CITY OF
BROOKINGS

Brookings Historic Preservation Commission

Historic Preservation Plan ❖ 1999

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City of Brookings Historic Preservation Commission
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City of Brookings Historic Preservation Plan

Executive Summary

Brookings' story begins with the rich earth which supported the grasslands and Buffalo/Horse Culture of early Americans, and later a strong and productive agricultural economy. Both chartered by the Dakota Territorial Assembly in 1881, Brookings and South Dakota State University grew together with a common legacy and shared destiny. Launched by the arrival of the Chicago & Northwestern Railway, emigrants from eastern Europe and Scandinavia flocked to the village of Brookings and established homestead farms on the Dakota plains. Early citizens built expansive and modest homes which they quickly framed with Brookings' signature tree canopies. These pioneers built an outstanding legacy of well-kept, well-landscaped homes, neighborhoods, and a compact commercial core well worth preserving as significant assets for the community today.

Whether one considers the job-creating impact of a single rehabilitation project, the cost effectiveness of a downtown revitalization program, the stabilizing influence of a historic district, the appeal of a heritage tourism strategy, or the inclusion of historic preservation as a central element in an overall economic development plan, when preservation has been tried and measured, there is but one conclusion: Preservation Pays.

Heritage tourism, one of the fastest growing components of the travel market, is no longer seen by economic development professionals as peripheral to economic growth, but central to it. Brookings' fine stock of cultural attractions: South Dakota Art Museum, Agricultural Heritage Museum, Main Avenue, McCrory Gardens, Community Cultural Center, Brookings County Courthouse, Highway 14, the South Dakota State University Ice Cream Bar, and fine self-guided walking tours of nationally recognized historic districts, well-position Brookings to launch an effective heritage tourism program. Before this occurs, protective measures need to be in place, so increased visitation does not negatively impact the very resources such a program would showcase.

The 1985 City Commission created the Brookings Historic Preservation Commission by Resolution, and in 1989 adopted a historic preservation ordinance which marked an institutional awareness of the importance of celebrating the community's built legacy and created a vehicle for safeguarding important aspects of Brookings' history. The language in the existing ordinance has led to confusion about the regulatory authority of the Preservation Commission. The ordinance requires amending to improve its legal soundness. In the meantime, the Commission is ready to locally designate those historic districts which possess national and state importance.

The Historic Preservation Commission wants to establish priorities before issues arise; efficiently and logically make good use of volunteer time and city funds; expedite decision-making; and listen attentively to citizens without speculation about grassroots opinions. Consequently, they invited a group of local citizens to identify which qualities of the man-made and natural landscape define the community's image and character, and which merit development, promotion, or protection. For these citizens, historic and green are important, and historic green resources are the most important. Participants value significant features of the historic and cultural landscape, particularly those which are well-maintained, sensitive to building scale within neighborhoods, and energize the texture and vitality of the commercial district.

Beyond resources which are valued today, others will grow into historic merit and steps taken soon will safeguard these resources in the future. Survey, planning, and historic designation for the

University District, Neighborhood north of 6th Street and east of Medary Avenue, City Parks/Greenways, Urban Barns, Pioneer Park, Schools, and other resources as they reach 50 years of age is recommended.

During a facilitated planning process, participants identified these:

Highest Priorities

1. **Downtown Revitalization**: Reflect the economic health of the community with a vibrant and vital commercial core which attracts new businesses to Brookings.
2. **Revolving Fund**: Fuel the preservation program.
3. **Historic Overlay Zones**: Develop zone specific design standards for Brookings.
4. **Local Preservation Organization**: As the Preservation Commission develops additional (possibly regulatory) responsibilities, create a separate local preservation organization outside city government to clarify responsibilities and help implement programs.
5. **Clarify the Historic Preservation Ordinance**: Commissioners are keenly interested in good government and understand amendments here will streamline city function.

High Priorities

1. **Public Education**: Continue to develop a strong program including speakers bureau, newsletter, newspaper columns, editorials, tours, workshops and technical assistance.
2. **Heritage Tourism Strategy**: Conduct a heritage tourism assessment; plan and organize; prepare for visitors, and market for success.

At a subsequent workshop, participants examined four scenarios where new construction and preservation values appeared to compete. The purpose of this workshop was to test whether the political will exists for additional preservation protection in Brookings. Participants were supportive of protective measures and indeed thought many protective devices were already vested in the Historic Preservation Commission. With the City undertaking a masterplan process, the time is opportune to study design review for historic overlay zones and consider creating transfer development rights.

To accomplish preservation objectives, a variety of incentives exist on the federal and state levels including income tax credits, property tax moratoria and limited funding. Additional, desirable incentives include: a revolving loan fund, sales tax forgiveness for approved rehabilitations, relaxation of building code requirements where life safety concerns are protected, and endorsement of preservation in the zoning code.

All these things can only occur with a strong foundation in the law, especially in the U.S. Constitution. The recommendations offered are all in harmony with the Fifth Amendment, the right to own property free of the threat of seizure by government.

Brookings' unique relationship with South Dakota State University creates opportunities for collaborative projects, strong stewardship of historic resources, and coordinated planning processes. Together, the community and the University can bring the best of the past to the threshold of the future.

City of Brookings Historic Preservation Plan

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Clarence & Frances West House, 816 Fifth Street (ca. 1892)

1 Introduction

What we ourselves have built, we are at liberty to throw down. But what other men gave their strength and wealth and life to accomplish, their right over it does not pass away with their death. ❖ *John Ruskin*

Historic preservation is a commitment to conservation and a celebration of the tangible evidences of our past. Benefits of preservation activity are measured in positive community self-image, healthy neighborhoods, and high ratings on national livability polls for communities with strong preservation programs. Preservation activities build community pride, and result in an improved physical appearance of the community and increased tourism revenue.

A historic preservation plan is a proactive means of planning for a community's unique character and historic resources. A preservation plan works like a map which allows for multiple ways of reaching a shared community development destination. It describes why preservation is important to the community, and identifies those elements of the built and natural landscape which merit preservation, promotion, or protection. By recommending specific actions, this plan integrates preservation into Brookings' agenda so valuable historic assets serve as catalysts for continuing economic and community development. Preservation planning allows old -- and new -- buildings to establish a stimulating dialogue which respects the best of the past and present, and builds sound policies for the future.

In a time of tighter budgets and more responsive and meaningful government, all agencies must work smarter to stretch municipal dollars even further, and listen to community needs even more closely. A historic preservation plan is a critical step in prudent management of public and private dollars and precious volunteer time. An established plan refines priorities, expedites decision-making, and enables the Historic Preservation Commission to compete effectively for public and private preservation funding.

The Brookings Historic Preservation Commissioners want to work effectively, efficiently, and in a manner which reflects the values of the community. The Historic Preservation Commissioners strongly believe that the Brookings Preservation Plan be unique, not an imitation or copy of any other community's plan. Rather than speculate about which components of Brookings' diverse resources are important to the community, the Historic Preservation Commissioners reached beyond themselves, and consulted with a group of citizens to identify those qualities of the man-made and natural landscape which define Brookings' image and character and merit development. They unanimously agreed on a consensus-based, grass-roots planning process which would be meaningful for the whole community. Discussion would not be limited to preservation issues, but include community issues generally, to learn first-hand what the people were concerned about, and what part preservation issues played on the community agenda.

The process for preparation of a historic preservation plan is nearly as important to successful implementation of the plan as the plan itself. The process must be one of education, consensus building, and empowerment, and must include community residents, business leaders, elected officials, city staff, and other stakeholders.[1]

In 1989, the City of Brookings adopted a historic preservation ordinance which established that Brookings' unique sense of place was a value held by the community as a whole. The Historic Preservation Commission's purpose is to allow the city to *engage in a comprehensive program of historic preservation to promote the inspiration, pleasure, and enrichment of the citizens of this city and to preserve, promote, and develop the historical resources of the city.* Historic resources are the landmarks which frame day-to-day living in Brookings. They frame our streets, house our churches, shelter our homes, warehouse our businesses, and support our institutions. They connect us in time to those who came before us, and those who will follow us. This plan serves to:

1. **Preserve and maintain sites and structures** that serve as significant visible reminders of the Brookings social and architectural history;
2. **Contribute to the economic development** and vitality of the City;
3. **Preserve the character and livability of neighborhoods** and strengthen civic pride through neighborhood conservation;
4. **Integrate historic preservation more fully** into Brookings' city planning system and policies;
5. **Provide a mechanism to identify and preserve** the distinctive historic, architectural and landscaping characteristics which represent Brookings' cultural, social, economic, political, and architectural history and character;
6. **Balance and improve the interest of commercial businesses and homeowners** by assuring that alteration or any improvements are performed in a manner consistent with Brookings' historic and architectural character, and to protect past and future investments by businesses and property owners;
7. **Stabilize and improve property values**;
8. **Create an atmosphere** and character consistent with the historic development of the City;
9. **Foster civic understanding and pride** in Brookings' history and architecture;
10. **Foster and encourage preservation**, restoration and rehabilitation.

What gives a community its unique character is not individually designated museum-quality structures, but rather the entire collection of a community's historic resources. Historic resources do not stand alone as individual buildings or landscapes but are part of an entire context of a community.[2]

Why Preserve Our Past?

Historic preservation recognizes places from our past that are important to the community, cares for them, and uses them in ways which enrich all of our lives. Land, houses, workplaces, parks, roadways, and institutions showcase our origins and development. Historic places help us understand who we are. These places root us to our neighborhoods, and protect and maintain our past for our children. Preservation:

- **Encourages a balance** between economic stability and appropriate growth, as a way to improve the quality of life for everyone;
- **Makes dollars and sense**. Compared to new construction, rehabilitating existing structures often costs less, conserves scarce materials, and provides more jobs. Preservation is one solution to many community problems from energy conservation to affordable housing;
- **Provides opportunities** to visit historic sites for both educational and recreational purposes. These activities contribute significant tourist income to many local and state governments.

The wide range of preservation activities nationwide is carried out by public and private partnerships. Each state has a State Historic Preservation Officer appointed by the governor to carry out the National Historic Preservation Act. Their responsibilities include conducting cultural resources surveys, preparing comprehensive statewide preservation plans, nominating properties to the National Register of Historic Places, reviewing Federal projects for effects on historic properties, administering a range of assistance programs, providing public information, offering education and training programs, and furnishing technical assistance to counties, cities, and towns in developing local preservation programs.

Many local governments and organizations are active in historic preservation. Preservation commissions in counties, cities, and towns -- like Brookings -- serve as key links in the national preservation partnership. They carry out responsibilities under local preservation ordinances that, among other activities, authorize review of changes to building exteriors and delay or prohibit demolition of designated historic properties. Preservation also fosters economic revitalization of downtown areas. Regional and local historical societies and preservation organizations raise public awareness about the history of their communities, and sponsor active preservation programs.

Most historic preservation occurs in the private sector. Twenty-seven percent of historic properties and sites belong to private owners who care for the nation's collective heritage. Most of them are homeowners, but private owners also include colleges and universities, churches, and businesses.

The National Register of Historic Places

The National Register of Historic Places is the official list of the nation's properties worthy of preservation. Authorized under the National Historic Preservation Act of 1966 and maintained by the National Park Service, the National Register is part of the national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register encompasses significant properties nominated by state and federal agencies as well as all historic areas in the National Park system and all National Historic Landmarks. National Register status qualifies historic properties for grants, federal tax incentives, and consideration in the planning of federally assisted projects.

2 History & Timelines

What do we want with this vast worthless area, this region of savages and wild beasts, of deserts, shifting sands and whirlwinds of dust, of cactus and prairie dogs? To what use could we ever hope to put these great deserts or those endless mountain ranges, impregnable and covered to their very base with eternal snow? What use have we for such a country? Mr. President, I shall never vote one cent from the public treasury to place the Pacific Coast one inch nearer Boston than it is now. ❖
Daniel Webster, speaking in the U.S. Senate, 1838

Brookings' Historic Character & Contexts

The story of Brookings' cultural landscape begins with the land and its geology. Primeval Lake Agassiz influenced the earth's present form and condition in the eastern half of South Dakota. Later, ancient glaciers from the northeast pushed south, filled river valleys, leveled hills and mountains, and formed ridges of earth and boulders. When the glacial ice melted and receded, Big Stone Lake, Lake Poinsett, and others formed, and subterranean aquifers stored glacial ice. This ancient geological activity produced fertile soil, and created rolling plains of semi-arid grassland cut by verdant river valleys drained by the Big Sioux, Vermillion, and James Rivers.

The Dakota or Sioux Nation later inhabited these grasslands. The name Dakota means *allies*. The Ojibwa called these people Nadouessioux (*enemies*), which was abbreviated to Sioux. There were three main division of the Sioux people:

1. **Santee** -- *Dakota* (Eastern Sioux)
   Mdewankanto, Wahpeton, Wahpekute, and Sisseton
2. **Yankton** -- *Nakota*
   Yankton and Yantonai
3. **Teton** -- *Lakota* (Western Sioux)
   Sihasapa (Blackfoot), Upper Brule, Lower Brule, Hunkpapa, Miniconjous, Oglala, Sans Arcs and Oohenonpa (Two-Kettle).

Before the middle of the 17th century, the Santee Sioux lived near Lake Superior, where they gathered wild rice and beans, hunted deer and buffalo, and speared fish from canoes. Prolonged warfare with the Ojibwa drove the Santee into southern and western Minnesota. The Teton and Yankton divisions were forced from Minnesota onto present-day North and South Dakota, where they abandoned their traditional agricultural activity and adopted the Buffalo/Horse culture of the Great Plains. Their homes were along the banks of streams and rivers; they hunted and used buffalo for food, shelter, clothing, and ceremonial rituals.

The $15 million Louisiana Purchase, of which Brookings was a part, was the greatest land deal in history, doubling the size of the United States at less than three cents per acre. President Thomas Jefferson charged the Corps of Discovery, led by Lewis and Clark, with exploration of the northern reaches of the Purchase, specifically to seek a northwest water passage from the Mississippi River to the Pacific Ocean. The Corps, like early French and Spanish boatmen, traveled along the Missouri River in central South Dakota.

