Leader's Guide



## **STRATEGY: Historic Preservation Toolbox**

#### **Design Guidelines**

Design Guidelines are an effective tool for retaining the character of a historic district. The guidelines provide direction of best practices for additions to historic buildings and infill development on vacant lots. Historic District Design Guidelines create guidance on maintaining the street scape, site design, building form, local vernacular, and compatible development. For instance, guidelines for the site design will suggest the appropriate location of front entryways, porches, driveway locations, and garages based on the historic pattern of development. The purpose for adopting guidelines is to ensure that the historic district is not overwhelmed by new development and the historic character of a place is preserved.



#### Historic Preservation Deed Restrictions, Restrictive Covenants, and Historic Preservation Easements

Deed restrictions and restrictive covenants are effective ways to protect historic sites. Legally, the two terms are basically the same, as both place legal restrictions on the use and activities that may or may not occur on the property. These restrictions are placed on a property voluntarily by the owner, attached to the deed, and affect subsequent owners for the duration stipulated in the restriction. A deed restriction is a condition placed into the deed of the property. Only neighboring properties are able to enforce deed restrictions, and may not even realize that such restrictions exist.

While this may sound similar to a preservation easement, there are some important differences, depending on the local real estate and property laws. An easement is a legally recognized form of property owned by a third party, therefore an easement offers more permanent protection, as a deed restriction can be eliminated by the



courts, or by the written consent of the neighboring property owners.

Most importantly, property owners placing a deed restriction on their property do not receive federal and state tax deductions, as they would with a preservation easement. Similarly, more complex, preservation easements provide greater, longer lasting protection of historic sites. Preservation easements must be held by a third party to verify compliance. A regulatory agency should not manage preservation easements due to the conflict of interest.

#### **Transfer of Development Rights (TDRs)**

Transfer of Development Rights (TDRs) is a way to redirect development rights away from the historic district toward neighborhoods where additional growth is complementary and desired. TDRs allow communities to influence future growth by creating sending zones (area to be protected from development) and receiving zones (areas to capture the development in the transfer). As a preservation tool, the air rights around and above historic sites can be transferred from the historic site to a receiving zone. This tool was first adopted by the City of New York in 1968 and upheld in the Landmark Preservation Case protecting the National Landmark Penn Station.



# Financial Incentives Available in the State of Utah:

#### Utah Heritage Foundation Revolving

*Loan Fund* is for properties over 50 years old and preserved architectural integrity. Loans are for renovations and are given with interest at half the prime rate.

#### The UHF Preservation Easement

**Donation** allows owners of national register-listed buildings to take a charitable gift tax deduction on federal tax returns in return for a preservation easement on the Nationally Listed Structure. Value is based on development potential of the land which the building occupies. Easements govern the future use of the building to insure appropriateness for the historic site.

#### Utah State Historic Preservation Office State Tax Credit for Residential Properties

Provides tax credits for renovations of residential structures listed on the national register within 3 years of the start of project. The work must comply with the Secretary of the Interior's Standards for Rehabilitation and spend a minimum of \$10,000 over a period of 3 years. Tax credit for 20% of the total rehabilitation costs.

## National Trust for Historic Preservation - Utah

Preservation Initiatives Fund

Awards matching grants ranging from \$500 to \$10,000 for local governments and non-profits in preservation activities. Eligible activities include reuse feasibility, structural investigations, educational workshops, design guidelines, and other planning needs.

#### Park City Matching Grant

In 1987, the Park City Historic District Commission and City Council identified the preservation of Park City's historic resources as one of their highest priorities. The Grant Program has operated continuously since that time with the full support of subsequent City Councils and Preservation Boards. The grant provides a 50% match for preservation projects that provide a community benefit of preserving and enhancing the historic architecture of Park City in compliance with the Secretary of the Interior's Standards for Rehabilitation.

## **STRATEGY: Historic Preservation Toolbox**

#### Federal Historic Preservation Tax Incentive

The Federal Government has created a 20% rehabilitation tax credit for rehabilitation of certified historic structures. The National Park Service (NPS) must approve, or "certify," all rehabilitation projects seeking the 20% rehabilitation tax credit. A certified rehabilitation is a rehabilitation of a certified historic structure that is approved by the NPS as being consistent with the historic character of the property and, where applicable, the district in which it is located. The 20% rehabilitation tax credit equals 20% of the amount set in a certified rehabilitation of a certified historic structure. The certified historic structure must be listed individually in the National Register of Historic Places or as a building that is located in a registered historic district and certified by the National Park Service as contributing to the historic significance of that district. The National Parks Service acts on behalf of the Secretary of the Interior, in partnership with the State Historic Preservation Officer (SHPO).





The High West Distillery, shown prior to restoration above and post-restoration below, was a very successful project illustrating the adaptive reuse of two historic buildings - the Beggs House (1914) and the Watts Garage (1907).

Financial Incentives used by other cities in Utah:

#### Cedar City Lease Subsidy Program

 Two year program, first year rent subsidy is up to \$345 per month, second year rent subsidy is up to \$175 per month. Only 'for profit' business new to Downtown district are eligible.