Their presence blazed a trail for others to follow. Their journals record that they met more friends than enemies among the native people, whom they presented with gifts of peace medals, mirrors, cloth, flags, beads, whiskey, knives, and guns. At the end of September, 1804, near present-day Pierre, potential confrontation with the Teton Sioux was diffused with skillful diplomacy on all sides.

The Sioux were resolute in resisting incursions upon their domain. With the advance of the white frontier west of the Mississippi River, the United States negotiated the First Treaty of Fort Laramie in 1851. In 1851 and 1859 the Santee Sioux gave up most of their land in Minnesota and were assigned to a reservation where they were directed to practice settled agriculture. Treaty violations led the Santee Sioux to mount an uprising in 1862. After their defeat, the Santee Sioux were forced further westward to reservations in Dakota and Nebraska. Native people lived in and around what would become Brookings, and their archeological and historical record significantly contributes to the heritage of the community, state, region, and nation. Opportunities exist for preservation activities to include exploration of this archeological and historical legacy.

In 1862 Congress authorized the construction of two railroads, the Union Pacific and the Central Pacific, that together would provide the first railroad link between the Mississippi Valley and the Pacific Coast. To encourage the rapid completion of those roads, Congress devised a grand economic development scheme which provided generous land grants and loans to railroad builders. By 1883, the Northern Pacific from St. Paul to Portland, the Santa Fe from Chicago to Los Angeles, and the Southern Pacific from New Orleans to Los Angeles were also completed, knitting east and west coasts together with rails and fostering rapid growth of the western plains.

The Homestead Act of 1862, adopted in the same year as authorization of the transcontinental railroad, allowed settlers to claim 160 acres of land for farming. Homesteaders lived and farmed on a quarter section for five years, at the end of which the homesteader received a patent on the land. The railroads brought eager homesteaders seeking this free land to eastern Dakota, where the thick black soil of eastern South Dakota created by ancient seas and glaciers promised abundance.

Brookings County was created in 1862 and organized in 1871. Brookings, the county seat, was surveyed and platted on October 3 and 4, 1879, with the first train arriving on October 18, 1879. W.H. Skinner is credited with persuading the Chicago and Northwestern railway to establish a station at Brookings. The original plat comprised five blocks of what is now Main Avenue. Pioneers settled the area simultaneously with the siting of the railroad, and entrepreneurs quickly established a variety of commercial services for incoming settlers. Merchants and pioneers from nearby Medary, Ada, and Fountain moved to the newly platted area. The city name honors Judge Wilmot W. Brookings, a manager of the Western Town Company, Dubuque, Iowa. Known as a courageous and able Dakota pioneer, he served as a legislator, associate justice, and publisher.

South Dakota's early agricultural pioneers represented diverse old world cultures: Scandinavians, Bohemians, German-Russians, Irish, English, and Hutterites. Many

immigrants were religious, thrifty, hardworking people who developed a strong attachment to the land. Kinship and nationality ties drew these plainsmen together. The Hutterites continue to operate collective farms, and like the Amish, remain separate from outside society. Religious persecution drove the Hutterites from Moravia and Tyrol to Hungary, the Ukraine, and in the 1870s to eastern South Dakota. Following the gold rush in the western part of Dakota, a flood of settlers into the east river region swelled the population from about 80,000 to 325,000 between 1878 and 1887.

Philo Hall, Brookings village attorney, filed papers in April, 1881 to incorporate from a village to a city. In the same year, the Dakota Territorial Legislature established the Dakota Agricultural College, the state's only land-grant school, at Brookings. Main Avenue, which became the single axis that dominated the town, boasted 70 businesses. The community evolved as a center of a diversified agricultural area and seat of learning. The legislature granted approval of incorporation in March 9, 1883.

Rapid expansion of the Dakota Boom led to calls for division of the territory at the 46th parallel and separate statehood for the southern half of Dakota Territory. The southern section held constitutional conventions in 1883 and 1885; the latter established the State of Dakota. Dual statehood based on a division at the 46th parallel received congressional approval in 1889, and both North and South Dakota entered the Union simultaneously.

Early settlers quickly recognized the aesthetic, civilized appearance mature trees bring to neighborhoods. On Arbor Day in 1892, Brookings citizens planted 2,300 trees on campus, on boulevards, and in yards. By 1900, Brookings was known as *The City of Trees*. Open green areas and generous tree canopies were an early priority for the community, and their current abundance and health is ensured through substantial city funding. The trees unify diverse architecture in residential and commerical historic districts, and in great contrast to the open treeless prairie surrounding the community, these verdant canopies clearly convey a sense of arrival and stability within Brookings.

Early newspaper accounts also describe Brookings as the *Philadelphia* of South Dakota -- *The City of Homes*. Brookings' diverse architectural heritage offers vivid contrasts, from stately mansions to smaller-scale homes. The community's historic resources include numerous in-town barns and grain elevators, which anchor Main Avenue to the rail line. These assets today attest to the importance of agriculture in the community's legacy.

By 1907, the Dakota Agricultural College changed its name to South Dakota State College of Agriculture and Mechanical Arts, and there were 22 departments on campus. Trees, hitching rails, and telephone poles with cross-arms frame the business district in early 1900 photos. A street light suspended from a metal arch provided illumination for each block. Streets were renamed in 1900, and 31 blocks of concrete and street paving installed in 1919. In 1900, the population of the city was 2,346. There were about 4,500 inhabitants in 1919.

Promotional materials from the 1920s encouraged persons to move to Brookings, *a clean city of homes* owned by people who take

pride in home maintenance. Many substantial homes were built between 1896 and 1902 in an area from Main to Sixth Avenues, between Seventh and Eighth Streets.

In 1923, President Charles W. Pugsley completed the university reorganization into the five divisions which formed the basis for the designation of colleges. The city and the university have grown up together and intertwined. This common development explains the strong bond each has for the other, and the sometimes blurred lines between them.

More than 80% of the central commercial district construction took place between 1894 and 1928. Brick and concrete became the primary building materials, with fire-proofing a primary consideration, as commercial structures were rebuilt to replace the simple wooden frame structures built at the village's inception. Six buildings were constructed between 1930 and 1936, and a new business was added each year between 1937 and 1940, with the last major commercial construction activity in 1940 with the building of the Woolworth/Stratton building and the College Theater.

Today, the Brookings Commercial Historic District showcases 59 buildings sited on low-lying level land. Predominantly influenced by the early 20th Century commercial brick front style, the district also contains vernacular examples of late 19th century commercial, beaux arts classicism, and art deco styles. Currently and historically the district has provided commercial goods and services for residents of the community.

State College was renamed South Dakota State University (SDSU) in 1964. Near downtown, the SDSU campus encompasses many fine buildings reflecting the diversity of architectural styles which dominated collegiate architecture at the turn of the 20th century. Popular styles included beaux arts and neo-classicism, both of which are well represented on campus.

In 1985, the Brookings City Commission created the Historic Preservation Commission by resolution. In 1989, the City Commission adopted Ordinance 5-89 further acknowledging institutional awareness of the importance of celebrating Brookings' legacy. Ordinance 5-89 created a legal vehicle for safeguarding important aspects of Brookings evolving stories.

These evolving stories are historic contexts, bodies of information about historic properties organized by theme, place, or time. A single historic context describes aspects of historic development of an area, relating to history, architecture, archeology, engineering, and culture. A context may be based upon:

1. One or a series of **events** or activities;
2. **Patterns** of community development;
3. **Associations** with the life of a person or group of persons that influenced the destiny and character of a region or a stage of physical development;
4. **Evolution** of a building form or architectural style;
5. **Use** of a material and method of construction that helped shape the historic identity of a community;
6. **Research** topic or site type that will expand our knowledge and understanding of an area's development, past cultural affiliations, and human activities and interaction where written records are lacking.

Grouped together as a set, the historic contexts for a community form a comprehensive summary of all aspects of the community's history and prehistory.

To meet Brookings' preservation needs and the *Secretary of Interior's Standards for Preservation Planning*, the Historic Preservation Commission here identifies historic contexts based on themes developed across time. They are:

- Agriculture
- Architecture
- Commerce
- Communication
- Community Development
- Conservation
- Culture
- Cultural Landscapes
- Education
- Ethnic Groups
- Government
- Industry
- Military
- Prehistory
- Recreation and Tourism
- Religion
- Social
- Transportation.

Brookings Historic Periods

Proto-Historic	A.D. 500-1800
Early Historic	1800-1842
Pre-Territorial	1842-1861
Territorial	1861-1889
Expansion	1889-1920
Depression	1920-1939
Modern	1939-present

Identifying Resources

Surveys of properties within the community and context are conducted to identify associated historic properties. The Historic Preservation Commission and the South Dakota State Historic Preservation Office evaluate these properties to determine their historic significance for the National and South Dakota Registers of Historic Places. These resources enhance our understanding of the historical and cultural foundations of the Nation. The South Dakota State Historic Preservation Office maintains the South Dakota Register of Historic Places for the State Historical Society.

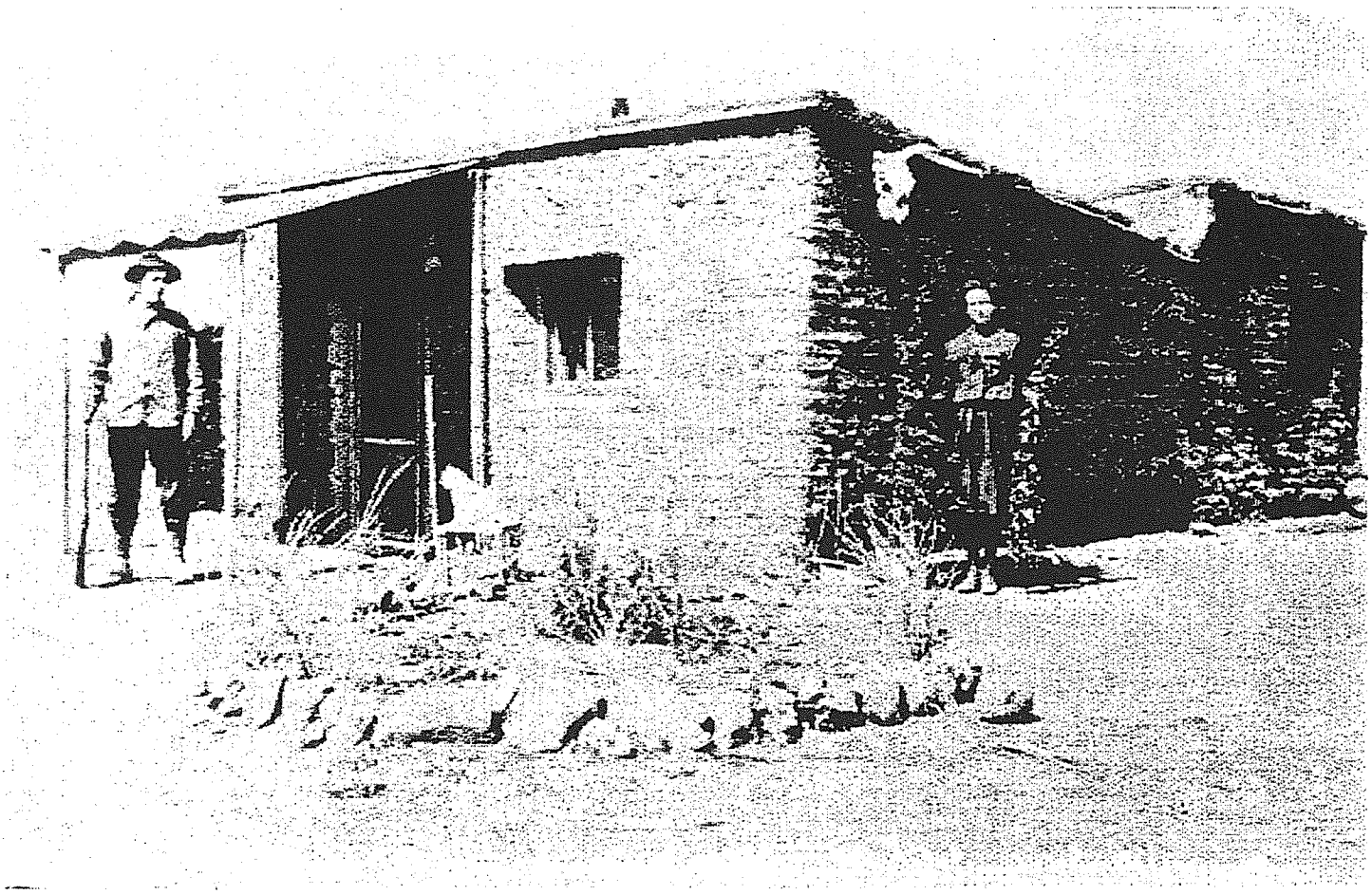
For properties listed in the National Register, *The Secretary of Interior's Standards for Identification and Evaluation* require:

1. Properties possess significance based on one of the following criteria:
   - A. Associated with events that have made a significant contribution to the broad patterns of our history, or
   - B. Associated with the lives of persons significant in our past, or
   - C. Embody the distinctive characteristics of a type, period, or method of construction that represent the work of a master, or that possess high artistic values, or that represent a significant anddistinguishable entity whose components may lack individual distinction, or
   - D. Have yielded, or may be likely to yield, information important in prehistory or history.

2. Properties must possess integrity of location, design, setting, materials, workmanship, feeling, and association.

These properties may be significant on the local, state, or national level. Properties that achieved significance within the last 50 years are not to be considered eligible for the National Register unless they are exceptionally significant.

Through the development of historic contexts based on thematic historical research and defined property types, a viable decision-making framework forms. Decisions can be made as to relative importance and integrity of actual properties within the same theme, period, and geographic area. Brookings' districts, sites, and buildings are listed in the Appendix.



Early Landscaping, Dakota Territory
American Memory Collection, Library of Congress

Brookings Time Line

A snapshot of significant events in Brookings' heritage

500-800 A.D. Semi-nomadic **Mound Builders** inhabited northeastern South Dakota

1620 Council of Plymouth Grant to **New England**, included all lands between the 40th and 48th degrees north latitude from *sea to sea*

1682 **Spain** and **France** by discovery both claimed portions of the great basin east and west of the Mississippi River

1763 Treaty of Paris, France ceded to **Spain** the western portion of the Mississippi River Basin

1800 Secret treaty between France and Spain ceded this territory to **France**

1803 Louisiana Purchase, **United States** acquired all this territory

1804 **District of Louisiana** created; attached to Territory of Indiana

1805 **Territory of Louisiana** created; Governor Meriwether Lewis appointed

1812 **Territory of Missouri** created; Governor William Clark appointed

1820 **Upper Missouri Agency** created in Unorganized Country

1834 **Indian Country** created

1859 **Norwegians** first established claims near Vermillion and James Rivers

1860s **Irish** settled in what would become South Dakota

1861 **Dakota Territory** organized, President James Buchanan signed legislation; Territorial Governor William Jayne appointed

1862 **Homestead Act** provided 160 free acres of farmland to pioneers who live on the land for five years; **Brookings County** created

1868 Fort Laramie Treaty created the **Great Sioux Reservation** west of the Missouri River

1869 **Bohemians first** filed claims in Dakota Territory

1871 **Brookings County** organized

1873 **Germans, Dutch, English, Finns, Poles, Swedes, and Swiss** arrived in Dakota Territory

1874 **Hutterites** arrived in eastern South Dakota; established collective farms/religious colonies

1878 Pioneer farmers' land rush launched the **Great Dakota Boom**

1879 **First Chicago & Northwestern train** arrived in Brookings; Brookings **surveyed and platted**

1881 Village incorporated as **City of Brookings**; Dakota Territorial Legislature established **Dakota Agricultural College**

1883 Legislature approved **City of Brookings** Charter

1889 **Division Day** separated North and South Dakota Territories, President Harrison admits **South Dakota** to the Union, November 2

1892 **Arbor Day**, 2,300 trees planted; Brookings nicknamed *City of Trees*

1907 Dakota Agricultural College became **South Dakota State College of Agricultural and Mechanical Arts** with 22 departments

1912 **First HOBO Day** at SDSC

1919 **Street paving** installed downtown

1964 State College renamed **South Dakota State University (SDSU)**

1979 Brookings celebrates **Centennial**

1985 **Historic Preservation Commission** established

1989 **Historic Preservation Ordinance** adopted

1999 **City government changed** to City Council/City Manager

Preservation Time Line

What Happened When & Where

This calendar of preservation milestones provides the Brookings citizen a quick glimpse of the national legacy of preservation activities, and how South Dakota, and Brookings particularly, are well-poised to take advantage of lessons hard-won elsewhere.

1856 **Mount Vernon Ladies Association of the Union** saved George Washington's home from subdivision for residential development.

1906 **Antiquities Act** enacted to protect prehistoric and historic sites located on Federal properties.

1916 **National Park Service** created to deter looters and vandals in Yellowstone National Park, to administer properties of national historic and prehistoric significance, and to educate the public about the nation's past.

1931 **First Historic District and Ordinance** established in Charleston, South Carolina.

1933 **Historic American Buildings Survey** created to document built resources with architectural drawings.

1935 **Historic Sites Act** launched an inventory of sites associated with persons or events of national importance.

1949 **National Trust for Historic Preservation** chartered by Congress to create a national advocate for heritage and involve the public in preservation.

1956 **Federal Aid Highway Act** and

1960 **Reservoir Act** adopted to halt large scale destruction of archaeological and historic sites.

1966 **National Historic Preservation Act** created the National Register of Historic Places, State Historic Preservation Offices, the Advisory Council on Historic Preservation, and includes Section 106, a planning tool for federal agencies.

1966 **Department of Transportation Act** enacted; Section 4(f) prohibits federal approval or funding for projects requiring the use of any historic site, or indirect effects to a protected site.

1968 **Transfer of Development Rights** first created by New York City.

1968 **Historic American Engineering Record** created to document engineering achievements with precision drawings.

1969 **National Environmental Policy Act** enacted; requires federal projects consider impacts on urban quality, historic and cultural resources, and the design of the built environment.

1971 **Executive Order 11593** directed federal agencies to preserve, restore, and maintain cultural properties.

1976 **Tax Reform Act** created federal preservation tax incentives for rehabilitation of income-producing certified historic properties.

1977 **Surface Mining Control and Reclamation Act** prohibited coal mining that will adversely affect any National Register site.

1977 **National Main Street Program** launched in pilot communities: Galesburg, Illinois; Madison, Indiana; Hot Springs, South Dakota.

1978 **Penn Central Transportation Co. v City of New York** U.S. Supreme

Court upheld the constitutionality of historic preservation ordinances.

1978 **Historic South Dakota Foundation** created to assist local and state preservation efforts.

1979 **Archaeological Resources Protection Act** adopted to prohibit removal, excavation, or alteration of any archeological resource from federal land or Indian Lands and makes *pot hunting* artifacts illegal.

1980 South Dakota adopted a **Property Tax Moratorium** as an incentive for private restoration work.

1981 The **Economic Recovery Act** created strong tax relief and financial incentives for restoration.

1985 Brookings established **Historic Preservation Commission** by Resolution, and became a Certified Local Government.

1987 **Surface Transportation and Uniform Relocation Assistance Act** protected historic bridges.

1987 **Abandoned Shipwreck Act** allowed states to protect shipwrecks within state waters from looters or salvors.

1989 Brookings adopted a **Historic Preservation Ordinance**.

1990 **Native American Graves Protection and Repatriation Act** provided for return of human remains and Native American cultural items held by any agency receiving federal funds.

1991 **Intermodal Surface Transportation Efficiency Act** (ISTEA) created transportation enhancements including historic preservation considerations.

1998 **Transportation Equity Act for the 21st Century** (TEA-21) created transportation policy which reinvests in and revitalizes existing communities.

3 Preservation & Economic Development

Jobs follow people, and people are attracted to pleasant places -- which always have great respect for stewardship of their heritage, no matter what its age. Historic resources are part of a city's essential infrastructure -- like bridges and roads. ❖ *Robert H. McNulty, President, Partners for Livable Places*

Whenever a systematic look at the economics of historic preservation has been taken, saving our built heritage has been found not to be a luxury at all. It doesn't matter whether the evaluation is focused on the job-creating impact of a single rehabilitation project, the cost effectiveness of a downtown revitalization program, the stabilizing influence of a historic district, the appeal of a heritage tourism strategy, or the inclusion of historic preservation as a central element in an overall economic development plan. When preservation has been tried and then measured, there has been but one conclusion: Preservation pays.[2]

The **economic benefits** of preserving historic resources go beyond the lot line of that building. The benefits accruing to a community are both direct and indirect and include:

1. New businesses formed;
2. Private investment stimulated;
3. Tourism stimulated;
4. Increased property values;
5. Enhanced quality of life, sense of neighborhood, and community pride;
6. New jobs created;
7. Compatible land-use patterns created;
8. Increased property and sales taxes, and
9. Pockets of deterioration and poverty diluted.

Dollar for dollar, historic preservation is one of the highest job-generating economic development options available. In South Dakota $1,000,000 in rehabilitation creates 17 more jobs than growing $1,000,000 of agricultural products.[3] Historic preservation creates jobs.

The U.S. Department of Commerce measures the impact of production within a given industry three ways: the number of jobs created, the increase in local household incomes, and the impact on all other industries. In state after state, **building rehabilitation outperforms new construction** on each of those measurements.

Historic preservation is an effective **small-town economic development strategy**. No model of economic development has been more consistently effective than the "Main Street approach" of the National Trust for Historic Preservation. Dozens of programs -- many heavily funded by federal or state governments -- have come and gone over the past 40 years. Not one could remotely compete with Main Street as a cost-effective, grass-roots, bottom-up process for local economic development. Since 1981, more than 850 communities in 34 states have pursued downtown revitalization using the Main Street principles. Most impressively, nationally, for every public sector dollar invested in Main Street, the private sector invested $25.

Historic preservation is an **incremental economic development** strategy, not a "big fix". ". . . nearly every community periodically faces someone's "quick fix" idea. It may be a new civic center, a casino, a stadium, or another instant answer. Many communities need a larger civic center or arena, but to view a single large project as the solution is almost never successful. Because most historic preservation projects are of a rather modest scale, it is common for economic development advocates not to take them seriously. Success isn't measured by a single development, but through the compounding impact that a number of projects will have over time.[4]

An increasing number of industrial firms -- especially the smaller, leaner start-up firms -- recognize that their real assets are not plants and equipment, but the people who work for them and that these employees want a **quality place to raise their families.**

> *The things that people find attractive when they travel are also the things that draw people to live in those communities. Even industrial and manufacturing firms are recognizing that careful preservation of historic resources can make cities a more attractive place for industry.* ❖ *Richard J. Roddewig, Economic Incentives for Historic Preservation in Atlanta*

Over the last decade, small businesses accounted for more than 85% of all new jobs created. The U.S. Department of Commerce and Labor projections through the year 2005 tell a similar story. Of the 20 types of business that will have the fastest rate of growth, 90% employ fewer than 20 people. The average firm employs 12 people. Historic buildings provide an ideal location for many of these small businesses. Average space requirement for workers in these industries is about 250 square feet per person. Average size of a historic building in a downtown or neighborhood commercial center is somewhere between 2500 and 3500 square feet per floor. Thus, for both size and occupancy cost reasons, **small businesses and historic buildings fit well** together.[5]

> *The type of space available in historic buildings is especially suited to small businesses and retail shops. These buildings typically provide a diverse supply of office and retail space at prices which attract small and start-up businesses. In addition, high-end mall businesses are attracted to identifiable historic districts because of the character of the neighborhood and the scale of spaces.* ❖ *Carolyn Douthat, Economic Incentives for Historic Preservation*

Someone else can duplicate your water lines, industrial park, tax rate, or permitting process. No one can duplicate your historic resources. Historic preservation certainly is not the sole element in an economic development strategy. But it is increasingly being recognized as a **critical component of a comprehensive approach.**

> *Cities that ignore their historic preservationists and do not pay attention to the revitalization and economic development that can follow from their efforts, are almost certain to suffer a dollar loss.* ❖ *Arthur Frommer, Travel Holiday*

Quality of life is becoming the critical ingredient in economic development, and historic preservation is an important part of the quality-of-life equation.

> *High rates of innovation depend primarily on brains, not land or harbors or cheap labor. The key to attracting brains is to offer quality, not cheapness. The successful, innovation-based company will, in general, settle in an environment that bright, creative people find attractive . . . . they want an amorphous thing called quality-of-life.* ❖ *David Birch, Job Creation in America*

Historic preservation is important to quality-of-life for three reasons:

1. More than any other man-made element, historic buildings differentiate one community from all others;
2. Many quality-of-life activities: museums, symphonies, theaters, libraries, and lodging in state parks are housed in historic buildings;
3. The quality of historic buildings and the quality of their preservation says much about a community's self-image. A community's commitment to itself is a prerequisite for nearly all quality-of-life elements.[6]

> *Further, historic preservation is a phenomenon that contributes to the quality of life, improving the image of a community and in turn attracting business and industrial development and fostering tourism* ❖ *Report of the Joint Study Committee: Economic Development through Historic Preservation*

> *More than ever, cultural and natural assets form the basis for economic development in small communities. The greatest attractions for economic growth in many towns are their quality of life, natural environment, historic legacy, and cultural context. Protection need not be a limitation on development, rather, it can be the basis for it.* ❖ *Saving Place: A Guide and Report Card for Protecting Community Character*

Over the past 25 years, thousands of communities have developed design standards for historic districts that seek to maintain the high-quality physical environment provided by yesterday's buildings. Through that process, valuable lessons have been learned about aesthetics, the correlation between aesthetics and economics, the relationship between buildings and people, and the interrelationship among buildings. Quality urban design, whether in historic buildings or new structures, is important in **long-term economic development**. The tools originally developed to save historic buildings can be useful for decisions about new construction as well.

Historic Preservation as Tourism/Economic Development Strategy

The ornament of a house is the friends that frequent it. ❖ *Mark Twain*

Tourism is no longer seen by economic development professionals as peripheral to economic growth, but central to it. After agriculture, tourism is South Dakota's second most important industry, and South Dakota ranks among the top four states for historical/cultural activities in a 1997 survey by the Travel Industry Association. The top ten states with 30% or more visits which included historic and/or cultural activities were, in order: Washington D.C., Hawaii, Alaska, **South Dakota**, New York, Vermont, New Mexico, Virginia, Rhode Island, and Maryland/Massachusetts (tied).[7] Heritage travelers already frequent South Dakota.

In a service-driven economy of aging population, tourism and the business hospitality market are generally expected to grow at rates ahead of the national economy.[8] Historic travelers take longer trips, participate in more activities when traveling, and spend more money on average.[9] Visitors to historic sites stay an average of a half-day longer and spend an average of $62 more than other travelers. Perhaps the biggest benefits of heritage tourism are that it diversifies local economies and helps communities hold on to the characteristics that make them special.[10] Of activities pursued by U.S. travelers during 1995-96, 33% travel to shop; 18% travel to enjoy the outdoors, and the next greatest travel activity is historical/museums at 16%. Beaches are ranked fourth, national or state parks fifth, and cultural events/festivals sixth.[11]

> *Among cities with no particular recreation appeal, those that have substantially preserved their past continue to enjoy tourism. Those that haven't receive no tourism at all. It is as simple as that.* ❖ *Arthur Frommer, Preservation Forum*

Cultural tourism (including historic preservation) is an international growth industry.

> *Cultural tourism and ecotourism are two rapidly growing segments of the travel industry. According to a survey commissioned by the Irish Tourist Board, one quarter of all people visiting the [European Community] countries in 1990 were attracted there by the continent's art, architecture, and ambience.* ❖ *John Naisbitt, Global Paradox*

Historic character attracts visitors to small towns.

> *It is widely acknowledged in the travel industry that the character and charm of small cities is a major factor in [attracting] tourism to them, or to the state in which they are found. People travel in large part to visit the past, or to experience a form of rural or small-town life unavailable in their own home cities. . . . This is one of the reasons why the movement for historic preservation is so avidly supported by tourist bureaus and travel companies all over the country.* ❖ *Arthur Frommer, Testimony before the State of Vermont Environmental Board*

Heritage tourism means traveling to historic and cultural attractions to learn about the past in an enjoyable way. Dozens of small towns have made tourism based on their historic resources a profitable and effective economic development strategy. But for heritage tourism to be sustainable those successful small towns have discovered that their strategy must follow five principles:

1. Focus on authenticity and high quality;

2. Preserve and protect historic and cultural resources;

3. Make sites come alive;

4. Find the fit between community values and tourism, and

5. Collaborate.[12]

Even more than general retailing, individual tourism-related businesses are not independent but highly interdependent. Targeting the customer, marketing to the customer, meeting the needs of the customer, and responding to changes in customer preferences require group, not individual, actions. The formal development of a local heritage tourism program helps a community and individual business owners understand that.[13]

Tourism is generally a clean industry, but it does put demands on infrastructure -- on roads, water supplies, and public services like police and fire protection. A successful heritage tourism program also requires a hospitality carrying capacity of volunteers, information communication, lodging, dining, attractions, and amenities.