#### Cedar City Tenant Façade

*Improvement Grants* – 80/20 grants for up to \$30,000 for facades to restore and/or rehabilitate downtown buildings. Must be located in downtown district with business on the ground floor.

#### Logan Welcome Home – Own in

**Logan** – Participants can get a grant of \$5,000 and an additional \$2,500 in matching funds. The subsidy does not have to be repaid if the house remains owner-occupied and the full amount is completely forgiven after 10 years. Must be a first time homebuyer with income below 80% AMI for Cache County.

#### Provo Residential Historic

**Preservation Loan** – Maximum Ioan for \$10,000 with an equal match to be provided by the applicant. Loan is a 0%, 15-year Ioan with payments beginning upon completion of the project. The project must be completed within 6 months with a possible 6 month extension. The home must be in a historic neighborhood and listed on the Provo City Landmarks Register, or the owner is willing to put it on the register as a condition of approval.

#### Salt Lake City High Performance Building Renovation Loans –

Maximum amount of loan is for 50% of eligible hard costs. Amortization rate is a max period of 20 years with interest rates of 3% until applicant has proven LEED certification or ENERGY STAR rating for improvements. After verification, loan is re-amortized at a 0% rate on the current balance remaining.

"Between 2001 and 2011, this tax incentive [the federal historic tax credit1 has worked (in some cases with our historic tax credit), to transform 63 formerly vacant or under-utilized historic buildings in Utah, totaling nearly \$200 million in project costs, at a cost of only \$31.5 million to federal tax payers. I can personally attest to the importance of this credit in making projects possible. Without it, historic rehabilitation projects that preserve Utah's history while creating good paying, skilled jobs would simply not happen. It is hard to imagine downtown Salt Lake without the Market Street Grill, the Ken Garff Building, or the Big-D Headquarters. They should not be taken for granted. Without the credit to make the higher costs of historic rehabilitation feasible, these places could easily be rubble."

> --Kirk Huffaker, Utah Heritage Foundation

## **STRATEGY: Historic Preservation Toolbox**

#### **Cultural-Heritage Tourism**

Cultural-heritage tourism provides opportunities for visitors to experience the places, activities, and culture that characterize the people of the past and present. These natural, historic, and cultural resources contribute to the community's overall sense of place as well as its distinctive identity. As one of the fastest growing segments of the tourism industry, culturalheritage tourism benefits the local economy through financial investment; however, cities must also ensure that increased tourism does not destroy the community's authentic character that attracts visitors. Great places to visit are great places to live, and so it is necessary that cities balance the needs of both tourists and residents in order to maintain and improve the region's quality of life.

Each community has a unique identity and sense of place comprised of its natural, historic, and cultural resources. Visitors are drawn to Park City not only for our world class ski resorts and yearround recreational opportunities, but also for the scenic beauty of our natural landscapes. The preservation of our mining-era structures, honored in our National Register-listed Old Town and Historic Main Street, gives Park City its unique identity. Park City's reputation as a world-renowned arts community is further emphasized by the quality and diversity of our fine, performing, and culinary arts. Furthermore, annual festivals and events enliven the spirit of Park City by celebrating the work of local artists, musicians, and craftsmen.

As a resort community, Park City's economy is dependent on culturalheritage tourism. Seventy-eight percent of today's travelers are considered cultural heritage visitors (CHV), and these visitors travel greater distances to their destinations, stay longer, and invest more dollars in the local economy than traditional tourists.7 Cultural-heritage tourism supports a sustainable economy by creating seasonal and non-seasonal employment, fostering opportunities for local business development, and diversifying local industry. Increased property values and the higher cost of goods and services in a resort economy increases tax revenues for the City, allowing these revenues to be reinvested to the benefit of both residents and visitors. While cultural heritage tourism can have a positive impact on the local economy, it is also vital that the City mitigate the adverse effects of tourism in order to maintain a high quality of life for residents.

Cultural-heritage tourism provides a unique sense of place that contributes to the City's overall quality of life. As individuals have greater opportunities to live and work where they choose, rather than live where they work, it is essential that cities provide opportunities for living, playing, working, and investing. Park City's mix of culture, arts, and yearround recreational opportunities give the City a distinctive feel that attracts business, creates job opportunities, and heightens the community's overall quality of life and identity. As sense of place becomes more significant than ever before, the distinctive identity of a city contributes to its ability to attract a diverse population of full and parttime residents, as well as visitors. This diversity fosters the retention of full-time residents.



Cultural-heritage tourism is an integral part of Park City's sense of place, resort atmosphere, and tourism-based economy. By preserving our natural, historic, and cultural resources, Park City has created a unique sense of place that lends itself to cultural-heritage tourism as well as attracting new full and part-time residents. From our cultural institutions to seasonal festivals, the amenities of living in a resort town ensure a high quality of life for Parkites. Moreover, our tourism-based economy supports seasonal job creation, fosters the development of small business, and increases local property values. Culturalheritage tourism has had a positive impact on Park City, contributing to the revitalization of Main Street and the overall resurgence of our town.