Museums have major local economic impact on heritage tourism programs.

> *There are 8,200 museums in the United States and its territories. . . . More than half of American museums are history museums and historic sites. . . . The historic house museum or historic site is the single most common type of museum in America. This preponderance testifies to Americans' well-known interest in their history, both national and local.* ❖ *American Association of Museums, Museums Count*

Brookings already offers a fine stock of cultural attractions including: South Dakota Art Museum, Agricultural Heritage Museum, Main Avenue, Community Cultural Center, Brookings County Courthouse, Highway 14 -- the Black and Yellow Trail, SDSU Dairy Bar, McCrory Gardens, and Summer Arts Festival. With leadership from the Brookings Historic Preservation Commission and partnerships with SDSU and the Brookings Arbor Day Committee, four self-guided walking tours have been developed, printed, distributed, and enjoyed by visitors. With recreational opportunities: parks, golf courses, hunting, fishing, boating, and camping, Brookings is well-positioned to launch an effective heritage tourism program.

Economic Impact of Heritage Tourism, Selected National Statistics

- Tourism in the U.S. generated $473 billion in total expenditures in 1997. International travelers spent $90.5 billion in the U.S. in 1997.
  Source: Tourism Works for America, 1997 Report
- Tourism in the U.S. generated $67 billion in tax revenue for federal, state and local governments.
- Tourism in the U.S. directly employs 6.8 million people and indirectly employs 9 million people for a total tourism employment of 15.8 million people.
  Source: Tourism Works for America, 1997 Report
- Tourism is American's third largest retail sales industry (behind automotive dealers and food stores).
  Source: Tourism Works for America, 1997 Report
- Passengers on a fully loaded motorcoach (averaging 47 passengers) on a charter or tour contribute approximately $5-7,000 per overnight stay in a community, according to the American Bus Association.
  Source: Tourism Works for America, 1997 Report
- 31% of overseas visitors to the U.S. go to a historic house, 23% to a museum or gallery, and 16% to a concert, play, or musical.
  Source: International Trade Administration's Tourism Industries
- One-third of U.S. adults (65.9 million) took a trip in 1996 that included visiting a historic site or museum, attending a festival or cultural event, or both.
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- Travelers to historic and cultural sites spend, on average, $615 per trip compared to $425 for all U.S. travelers.
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- Travelers to historic and cultural sites are more likely to stay in a hotel, motel, or bed & breakfast (56% as compared to 42%).
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- Travelers to historic and cultural sites stay an average of 4.7 nights away as compared to 3.3 nights for all U.S. travelers.
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- Travelers to historic and cultural sites are more likely to shop as part of their trip (45% as compared to 33%).
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- Travelers to historic and cultural sites are more than twice as likely to take a group tour than the average U.S. traveler (7% compared to 3%).
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- Travelers to historic and cultural sites are slightly older than other U.S. travelers and are more likely to have a post graduate degree.
  Source: Travel Industry Association's Profile of Travelers Who Participate in Historic and Cultural Activities, 1997
- June, July, and August are the most
- The top three activities participated in by U.S. resident travelers in 1995 were shopping (33%) outdoor activities (18%) and visiting museums or historical sites (16%).

Source: Tourism Work for America Council, 1997

- According to the National Tour Association, group tour travelers visiting the U.S. spent more than $253 million on historic/cultural site admissions (including historic homes, sites, museums and exhibitions) and more than $205 million on cultural performance admissions (including tickets for theater, opera, and serious concerts).

  Source: Tourism Work for America 1997 Report

- One in three overseas visitors engaged in both shopping and cultural or ethnic heritage tourism activities during their visit to the U.S. In 1997, this represented 7,852,000 visitors.

  Source: Shopping and Cultural/Heritage Tourism: Highlight of Findings from a Joint Research Project produced by U.S. Department of Commerce, Tourism Industries, and the Taubman Company; presented at Pow Wow, May 1998

- Sightseeing in cities and visiting historical places are increasingly the goals of today's travelers.

  Source: Travel Weekly, August 24, 1995

- Nonprofit art organizations add more than $2 billion annually to the California economy. 90% of the visitors at seven arts festivals said that the festival was very important (69.4%) or somewhat important (21.5%) in their decision to be in the area that day.

  Source: The Arts: A Competitive Advantage for California

- The Oregon Shakespeare Festival in Ashland, Oregon (population 18,000) has converted Ashland into a thriving economic community. Established in 1935, the festival is one of the largest regional theater companies in the U.S. and prides itself on having the oldest full-scale Elizabethan stage in the western hemisphere. During the 1996 season, the 763 performances had a combined overall attendance of more than 350,000. 88% of the attendees traveled more than 125 miles to attend the Festival, and the average daily expenditure was $67.16; a direct expenditure of nearly $17.5 million. Figuring the local festival expenditure and the Oregon multiplier, the total economic impact of the Oregon Shakespeare Festival is almost $85.5 million.

  Source: Partners in Tourism, Culture & Commerce Report, 1997

- The annual Santa Fe Indian Market, held by the Southwestern Association for Indian Arts in Santa Fe, New Mexico, was founded in 1922 to "retard the declining fortunes of Pueblo people through a revival of traditional arts and ceremonial traditions." The event features the work of 1,200 artists and attracts an estimated 100,0000 visitors. Almost 70% of the visitors come from out-of-state, with California, New York, and Colorado leading the way. The market was the primary reason for visiting Santa Fe for 66% of visitors and the average length of stay was six days. Many were repeat visitors with an annual average of 3.6 visits and average amount spent on Indian arts and crafts of $734. Ten years ago, a New Mexico Arts Division study estimated the market's economic impact at $134 million.

  Source: Partners in Tourism, Culture & Commerce Report, 1997

Hillcrest Park entrance and unique Tree Claim City Park

4 The Legal Basis for Historic Preservation in Brookings

When it comes to historic preservation, the strongest protection is typically found in preservation ordinances enacted by local governments. ❖ *Constance Beaumont*

Like other Certified Local Governments across the country, local, state, and federal law support Brookings Historic Preservation Commission activities. For the Preservation Commission to fulfill its various legal duties, ordinances and laws must work together in a coordinated manner. Like other South Dakota Certified Local Governments, the Brookings Historic Preservation Ordinance[14] was crafted to safeguard historic resources, and also to enable the City to participate in a federal funding program, administered through the State of South Dakota, to help underwrite the costs of safeguarding these resources.

Municipal changes are necessary to enable the Preservation Commission to perform its legal obligations in a more clear, efficient, and effective manner. To establish necessary legal consistency between South Dakota statute and Brookings' ordinance, consider amending the Historic Preservation Ordinance relating to:

- Notice and recording requirements,
- Criteria for designation, and
- Limits on commission authority in waiving the 180-day delay.

Brookings and other South Dakota Certified Local Governments used the same model, and as currently crafted, all are not consistent with South Dakota state law. Consequently, Brookings is in a municipal leadership position. By successfully amending the Brookings Historic Preservation Ordinance, Brookings will become a proactive model for other communities across the state, by both safeguarding historic resources and clarifying municipal ordinance.

It is helpful to keep in mind that each layer of government oversight assigns the greatest authority and responsibility for safeguarding historic resources to the local level, in a local citizen board, making decisions about local matters. If the State of South Dakota considers a project which undermines the safety of Brookings' historic assets, a process exists to bring the state and local folks together to discuss the long-range effects of the project. A similar process begins, if the federal government considers a project which similarly threatens the safety of Brookings' historic assets.

Two chapters in the South Dakota Codified Laws (SDCL) deal with the area of preservation of historic sites. Chapter 1-19-A, Preservation of Historic Sites,[15] provides statutory authority for the South Dakota Office of History to establish state and national historic properties and provides a procedure under SCDL 1-19-A-11.1 to monitor public projects which may damage or destroy state or federal historic places or properties. Chapter 1-19B[16] authorizes municipalities and counties to establish historic preservation commissions to promote the use and conservation of historic properties within their jurisdiction.

On May 16, 1989, the Brookings City Commissioners adopted Article VI, Historic Preservation Sections 10-90 through 10-109, and adopted the Historic Preservation Ordinance. The Brookings Preservation Commission is currently assessing the strengths and weaknesses of this ordinance.

5 Summary of Past Preservation Challenges, A Study in Reaction

A man who has made a mistake and doesn't correct it, is committing another mistake. ❖ *Confucius*

Like many cities and towns, Brookings has a tradition of preservation controversies. Many of these issues drew formidable debate in the community as conservation-minded citizens reacted to a change or proposed change by other citizens and property owners, institutions, or government agencies. Most preservation controversies erupt when there is insufficient knowledge, or when two community-held values are perceived to be mutually exclusive of one another. Fortunately these opportunities for misunderstanding can be well-managed through additional education and effective communications.

Speculating where challenges may occur requires less fortune-telling and more story-telling. Challenges, especially unresolved ones, are likely to erupt again. To forecast where differences of opinion may exist in the future, look to where they have in the past.

Student Housing Shortage

When SDSU enrollment is up, pressure is placed on the community-at-large and the historic University Neighborhood particularly, to provide more affordable, multi-family housing. A property owner can produce more income by demolishing historic single-family homes and building four-plexes or eight-plexes. The University is a large, powerful neighbor, a major employer, and a significant component of Brookings' self-image. SDSU relieved housing pressure by adding additional dormitories. Some students live downtown in second-story apartments. This relieves housing pressure and also fosters a 24-hour community downtown where people work, shop, and live. A well-kept neighborhood surrounding SDSU reflects well on the neighborhood, but also provides a very appealing and inviting community frame for the University. It is in everyone's best interests to preserve the neighborhood.

Boulevard Parking

Paving greenways for mini parking lots destroys the greenway along residential streets, impacts the trees, and frames a pedestrian-friendly environment with automobiles instead. In the future, development of a city-wide bike path system may relieve some of this parking pressure and contribute to a less auto-oriented community climate. Town Meeting participants identified a bike path as highly desirable.

Carnegie Library

Brookings preserved its Carnegie Library and adaptively uses this structure as a Community Cultural Center, a gathering place where residents meet with one another, learn new activities, and explore the arts. Importantly, a significant aspect of this community success is the incorporation of barrier-free access to the building. The Americans with Disabilities Act (ADA) reminds us that everyone's needs must be accommodated, and the Brookings Community Cultural Center demonstrates that design solutions exist for most physical building challenges. It is no easy task to

balance historic preservation standards, building and fire codes, access, and budget requirements simultaneously. The Community Cultural Center demonstrates that Brookings can meet these challenges, and meet them well.

Brookings County Courthouse

A central courthouse green surrounded by a historic neighborhood including the Community Cultural Center, a church, and a school, speaks volumes about the early design of rural county seat communities across the country. This physical arrangement of a well-landscaped seat of government, flanked by living, worshiping and learning, describes important values endorsed by Brookings' founders. The county is experiencing acute shortage of office space. Access requirements and parking pressure pose preservation threats of different degrees for the handsome architecture which houses government activities. The preservation of the Brookings County Courthouse is an ongoing story. In keeping with their expressed role of facilitating preservation **and** growth, the Historic Preservation Commission continues to work closely with County officials to find solutions which simultaneously meet government needs and respect historic values.

Downtown

Fires, sluggish economies, discount retail, parking pressure, and sparrows all threaten historic resources along Main Avenue and elsewhere downtown. The Commercial Historic District houses almost sixty early 20th century commercial brick front, late 19th century commercial beaux arts, and art deco styles. The physical arrangement of the downtown tells the story of growth and economy in Brookings. The Main Avenue urban commercial axis meets the Chicago & Northwestern rail line, and is anchored with grain elevators visually framing downtown. The County Courthouse is sited within walking distance to the restored train depot and downtown commercial businesses. The overall urban design is straightforward and compact. Town Meeting participants and Historic Preservation Commissioners independently identified downtown development as the community's highest priority. Downtown is the face of the community Brookings presents to visitors. When downtown is thriving, the community at large is thriving, and this vitality is communicated to residents and visitors by the condition of downtown buildings.

1921 Former Middle School

The school building no longer meets the educational mandate of the School District. This change however, does not render the building obsolete.

Commercial Pressure/Historic Districts

Recent zoning requests by businesses abutting historic neighborhoods precipitated municipal dilemmas for the City. Different departments felt each had authority to comment on the zoning change applications. These controversies brought assumed authority in the decision-making chain of command to light. As a result, weaknesses in the Historic Preservation Ordinance were identified, and can now be corrected.

Property Tax Moratorium

South Dakota provides a property tax moratorium for property owners who restore their commercial or residential properties. This incentive is discussed in Chapter 9. A challenge remains however, since many South Dakota property assessors are not aware of the state statute, nor how to administratively implement the moratorium. This situation

places citizens and county and state officials all in a potentially litigious relationship. Fortunately, clearer communication can correct this challenge for future users of the moratorium.

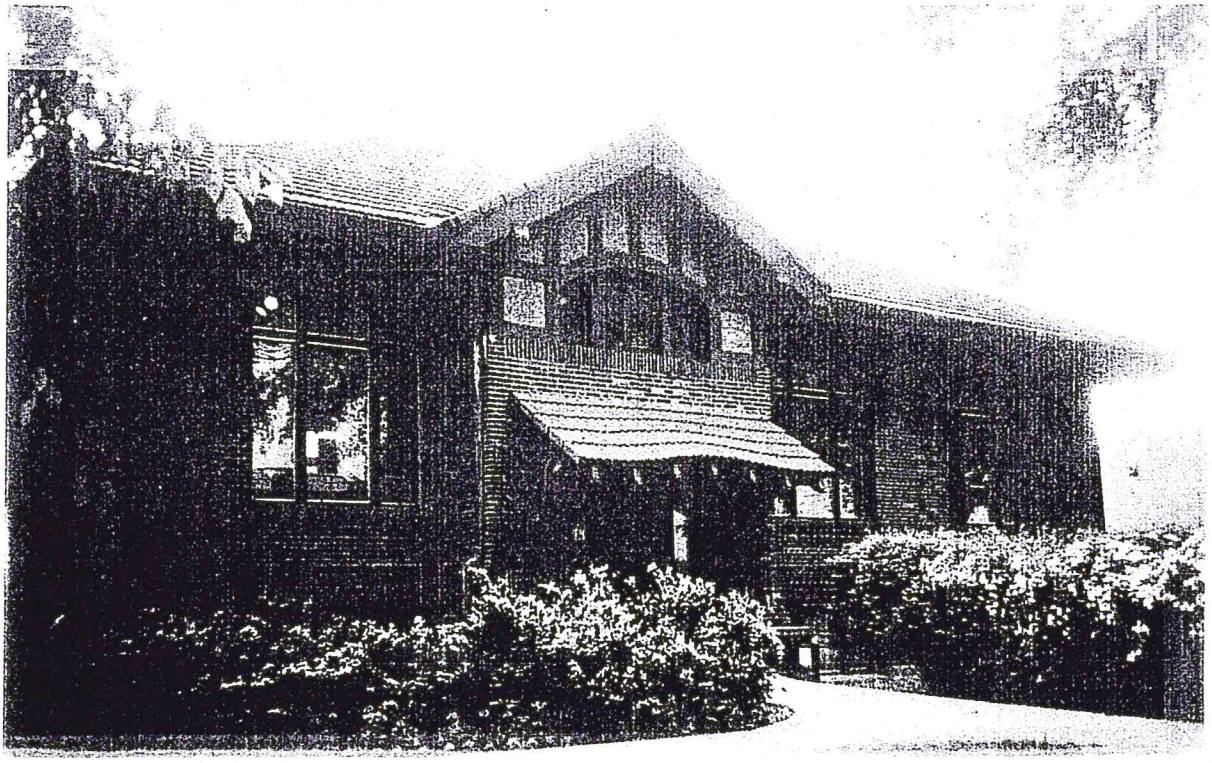
Rammed Earth Building

Potential demolition of this unique historic resource was positively resolved in 1993 by enrollment of the SDSU rammed earth building in the National Register of Historic Places. This controversy is typical of others where the importance of the historic resource was either unknown or not understood. When historic value is clearly communicated, good quality preservation often results.

Planning

The City of Brookings works from a 1962 Masterplan updated last in 1976. The City Planning Department launched a new planning process, Brookings 2020, which will address unanticipated changes which occurred since the existing Masterplan was originally written. These significant changes include construction of I-29, new Brookings industries (3M, Coast to Coast warehouse, Larson's Manufacturing, Rainbow Play Systems), construction of the Multiplex, proliferation of discount retail, technological (computer) changes, expansive growth to the south of Brookings, shifts in neighborhood demographics, and emerging preservation consciousness.

Other issues which previously caused preservation dilemmas include parking conflicts, preservation purism, neglected resources resulting in blighted areas, lack of property owner educational opportunities, and poor communication. The Preservation Plan and its development processes work to resolve education, communication, and organizational shortcomings.



Community Cultural Center, 524 Fourth Street (1915)
Formerly Carnegie Library

6 Description of the Preservation Planning Process, Town Meeting 1997

It wasn't raining when Noah started the Ark. ❖ *Harold J. Seymour*

The Brookings Historic Preservation Commission wants to:

- **Take advantage of opportunities** as they appear, especially funding ones;
- **Establish priorities** before issues arise;
- **Agree ahead of time** what is important so there are no surprises for developers, citizens, and city agencies and officials;
- Efficiently and logically **make good use of volunteer time and city funds**;
- **Expedite decision-making**, and
- **Listen attentively** to citizens, without speculating about grassroots opinions.

Rather than speculate about which components of Brookings' diverse resources are important to the community, the Brookings Historic Preservation Commission invited a group of local citizens to identify which qualities of the man-made and natural landscape define the community's image and character, and which merit development, promotion, or protection. The participants directly benefit or lose as a result of a collective planning process. Participants were representative of all:

- **Community sectors**: government, business, nonprofit organizations, education community, and residents with no particular in-town affiliations;
- **Community interests**: haves as well as have nots, nay-sayers as well as civic supporters, visitors and others;
- **Political affiliations**, and
- **Values, genders, income levels, and colors**.

The Historic Preservation Commission identified more than 80 individuals who met these criteria and invited 40 individuals to represent the community-at-large for an intensive planning workshop.

1997 Town Meeting Process

Participants responded to a slide tour of the community, a Visual Preference Survey. The Historic Preservation Commission identified key sites in the community for the Visual Preference Survey; participants ranked 30 images on a +2 to -2 scale whether they visually liked the image shown. Images included important sites in the community: those which merit preservation, threatened sites, districts or neighborhoods, recent successes and failures, cultural landscapes, new proposals, and outstanding features and landmarks -- not necessarily historic structures. The abbreviated results are reported here, since participant responses shaped this Preservation Plan.

For this selected sample of Brookings citizens, **historic and green are important, and historic green is the most important.**

1. **Participants have a high regard for significant features of the historic and cultural landscape, particularly those which are well-maintained.** McCrory Gardens and the tree

canopies in both the historic residential and historic commercial core districts are highly valued, as is Brookings' unique historic tree claim, Hillcrest Park. Participants value the County Courthouse and surrounds, and the SDSU Campanile. Participants also highly ranked outstanding historic resources, indicating a strong appreciation for restored residential, commercial, and institutional resources.

2. **Participants value good maintenance**. Lowest ranked images included all minimally maintained alternatives. In Brookings, neatness counts. A deteriorating historic resource reported as not valued visually, also had some high ratings. This indicates some participants could see the opportunity for rehabilitation despite neglect.

3. **Half the participants identified overscale new construction as inappropriate in an established neighborhood.** For this image, negative reactions outnumbered neutral responses 2:1, this response indicates design elements like scale are valued even in non-historic settings. This is a particularly significant finding for the community, indicating a strong regard for visual harmony within neighborhoods.

4. **The jail is out of visual harmony with its surroundings**. Successful jail placement is a challenge for most communities. For security and transportation concerns, jails need to be close to courts. In communities like Brookings, this places the jail adjacent to a historic courthouse, adjacent to the landscaped courthouse square, across the street from a church and a school, and in a historic residential district.

5. **Gaps in Main Avenue visually detract from the street rhythm which other buildings create**. The vacant space next to Nick's Burgers is inversely ranked to Nick's positive rating. Participants are enthusiastic about Nick's, but not an empty space.

6. **While framed with a mature tree canopy, the entrance to SDSU does not communicate a sense of arrival.** Other University resources, the South Dakota Art Museum and campus dormitories, also received mixed visual reviews. The scores are not conclusive, and may suggest that participants value the function of the building, but not the visual appearance. This assumption may also apply to the 8th & 8th Apartments.

7. **Some twentieth century historic resources are not as valued as nineteenth century resources.** Visual appreciation of the "recent past" requires a generally sensitive historic public. It is not surprising that the International Style residences/offices and the downtown Deco Movie Theatre rank as they do in a Great Plains community like Brookings, because so much of the region's past is relatively "new." What is surprisingly refreshing, is that participants are willing to include modest and more contemporary resources -- like Nick's

Burgers -- along with grand ones as important to the visual fabric of Brookings, indicating an emerging historic design sensitivity which merits cultivating.

8. **It's challenging to appreciate contemporary construction.** The flat response for new home building shows that participants feel it may be too early to tell if this construction style will stand the test of time and endure aesthetically. While participants visually appreciate the tree canopy in established neighborhoods, they also understand that it is too early to evaluate the potential for tree growth in new neighborhoods.

9. **When communities with an agricultural tradition like Brookings celebrate their heritage, agricultural resources rank more positively.** As the Brookings' economy diversifies, agricultural resources like the Main Street North Barn and the Grain Elevators appeared dated to some participants. They are, however, reminders of the dedicated homesteaders who farmed the region, and built the community.

10. **Participants appreciate the revitalizing effect removing flat metal slipcovers has on the texture of the commercial district.** While a hardware store like the former Coast to Coast is a tremendous asset to the downtown, the facade obscures a fine historic building.

11. **The Middle School received a strong visually neutral rating.** The Middle School setback is consistent with other structures along the street. Its height is in scale with the neighborhood, and conspicuously less dominant than the neighboring courthouse. The brick construction is also similar to other nearby buildings. It may be participants ranked this structure "politically neutral," instead of "visually neutral" in an effort to avoid controversy.[17]

A facilitator then led participants in small group exercises where neighbors worked together on city maps to identify sources of community pride and embarrassment, and to identify strategies to enhance assets and improve liabilities.

Mapping Exercises, Results, and Interpretation

The following results are a compilation of participants' responses. Discussion on all the maps tended to cluster around historic, landscape, maintenance, transportation, signage and gateway, and residential issues. Noteworthy issues are the east entrance to Brookings, the quarry, storefronts on Main Avenue, and South Main, all of which are reported as both assets and liabilities by various groups. These exercises also allowed concerns about the Middle School and its future to surface. Brookings' tree canopies are almost universally described as assets for the aesthetic refreshment mature trees bring to residential and commercial districts.

Originally developed at the Massachusetts Institute of Technology, this exercise is often referred to as the Ecologue town planning process. Participants worked in four groups of approximately ten persons each. The mapping

exercise helped people focus on physical changes -- past, real, or perceived -- in Brookings. The maps included:

The Rumblings Map

Come clean and 'fess up

The first map recorded important things about participants and the community that are known to only a few. The map recorded where group members live, work and own property, so there were no surprises about people's interests or agendas. The map made honest participants of everyone and built the planning coalition.

The Good/Bad Map

I like it; I don't like it.

This map recorded how the participants feel about Brookings' assets and liabilities. This exercise gave participants an opportunity to express community likes and dislikes in a positive and constructive manner. Participants identified issues other than those explored in the Visual Preference Survey.

The Ideal Map

If I were in charge of the world . . .

Here participants recorded their dream plan without financial, political, or legal constraints and no need to consider anyone else's interests.

The Action Map

I'm not in charge of the world, so . . .

This map itemized serious proposals of what can realistically be accomplished in the next ten years to ensure a sound and desirable community. Participants concentrated on developing a series of actions acceptable to everyone. Here the realities of finance, politics, law, and others' interests were considered. From these maps, a collective vision for Brookings' future developed.

Historic

- Encourage downtown restoration through a public/private partnership;
- Create a revolving fund for business district restoration and improvements if architectural guidelines are met;
- Expand historic districts backed up with consistent zoning decisions;
- Plan for long-term development near SDSU;
- Encourage development of specialty shops linked together historically;
- Create zone specific design standards (Market value of compliance already demonstrated in southwest residential construction).

Landscape

- Develop greenway along 6th Street from Highway 14 on west to interstate on east;
- Develop new park northwest of interstate interchange at 6th Street and Highway 14.

Maintenance

- Improve trailer courts;
- Condemn non-maintained trailers and unoccupied houses.

Signage & Gateways

- Improve signage on Main Avenue to attract shoppers;
- Create signage, gateways, and entry to SDSU;
- Improve aesthetics at SDSU entrances.

Transportation

- Restore 5-lane on 8th Street South (expand by 5' width);
- Prevent strip zoning in residential areas;
- Develop citywide bike path system;

- Correct traffic congestion east and west on the 6th Street and interstate interchange;
- Open more through streets in town and on campus, e.g., 9th Street and 11th Avenue;
- Rearrange Main Avenue parking by creating center island;
- Create center turn lane on 22nd Avenue;
- Create bus route encompassing 8th Street South, Main Avenue, 8th Street North, 22nd Avenue;
- Construct new interstate interchange at 20th Street South or at 32nd Street South;
- Sell airport for residential construction; build new airport east of interstate.

Residential

- Convert single student housing to duplexes for student family housing.

Others

- Improve and expand Farmers' Market;
- Apply Americans with Disabilities Act criteria to all buildings;
- Adjust ordinances to allow for sidewalk cafes;
- Initiate and enforce all applicable housing standards for real estate and rental property;
- Recruit a downtown grocery store;
- Move the jail;
- Develop a government center.

What is highly encouraging for the Brookings Historic Preservation Commission is the high degree of correlation between these citizen-based results, and measures of successes the Commission developed for themselves at a separate meeting prior to the Town Meeting.

W. A. Caldwell House, 804 Sixth Avenue (1902)

7 Town Meeting 1997 Outcome: Statement of Community and Historic Preservation Commission Goals

The future belongs to those who prepare for it. ❖ *Ralph Waldo Emerson*

Highest Priorities

1. Downtown Development Program

The Historic Preservation Commission and Town Meeting participants highly value the outstanding stock of vintage commercial buildings and enterprises which define Brookings strong central business district.

Downtown most clearly reflects a community's evolution, history, diversity, and differentiation from anywhere else. The historic built environment is the most telling expression of those qualities.[18] Brookings zoning permits mixed-use in the community center, so many structures house retail shops or offices on street level with rental residential units on upper floors. This healthy mix is a tremendous asset for the community, because downtown Brookings is a 24-hour neighborhood where people live. However, many downtown structures suffer from deferred maintenance which threatens these valuable assets. Downtown faces additional challenges, and in February 1998, a *Downtown Open Space Landscape and Amenities Plan*[19] was developed by the Downtown Business Group, a 12-member group formed by the City Commission.

This downtown plan addressed key design issues of parking, lighting, building renovation, signage, and overall downtown appearance, in addition to landscape opportunities. The plan was carefully developed, ambitious, and a key step to ensuring a vibrant, attractive, economically healthy downtown. In 1998, voters turned down funding the Downtown Improvement Plan with second penny sales tax revenue. To implement improvements, alternative funding sources need to be identified and developed.

Downtown is the home of a community's institutional leadership. The appearance of an economically healthy downtown is perceived as a direct reflection of the quality of that leadership. Local government, financial institutions, utility companies, newspaper, and major law, accounting, and real estate firms generally are located downtown. Many of those institutions will also be housed in the community's most important historic buildings.[20]

Increasingly, firms planning to locate in a community look at the downtown and consider its economic and physical health as a significant factor in their decision-making process. Few of these firms will move into the downtown, usually they will be located in the industrial park or elsewhere. However, the economic health of downtown and, by extension, the physical appearance of its buildings and public spaces, is seen as an indication of the quality of the community's institutional leadership.[21] Consequently, Brookings' institutional leadership and the community-at-large have a substantial financial stake in the physical appearance and economic health of downtown, and need to cultivate this asset with a substantial public investment as well. The most successful downtown

improvement programs are cooperative public/private partnerships.

No model of economic development has been more consistently effective than the "Main Street approach" of the National Trust for Historic Preservation. Dozens of programs -- many heavily funded by federal or state governments -- have come and gone over the past 40 years. Not one could remotely compete with the Main Street four-part approach as a cost-effective, grassroots, bottom-up process for local economic development. Since 1981, more than 850 communities in 34 states have pursued downtown revitalization using Main Street principles. Most impressively, for every dollar invested in Main Street by the public sector, $25 was invested by the private sector nationally.[22]

The Main Street approach is incremental, comprehensive, and based on four components:

1. Organization,
Establishing consensus and cooperation by building partnerships that will encourage development of a consistent program and permit effective management and advocacy of the district. Diverse groups must work together to improve the business district.

2. Promotion,
Creating a positive image of the business district to attract customers and investors and rekindle community pride. Includes development of joint retail sales events, festivals, and the creating of a consistent image through graphics and media presentations. Promotion also addresses marketing the district to investors, developers, and new businesses.

3. Design,
Enhancing visual quality by paying attention to all physical elements: buildings, storefronts, signs, public improvements, landscaping, merchandising display and promotional materials. The quality of the designed environment more than any other aspect demonstrates to the public other qualities of the district.

4. Economic Restructuring,
Strengthening the existing economic assets of the business district while diversifying its economic base: retaining and expanding existing businesses, recruiting new businesses to provide a balanced mix, converting disused space into productive property, and sharpening the competitiveness of Main Street's traditional merchants.[23]

The Downtown Improvement Plan admirably addressed many, but not all, design issues which face Downtown Brookings. Full implementation of this design proposal alone would not have addressed the equally important promotion, organization and economic restructuring issues which are pivotal for improvement of the community's commercial core. For a comprehensive program to succeed, a continuing public investment must occur.

2. **Revolving Fund Program**

The Historic Preservation Commission and the Town Meeting participants understand that energy and sound, strategic planning can start a preservation program engine, but funding fuels the effort. As an incentive for quality rehabilitation and preservation work in downtown and historic neighborhoods, a revolving loan fund program should be established.

A revolving fund is a pool of capital created and reserved for historic preservation, with the restriction that the monies are returned to be reused for similar activities. A revolving fund can be a highly visible tool through which an organization can save endangered properties, initiate the revitalization of a historic neighborhood or commercial area, and demonstrate to the community the benefits of preservation.

There are two types of real estate activities that funds pursue: acquisition/resale and lending. Many funds do both, and most also provide technical assistance and educational activities. Acquisition/resale funds buy endangered properties -- usually those the private sector is unwilling or unable to undertake, and resell them with protective covenants to sympathetic buyers. Lending funds use their own capital to make loans to individuals or organizations seeking to rehabilitate historic properties. The fund acts much like a bank or any other commercial lender, except that its lending is limited to a specific purpose, its conditions will include preservation controls, and its terms and collateral requirements are often less stringent. Some funds buy and resell threatened properties, and then lend funds to the new owners for rehabilitation costs.

Revolving funds are tools which can help create partnerships with local governments, neighborhood organizations, developers, and others. Often by virtue of the cash or development expertise it can bring to a project either as a participating lender or a consultant, a revolving fund can ensure that preservation is a part of a larger revitalization effort.[24]

3. **Historic Overlay Zones or Districts**

Town Meeting participants identified over-scale new construction as inappropriate in an established neighborhood. Others suggested that zone specific design standards be created for Brookings, since the market value of restrictive covenants has already been tested and supported in the community's new residential construction. Participants also felt all applicable housing standards for real estate and rental property need to be consistently applied. Historic Preservation Commissioners felt preservation concerns need to be incorporated in Brookings' zoning and planning process.

When first created at the beginning of the 20th century, zoning codes and ordinances were designed to protect the public welfare by separating obnoxious and polluting uses of land and buildings from residential, commercial, education, and religious uses. Factories, slaughterhouses, and the like were forced to locate in certain districts rather than be allowed to spread smoke and effluence throughout the community. As manufacturing and other uses have become cleaner, zoning has become a tool of local governments to protect and enhance the value of private property. Preservationists have taken advantage of this change in the use of zoning codes and ordinances to increase protection for historic buildings. Many communities create historic overlay zones or districts to regulate changes to existing buildings and landscapes.

Often these zones allow uses in the historic buildings that normally would be excluded under ordinary zoning. For example, many historic overlay zones in residential areas allow certain professional offices and other

nonresidential users to occupy buildings. They are allowed because the negative impacts of the nonresidential uses in the area are outweighed by the benefits of finding uses for large historic houses that may no longer be wanted as residences, thereby enhancing their chances of preservation.

If the local jurisdiction adopts some form of design review in a historic overlay zone, alterations or new construction may be subject to special consideration before permits are issued. Often the public agency responsible for the review will adopt a set of design guidelines to help property owners understand what types of changes are considered acceptable.

Guidelines may be:

Advisory. These are used in communities not yet politically ready to legislate design. They offer advice and guidance to the property owner, but are not legal requirements that must be followed.

Incentive. Many communities develop design guidelines for historic districts that are apecifically linked to certain financial or other types of incentives -- like a revolving loan fund. If a property owner wishes to take advantage of incentives, building design must comply with the guidelines.

Mandatory. More and more communities are legislating mandatory design guidelines for rehabilitation of historic buildings and districts. Like building and zoning codes, the guideline requirements must be complied with before changes will be allowed.

Generally guidelines contain a section which describes the important visual characteristics of the existing buildings and environment to be preserved. These characteristics often include:

- Orientation, setback, spacing, and site coverage of buildings;
- Height, width, and massing of buildings;
- Size, shape, and proportion of building openings;
- Materials, textures, colors, and details of facades;
- Roof forms and cornice lines;
- Open space -- vistas, vegetation, edges of open spaces.

In addition to the above characteristics, design guidelines address unique features found in particular areas. Guidelines written for a residential neighborhood may include characteristics of porches, driveways, and garages. Those written for downtown may contain a section covering business signs, awnings, and canopies, as well as kiosks and informational signs. Often guidelines will contain separate sections on existing buildings and new construction, allowing the special characteristics of each to be presented in detail.[25] Historic overlay zones are also discussed in Chapter 9, Incentives.

4. **Establish a local private nonprofit preservation organization.**

There is more quality preservation work to do in Brookings, than Historic Preservation Commissioners can possibly accomplish as volunteers meeting once a month. As the Historic Preservation Commission develops additional responsibilities, their roles as citizen advocates and city agency become potentially confusing for the Commissioners, other city agencies and staff, and the public-at-large. To keep these roles distinct, creation of a separate preservation education and advocacy group outside city government will clarify whose

responsibilities are whose, increase effectiveness of the Historic Preservation Commission, increase responsiveness to preservation issues, and importantly, resolve any questions of conflicts-of-interest before they even arise.

Develop the organization by addressing these traits of effectiveness:

1. Mission

The mission needs to be a clear and concise statement of the purpose of the organization, supported by its programs, products and services, which is communicated equally to members, constituents, and the community.

2. Leadership

Leaders need a firm grasp of the organization's mission and the ability to articulate clearly a vision, and to effectively marshal human and financial resources to achieve that vision

3. Political Savvy

Political savvy encompasses both understanding of the political process -- who makes decisions, based on what information, in what time frame -- and a willingness to act upon that knowledge by affirming or interceding in the process. As organizations mature, they take positive steps to prevent preservation crises.

4. Resources

Identify adequate resources to support the mission, including a broad and diverse base of community support with access to human, financial, and technical resources.

5. Property

Effective preservation organizations have direct involvement with property-related issues by owning, controlling, or planning for the protection and preservation of historic resources. Property-related activities include operating easement programs or revolving funds, or steering decisions of local historic district and zoning commissions. Most groups begin by emphasizing advocacy and educational programs.[26]

5. **Clarify the Historic Preservation Ordinance**

The Brookings Historic Preservation Commissioners work to avoid confusion in regard to the scope and responsibilities of their ordinance-mandated role to "promote the inspiration, pleasure, and enrichment of the citizens of this city and to preserve, promote and develop the historical resources of the city."[27] As responsible stewards of the City's historic resources, Historic Preservation Commissioners are keenly interested in good government and in discharging their civic duties well.

High Priorities

1. **More Public Education**

All the work of the Historic Preservation Commission is public education, and effective communications tell the public about the importance of historic preservation.

The 1997 Town Meeting on Preservation & Planning endorsed existing educational programs including: the newsletter -- Brookings Preservation, regular newspaper column -- Picture This -- and editorial speak-out pieces, walking tours, Archi-treasure Exhibit, annual workshops, preservation week activities, technical design assistance programs and coaching, and most importantly, community activism when historic resources

are involved. One Historic Preservation Commissioner felt the most important message is that "Preservation is not inconsistent with progress." Indeed, preservation is progress. Effectively communicating preservation opportunities is an ongoing activity.

2. **Develop a Heritage Tourism Strategy and Program**

Heritage tourism means traveling to historic and cultural attractions to learn about the past in an enjoyable way. Cultural tourism -- including historic preservation -- is an international growth industry.

> *A major trend in place revival is heritage development, the task of preserving the history of places, their buildings their people and customs, the machinery, and other artifacts that portray history.* ❖ *Kotler, Haider, and Rain, Marketing Places*

Tourism is no longer seen by economic development professionals as peripheral to economic growth, but central to it. In a service-driven economy of aging population, tourism and the business hospitality market are generally expected to grow at rates ahead of the national economy.[28] Visitors to historic sites stay an average of a half-day longer and spend an average of $62 more than other travelers. Perhaps the biggest benefits of heritage tourism are that it diversifies local economies and helps communities hold on to the characteristics that make them special.[29]

A challenge is to ensure that tourism does not destroy the very heritage that attracts tourists in the first place. Tourism is a competitive, sophisticated, fast-changing industry that presents its own challenges. It is generally a clean industry, but it does put demands on infrastructure: roads, water supplies, and public services like police and fire protection.

> *Many small towns are reluctant to invest public funds in restoration projects with no guarantee of tourist tax yield. But such investment, public or private, is far more important than marketing.* ❖ *Jonathan Walters, Governing*

Other Priorities

Continue ongoing historic survey activities and consider developing an additional district for Pioneer Park within two years.

Examine the Historic Preservation Commission's policies to ensure a uniform and fair process designating all potential landmarks and districts within five years, and develop a process to allow for additional projects as quality resources reach 50 years of age.

Act as a catalyst to realize a substantial rehabilitation project.

Continue to provide preservation information and technical assistance for decision-makers regarding special projects like the Middle School, and encourage collaborative and cooperative strategies among public and private sector agencies to preserve this and other significant resources.

8 Town Meeting 1998: Testing Public Resolve Regarding Proposed Preservation Strategies

Those of us who speak fluent Minnesotan do not have confrontational verbs in our vocabulary. ❖ *Kay Cheever*

The Historic Preservation Commission invited citizens who participated in the 1997 Town Meeting, and others with a serious interest in the outcome of the planning process, to participate. Any interested citizens were invited to attend and did. The Historic Preservation Commission provided participants with an abbreviated draft of the action steps and goals identified in the draft Preservation Plan for their consideration prior to the meeting. On September 15, 1998, participants and observers gathered at City Hall for the Town Meeting. A facilitator led participants in small group exercises where approximately ten neighbors worked together on a specific developmental scenario. Each group reacted to a different situation, identified strategies to address the challenges presented, and discussed the dilemmas among themselves and with the group as a whole. Participants who came prepared with comments on the abbreviated draft provided the facilitator with these observations.

While the four scenarios are hypothetical, each highlights a challenge which has already occurred in Brookings and could readily occur again. Each scenario poses a potential threat to historic resources which Town Meeting 1997 participants previously identified as important to the community fabric. The scenarios have no right nor wrong solutions, only difficult choices. It is much easier -- more polite and substantially less controversial -- for citizens to focus on reasonable solutions before a situation occurs or recurs than during an application or development process. Often it is also the only legal way to shape change. The background for each scenario is provided here to demonstrate how the scenarios reflect important issues identified during the 1997 Town Meeting.

Scenario 1 - Nick's Burgers

The Change: Nick's building, the vacant lot next to it, Wink's and Hogan's Law Office are sold for redevelopment as a McDonald's.

The Challenge: Nick's Burgers building is a contributing structure to the historic downtown district and the Historic Preservation Commission cannot support demolition of an important structure -- and institution -- for a standard issue franchise, but does support downtown development and infill in the vacant lot. How do you as the Historic Preservation Commission resolve this?

Background: Downtown preservation and development were identified as the highest priority for both Town Meeting 1997 participants and separately for the Historic Preservation Commission, which is why a downtown challenge was included among the scenarios. During the 1997 Town Meeting, participants strongly identified the lost building gaps in Main Avenue as a liability and Nick's Burgers as an asset. Qualities which help define Main Avenue's uniqueness: pedestrian-orientation and scale, classic brick construction, tree canopy, and light

management could easily be lost to an auto-oriented, glass box, intensely lit franchise development package. Downtown advocates across the country manage to balance the economic development which a capital investment like a franchise development brings, and those qualities which they value and cultivate in their home towns by adopting design review before development occurs.

Scenario 2 - Deadsled Generosity

The Change: The owner of the "Deadsled" apartment houses decides to donate the buildings to the SDSU Foundation.

The Challenge: The Foundation considers accepting the gift to meet an identified need for single-parent student housing. After study, consideration, and planning it appears the only way to provide the needed housing is to demolish the structure and replace it with contemporary four-plex two bedroom apartment construction. How does the Foundation proceed?

Background: A long-standing dilemma for Brookings is the need to balance affordable student housing with important historic resources like those in the University District neighborhood. Above and beyond their educational mission, SDSU balances its roles as major employer and developer with that of a good neighbor to the City of Brookings. In addition to the neglected property challenges in this scenario, two fundamental planning issues are involved:

1. Confusion existed about what kind of accountability -- if any -- the University has with city government. Assumptions exist from the *Town* and from the *Gown* about municipal oversight responsibilities which exist beyond the City of Brookings street right-of-ways. When these assumptions or community/university objectives don't match, mutual discomfort results.

2. Activities which effect South Dakota Register of Historic Places sites are regulated by a state review process which encourages discussion before important resources are removed or substantially changed.

Scenario 3 - The Big Box

The Change: A vacant parcel of land in the historic Central District Neighborhood is redeveloped with a brand new contemporary home.

The Challenge: The new home design is a U-shaped cedar-sided box with the only window walls facing each other on the inside of the U for privacy. Skylights provide light to the rooms on the first floor, bottom of the U. The structure meets existing setback and square footage requirements, and all other applicable zoning and building codes. You and your neighbors feel this *big box* intrudes in the neighborhood. What options do the neighbors have?

Background: Existing Brookings zoning requirements address building setbacks, height, and size (ratios of building square footage to lot square footage). To date, zoning requirements do not address scale of the building, window and door openings or rhythms, construction materials, orientation to the street, roof lines, or other like considerations. Brookings has an outstanding collection of fine historic (older than 50 years) residences, which are exceptionally well-preserved and well-maintained. There is a strong, voluntarily held standard of design consistency which is enthusiastically if silently

endorsed by a substantial number of property owners in Brookings' historic neighborhoods. This consistency is so pervasive, that for many Brookings' citizens, it is a foreign notion that any property owner would treat their neighborhood in any other way. It is widely assumed in Brookings that the historic neighborhoods enjoy this visual cohesion because they are listed in the National Register of Historic Places, which somehow keeps these areas appealing.

Brookings is fortunate that this voluntary process has succeeded as well as it has for as long as it has. With growth, it is only a matter of time before neighborhoods will be confronted with infill development many of the neighbors will think is insensitive. Half the Town Meeting 1997 participants identified overscale new construction as inappropriate in an established neighborhood. For this image in the 1997 Visual Preference Survey, negative reactions outnumbered neutral responses 2:1. This strong response indicates design elements like scale are valued even in non-historic settings. Since this is a particularly significant finding for the community, it is imperative that the public will for zoned design considerations be tested.

Scenario 4 - Landmark Challenge

The Change: The family sells the Fishback House to an upscale residential developer who proposes to create two condominiums in the grand home.

The Challenge: The developer needs to build two 2-car garages, a total of four garages, for the new owners. Complying with all pertinent and existing zoning requirements, garages designed in wood siding which echo the massing and roof shape of the main house, and which are extensively landscaped, are designed for the front yard. The garages obscure the vista of this National Register of Historic Places property from the street. Is anyone dissatisfied about this loss of landscape? If not, tell us why not; if yes, what can be done to prevent this loss?

Background: The grand Fishback House is independently listed on the National Register of Historic Places for its architectural and historic significance. It leads the class of an outstanding collection of truly fine Brookings historic residences. This historic site, in family hands since constructed, is sensitively and responsibly maintained. The Brookings community relies heavily on the family to safeguard this resource, and assumes that the property will be preserved as it is today, forever. Like other Brookings historic treasures, even this one is vulnerable to insensitive development in the open space or yards in front of these homes.

Many homes in Brookings' historic neighborhoods were built before the advent of the automobile, or when cars were much smaller than today's models. Some of these lots are narrow. On some, the placement of the residence doesn't lend itself to construction of adjacent or backyard garages which would enhance the salability of the property for 2-car family needs. Strategies like overlay zones exist, which could protect these properties now and in the future from outbuilding construction. Similar to the Big Box scenario, this situation tests whether the public will exists for zoned design considerations for not just new home construction, but also outbuildings related to existing historic structures.

Results & Interpretation

The purpose of using the Town Meeting on Preservation & Planning to test public will about proposed preservation strategies for the Brookings Historic Preservation Plan was successfully met. Participants clearly acknowledged that the scenario process raised important questions including:

1. Brookings citizens need to think about these issues in a **structured format** before any more proposals like these occur and become contentious.

2. More education is needed to explain what is historic preservation and what the Historic Preservation Commission is enfranchised to do by ordinance. Assumptions rampantly exist about the **Commission's existing authority to protect resources** the community values deeply.

3. **The City, the University and the University Foundation need a process for "checking-in"** with the community on proposed development. There is a perception that University planning and physical plant development occur separate from the community.

4. Because most development in Brookings has occurred in a paced, community-friendly manner in the past, some **participants assumed all developers are open to their ideas and suggestions**. While this may be true for some developers, it is not so for others. The community can ill afford to assume there are only sensitive developers out there interested in doing only what the community wants and values.

5. It was clear the Town Meeting participants **preferred that a city agency take care of contentious issues** through municipal police power. Good neighbors don't like criticizing their neighbors, even theoretically.

6. Participants suggested various **strategies** to meet the scenarios and other challenges including:
   - Zoning permitting process,
   - Neighborhood and downtown design standards,
   - Historic overlay zones, and
   - Design Review by a city-appointed Commission.

7. Concerns about **who would make design decisions and how** were raised. Participants felt the whole city should be consulted about creating special zones which address scale, context, and style. Participants also discussed covenants and observed that covenants are civil agreements and apply to developers shaping design considerations for discrete areas and not existing city neighborhoods.

8. The group felt that for a delineated historic district, a **review board** composed of architects and historians who would review building permits prior to construction was a serious consideration. Applicants would submit design drawings specifications to this Review Board.

9. Participants also expressed strong concerns about the Historic Preservation Commission needing **additional authority** regarding development of historic resources. Participants felt the Commission needed a stronger "with teeth" review authority.

10. Participants, including several elected officials, suggested **establishing a committee to study recommended zoning changes**.

Historic overlay zones and other preservation tools are discussed in depth in the following chapter, Incentives.

Most people are in favor of progress; it's the changes they don't like. ❖ *Unknown*

Brookings Signature Tree Canopies

New Century Block, 302 Main Avenue (1901)

9 Incentives: Tools we have; tools we want.

Incentives which reduce rehabilitation costs improve project feasibility. The more incentives, the more likely success. ❖ *The Economics of Historic Preservation*

Incentives are often a necessary catalyst for historic preservation, but consistently a cost-effective one. Preservation incentives make preservation happen. And preservation incentives represent a fiscally responsible investment of scarce public resources.

> *Over the last 20 years, for each dollar appropriated by the Rhode Island General Assembly for historic preservation, the state has received $1.69 in new state tax revenue. The overall benefit to our state's economy was $29 for each state dollar appropriated.* ❖ *Edward F. Sanderson, Preservation Forum*

Incentives exist at the federal, and state level, and could exist at the local government level. Private incentives are sometimes available as low-interest loans available through a community development corporation, or grants. At the federal and state levels, listing in the National Register of Historic Places, or the South Dakota Register of Historic Places opens the door to incentive opportunities.

Available Incentives

Federal for Private Property Owners

1. Tax Credits

The Tax Reform Act of 1986 permits owners and some lessees of historic buildings to take an income tax credit on the cost of rehabilitating such buildings for industrial, commercial, or rental residential use. The law also permits depreciation of such improvements over 27.5 years for a rental residential property and over 31.5 years for a nonresidential property.

Types of Tax Credits. There is a 20% investment tax credit available for rehabilitating historic buildings and a 10% income tax credit for renovating nonhistoric buildings constructed before 1936. In both types, the tax credit is based on a percentage of the rehabilitation costs. The tax credit applies to the building owner's federal income tax for the year in which the project is completed and approved. If the credit is not all needed in that particular year, the tax credit may be carried back three years, or forward up to fifteen years, i.e., spread out over a total of 18 years. This is a credit, not just a deduction. For example, if $50,000 is spent to rehabilitate a qualified property, 20% of $50,000 provides a $10,000 tax credit.

Qualified Buildings. The historic rehabilitation tax credit (20%) is available for buildings listed in the National Register of Historic Places which, after rehabilitation, are used for commercial or residential rental use. The nonhistoric tax credit (10%) applies to any pre-1936 building used for commercial but not residential rental purposes. The work does not have to be reviewed for the 10% credit. Neither credit is available for private, owner-occupied residences. A certified historic structure is one listed individually in the National Register of Historic Places,

contributing to a National Register district. A list of Brookings' sites is provided in the Appendix.

Qualified Rehabilitation Work. Any work on the interior or exterior of the building qualifies for the tax credit. Landscaping or new additions to the building do not qualify, but electrical, heating, and plumbing systems do. The National Park Service must approve the proposed work on a historic building, before rehabilitation begins. This is done by completing an application and submitting it to the National Park Service through the South Dakota Historical Society, Historic Preservation Office.

Qualified Expenditures. The rehabilitation expenditures must exceed the *adjusted basis* of the building or $5,000, whichever is greater. *Adjusted basis* is the purchase price **minus** the value of the land, **minus** any depreciation already taken by the current owner, **plus** capital improvements.

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

Consultation with a tax advisor familiar with the Income Tax Credits is recommended.

2. Charitable Contributions

Taxpayers may deduct from their federal income tax the value of historically important land areas and certified historic structures donated to governments and their subdivisions, and other appropriate recipients, such as a nonprofit organization for preservation purposes. The range of properties on which donations may be claimed is broader than that on which the rehabilitation credit can be taken. Properties do not have to be depreciable for the charitable contribution deduction. The South Dakota State Historic Preservation Program and the National Park Service Regional Office can provide assistance in developing necessary documentation. Again, consultation with a preservation savvy tax advisor is recommended.

3. Easements

Donations of historic facade easements for either commercial property or owner-occupied housing are also deductible on federal income taxes. These permanent gifts protect the outside appearance of buildings by controlling alterations and requiring maintenance, and apply to all future purchasers of the property. They may also control development rights. A typical agreement protects the facade of a building, but may also restrict the development of adjoining lands, interior features, or require maintenance of property elements. In addition, the public must have some visual access to the donated property. Donating an easement protects a significant property even after an owner sells or bequeaths it. An easement may provide income, gift, and estate tax advantages for the donor, and enables preservation organizations and public agencies -- like the Brookings Historic Preservation Commission -- to protect properties against adverse changes through a partial real estate interest rather than full property ownership. Valuation is typically the difference between the fair market value of the property before and after the grant of easement, and is made by a professional appraiser. In South Dakota, tax assessors must also consider effect of easements on property valuations.[30] Check with your tax advisor.

Federal for Communities

1. **Community Development Block Grant Program**, and
2. **Transportation Equity Act for the 21st Century (TEA-21)** for transportation enhancements.

Both federal programs are administered through the State. Funds raised through private pledges may be used for match for these and other grant programs, thus leveraging the private local investment substantially.

State of South Dakota

1. Property Tax Moratorium

Restoration and rehabilitation projects of properties listed in the South Dakota State or National Registers of Historic Places may qualify for an eight-year property tax moratorium on the assessment of certified improvements. The owner of any certified historic structure -- including private residences -- may use the state property tax benefit. An eligible property must be:

1. Listed in the South Dakota State or National Register of Historic Places;

2. Certified for *The Secretary of the Interior's Standards for Rehabilitation Treatment of Historic Properties;*

3. Approved by the South Dakota State Historical Society Board of Trustees;

4. Encumbered with a covenant attached to the deed of the property for the life of the moratorium guaranteeing the maintenance and preservation of historic features.

Application procedure:

1. Determine if the subject property is listed in the State or National Registers;

2. Contact a restoration specialist at the South Dakota State Historical Society, Historic Preservation Program BEFORE beginning rehabilitation work to interpret the *Secretary's Standards;*

3. Discuss proposed work and seek acceptable balance among the *Secretary of Interior's Standards*, local building code, and budget;

4. Rehabilitate structure;

5. Pay the application fee, and meet the application deadline of November 1 for Board review in December;

6. Await approval of the South Dakota State Historical Society Board of Trustees;

7. When the Board of Trustees issues a certificate of eligibility for the moratorium, present the certificate to the local tax assessor to activate the moratorium. The property tax assessment of certified rehabilitation work is frozen as of January 1 of the year when the certificate is granted and carries forward for a total of eight years;

8. An owner may develop a plan which divides the work into distinct phases which can be certified as they are completed.

Owner Responsibilities:

1. Maintain property in good order and make alterations in a manner which conforms to restoration and rehabilitation *Standards* for eight years;

2. Permit the public to view those portions of the project approved as tax-exempt work for at least twelve hours a year;

3. Insure the building against fire and flood if appropriate.

2. Deadwood Grant Fund

The Deadwood Grant Fund program provides an opportunity to leverage financial resources for the acquisition, preservation, or rehabilitation of historic buildings, structures, and sites listed in the National Register of Historic Places. Matching grants from $1,000 to $10,000 are awarded to worthy projects which meet The *Secretary of the Interior's Standards for the Treatment of Historic Properties* and other criteria. Applications are available from the South Dakota Historical Society, Historic Preservation Program and the application deadline is October 1.

Incentives Under Consideration

City of Brookings

Tax increment financing, direct loans or grants, and relief from zoning and building code regulations are all potential local governmental assistance programs. Incentives may be used to offset costs of a preservation project, and can be financial support, technical design assistance, or relaxed administrative rules.

1. Revolving Loan Fund

A local government may create a pool of funds for loans or grants for the rehabilitation of historic resources. Tax-exempt bond financing has been used to provide grants or loans to nonprofit organizations to rehabilitate historic properties. Other communities have used Community Development Block Grants from the U.S. Department of Housing and Urban Development to create a Historic Preservation Loan Program. Loans may be used for either residential or commercial properties, low to no interest. Grants are typically used for exterior rehabilitation, preservation, and the restoration of historic properties which are publicly or privately owned.

2. Sales Tax

Forgiveness of sales taxes on construction materials for approved rehabilitations may provide substantial savings to the property owner, and may make the difference between the private sector rehabilitating a historic structure or not. Boulder, Colorado, and other communities use this program highly effectively to promote commercial and residential preservation.

3. Building Codes

Both zoning and building code incentives are not direct subsidies, however, local communities must analyze zoning, parking, and other land-use management tools for their effect on historic structures. Simple allowances for the shifting or sale of density may provide enough incentives to owners of historic structures to undertake rehabilitation. In addition, relaxation of variance and special use procedures for historic structures may make rehabilitation and reuse more likely. Relaxation of building codes, while not endangering the health, safety and welfare of the public, is possible to help keep the cost of rehabilitation competitive with new construction. Reductions in permit fees may also provide an incentive for rehabilitation. Relaxation of parking codes can prevent the

demolition of properties or the clearing of areas near historic structures that may be necessary to comply with existing parking requirements.

Modern building codes often frustrate historic preservation efforts by requiring historic properties to modernize to new building standards that are difficult to meet in rehabilitated buildings. Preservation efforts and building codes need to be coordinated. The Building Officials and Code Administrators (BOCA) International Basic Building Code, the Uniform Building Code, and the Uniform Code for Building Conservation include special provisions for rehabilitation of historic buildings. Several states, including South Dakota, have adopted these or similar building code revisions. Local preservation advocates can educate local leaders and building code officials to the more flexible approach to historic preservation taken by other code enforcement officials.[31]

4. Zoning

The preservation community realizes there is a close relationship between zoning and historic preservation. A community can have a strong historic preservation ordinance, but if the zoning code allows high-density development in lower-density historic districts, or does not allow flexibility in the types of uses to which historic structures can be put, the economic marketplace will create threats to historic resources which can overpower all but the strongest preservation protections. Two zoning strategies can enhance historic preservation in Brookings:

1. Historic Overlay Zones

An overall zoning ordinance based on development trends of the 1960s does not recognize the growing values placed on preserving the scale, style, and character of Brookings' past. Although substantially rewritten in 1994, the existing zoning ordinance still does not directly address historic preservation needs. Possible consequences of the current zoning ordinance include:

- Minimum lot sizes in historic neighborhoods and downtown create nonconforming, vacant lots, too small to be developed without applying for a zoning variance or acquiring adjacent parcels;
- Multifamily densities encourage demolition of historic structures for redevelopment of new medium- and high-density residential projects;
- Encroachment of inappropriately-scaled multifamily and commercial uses in established residential areas;
- A broad list of allowable uses without provisions to ensure that potentially incompatible uses could occur;
- Allowable structures, like garages, between the right-of-way and the historic resource.

As the City of Brookings prepares to draft a new Masterplan these dilemmas can be corrected, and proactive zoning steps can be taken to fully incorporate preservation planning into the city planning and zoning processes.

A historic overlay zone is a mapped zone that imposes a set of requirements in addition to those of the underlying zoning district. In an area where an overlay zone is established, property is placed simultaneously in two zones, and the land may be developed only under the conditions and requirments of both zones. Overlay zones typically are applied when there is a special public interest in a

geographic area. Common uses for such zones are floodplains, integrity of historic areas, viewshed protection, public use restrictions, and building height limitations.[32] Overlay zones are described in the zoning text, mapped, and adopted by the governing body in a manner similar to conventional zoning. Provisions are administered through the usual zoning process. Flexibility enters the process when permissions for development in overlay zones are granted through a special permit process, or where site plan review is required.[33] The major advantage of overlay zoning is that it adds a small element of flexibility to traditional zoning and, as a result, suffers from few legal impediments.[34]

A historic overlay zone allows demolition and alteration controls. It is designed to encourage the conservation and revitalization of historic neighborhoods with design guidelines to protect the neighborhood context: scale, setback, height, roof pitches, window and door rhythms, construction materials, and other considerations. An architectural review board (which could be the Historic Preservation Commission) can review all new construction, reconstruction, additions or deletions of floor area and demolitions in the overlay districts and can provide design assistance to applicants. The emphasis is on conserving the neighborhood context rather than regulating all design details.

2. Transfer of Development Rights (TDRs)

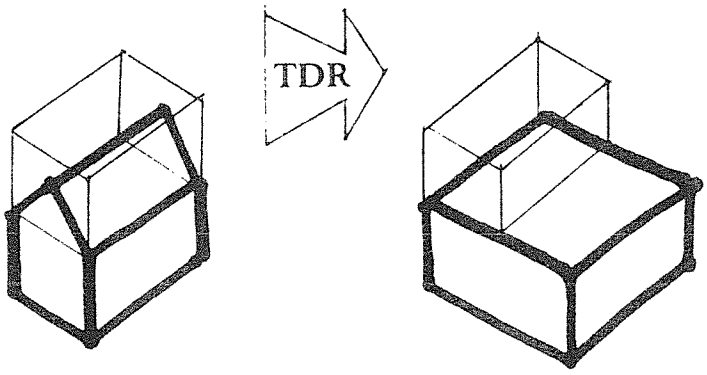
TDRs are an innovative growth management technique based on the concept that ownership of land gives the owner many rights, each of which may be separated from the rest, and transferred to someone else. One of these separable rights is the right to develop land. With a TDR program, landowners are able to retain their land, but sell the right to develop the land for use on other property.

Under a typical TDR program, a local government awards development rights to each parcel of developable land in the community or in selected districts, based on the land's acreage or value. Persons can then sell their development rights on the open market if they do not want to develop their property, or are prohibited by regulation from developing the property past a specific density. TDRs can reduce substantially the value shifts and economic inequities of restrictive zoning. For example, they allow the market to compensate owners whose land cannot be fully developed because of its environmental, scenic, or historic significance. By transferring their rights to develop, property owners could build at a lower intensity (or not build at all), sell the unused development rights, realize a sound economic return, and reduce their tax burden. The recipient or buyer can then make use of the newly conferred rights in order to build at a higher intensity elsewhere within the same zone. Once the rights are transferred and used, they no longer can be sold. The public benefits from the transfer, in that it can maintain restrictions that without "compensation," might consititute "inverse condemnation."[35] TDRs would be most useful in Brookings in the historic University Neighborhood where intermittent multifamily housing development pressure threatens single family historic housing stock.

A few states explicitly authorize TDR use as part of a historic preservation program; in many other states, localities have implemented TDR programs to preserve historic structures under the state's general enabling legislation, without specific enabling legislation.[36] Some considerations in developing a TDR program

for Brookings might be:

- Before it is eligible to sell development rights, the sending building must be rehabilitated to the *Secretary of the Interior's Standards*;
- Transfers may occur only within each zone;
- Once density is transferred, future development on the sending site is permanently reduced by the number of TDRs sold. In the event the building is destroyed by fire or another casualty, the floor area ratio of any new project would be limited to the density allowance after the transfer;
- Imposing an easement on the sending site to ensure the preservation of the historic building might threaten potential income tax benefits to donors of preservation easements, and undermine the preservation purpose of the TDR.



10 Recommended Future Historic Designations

If you seek a monument, look about you. ❖ *Christopher Wren*

A community's preservation program should include a process for ensuring that all potential landmarks and historic districts are eventually considered for designation. A survey includes a field survey, the physical search for and recording of historic resources on the ground, and planning and background research before the field survey begins. There are two kinds of surveys: reconnaissance (a quick once over) and intensive (detailed recordation and reporting).[37]

Preparation of the survey involves four steps:

1. Planning the survey;
2. Conducting the survey;
3. Review and organization of survey data;
4. Use of survey data in planning.

Importantly, the survey must be updated on a regular basis.

Historic preservation commissions organize their survey priorities in different ways:

Timeline approach. Schedule consideration of structures or districts in order of age. Evaluate them to determine which contribute to the historic identity of the community.

Stylistic/thematic approach. Schedule consideration of structures by style or themes (e.g., Survey all urban barns, and then systematically survey for other significant styles or themes.)

Crisis approach. Schedule consideration by reference to the strength of the threat to *historic* resources. Consider the most endangered structures first, which might mean consideration of that part of the city experiencing redevelopment activity, demolition, or neglect.

The crisis approach helps forestall imminent loss of resources, however the timeline and thematic methods are more consistent with the Brookings Historic Preservation Commission's expressed proactive philosophy.

Once surveys are completed, it is important to identify, recognize, and protect information of importance to a historical understanding of Brookings' built environment and sites. An in-depth survey is beyond the scope of this plan, however survey planning for the following resources is appropriate:

- North of 6th St./east of Medary Ave. (Survey completed 1985/86),
- Brookings City Parks/Greenways,
- Urban Barns,
- Pioneer Park Residential Area,
- Schools,
- South Dakota State University, and
- Post World War II Neighborhood (East of Medary Ave, south of 6th St., north of 3rd St., and west of 16th. St., including Skinner's 2nd, Roberts, Dawes and Hill Park Additions).

11 Heritage Tourism Strategy

Economic benefits of heritage tourism are discussed elsewhere in this plan. Recommendations are discussed here.

Long Term

1. **Conduct a heritage tourism assessment**. Such a consultant-conducted evaluation will examine in depth what Brookings has to offer in attractions, visitor services, organizational capabilities, ability to protect resources, and marketing.

2. **Plan and organize**. Make good use of human and financial resources. They are key to sustainable heritage tourism. Set priorities and measurable goals.

3. **Prepare for visitors**: Protect and manage resources before inviting visitors. Look to the future as well as the present. Be sure choices made now improve Brookings for the long term. Other recommendations in this plan address protection and management.

4. **Market for success**. Develop a multi-year, many tiered marketing plan which targets Brookings markets. Look for partners in local, regional, state, or national groups.

Short Term

1. **Signage**. Before developing new programs, activities or attractions, let visitors know what already exists, and how to find it. Brookings enjoys fine activities for the heritage traveler, but a pass-through visitor would not know about these opportunities. Participants in the Town Meetings and the Preservation Commissioners acknowledged adequate visitor signage is lacking.

   - While quality signage exists on I-29 which says simply "Brookings," there is no sign at community/highway/ interstate access points which says "**Welcome to Brookings.**" Such a declaration tells visitors they are indeed welcomed to and wanted in the community.

   - Campaign with the South Dakota Department of Transportation to provide national standard brown/white signage on **I-29 for the Agricultural Heritage and South Dakota Art Museums.**

   - At community access points and directional intersections **sign** and promote:
     - Downtown business district,
     - Agricultural Heritage Museum,
     - South Dakota Art Museum,
     - Brookings County Courthouse,
     - SDSU (especially historic sites and the Dairy Bar), and
     - McCrory Gardens

2. Periodically **street signs** require replacement. Form an ad hoc

committee to work with the city's streets and alleys staff to enhance signage in all historic districts, so visitors will know when they look at a street sign that they are in a historic area. Consider a simple alternative -- white letters on a brown field. Even simple alternatives may carry an increased cost, so investigate now what these additional costs may be, and plan as a responsible city partner to raise funds to cover the increased costs from budgeted sign replacement to a more distinctive alternative. When the time comes for street signs to be replaced, alternatives and a funding plan for a historic upgrade will be in place. Some communities install more elaborate street signage in historic districts, so the visitor can read not only the street names, but the name of the historic districts on every street post. This type of signage is more expensive, but costs and funding alternatives should also be researched, and considered.

3. In 2004, Brookings will observe the **125th Anniversary** of the platting of the community and arrival of the first train. The Historic Preservation Commission can take a leadership role in planning now for a community-wide celebration of Brookings' heritage and its people.

- Consider a **parade**, and a re-enactment of the signing of the city charter with community leaders taking the role of historic leaders.

- Plan a **homecoming**. Invite family and friends and former students who have moved away from Brookings to come home for a fun-filled celebration with fireworks, and a city-wide picnic. Take a family photo, with everyone in it!

- Consider a **festival** with ethnic booths representing the cultural heritage of the community, with displays, food and music; include traditional Native American ceremonial dance. Be sure there is something for everyone to do: young, old, and in between, and a way for everyone to be involved and help present the event.

- Develop a logo, copyright it, and **franchise** production of t-shirts, sweatshirts, caps, visors, mugs, etc. as a fund-raiser.

- Consider commissioning **street banners** promoting Homecoming 2004 to prepare for the celebration now, and to be auctioned off later to defray expense. Create an outdoor display of flags representing ethnic national heritage.

- Launch a new **urban arboretum/historic neighborhood walking tour**. Provide guided walking and trolley tours of historic districts.

- Have school children build cardboard **models of historic structures.** Display them at the Community Cultural Center.

- Have a **street dance** downtown.

- With the Brookings Art Council, start

the quilters now to design and create a **commemorative quilt**; auction it off at a gala event.

Since Brookings knows how to present a highly successful Summer Arts Festival, the technical and logistical expertise already exists in the community to coordinate a large event. Convene a committee made of key community partners immediately, let imaginations run wild, form sub-committees, make assignments, roll up your sleeves, invite the immediate world, and have a great time!

4. **Tours**. Brookings boasts fine self-guided walking tours: *Historic Homes Walking Tour I; The Brookings Commercial Historic District, A Walking Tour; South Dakota State University;* and the *Central Historic District and Urban Arboretum Walking Tour*. Each is user-friendly, educational, highly readable, and well-illustrated. The Commercial Historic District Tour also coordinates with markers on the downtown buildings which heightens interest in the tour and further engages the visitor. These tours need to be available at locations where visitors can readily find them. In addition to the Information Center at the Chamber of Commerce, consider distribution at City Hall, the Library, County Courthouse, Post Office, Agricultural Heritage Museum, South Dakota Art Museum, SDSU Alumni Center, SDSU Admissions, historic churches, and lodging establishments. At regular times of the year, perhaps during Preservation Week and the Summer Arts Festival to start, also offer the same walking tours with knowledgeable guides. This approach is more structured and will cultivate a group of tour guides who can provide this service for motorcoach tours in the future. In addition to walking tours, consider a guided riding tour (perhaps in a van from the local assisted care facility or a school bus). These experiments will help Brookings assess the need for riding tours. In the future, consider a soft-wheeled trolley (a bus with a trolley shape) for regular summer season tours, and the flexibility to use the vehicle for additional events and activities.

5. **Web site**. Development of a Brookings Historic Preservation Commission Web site is discussed elsewhere, however, it is important that this proposed Web site also have linkages to visitor-oriented sites. The computer-savvy heritage traveler may learn about Brookings through linkages with South Dakota Tourism, lodging sites, and other alternatives.

12 Preservation Rights & Responsibilities

The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled. ❖
William O. Douglas, Justice, United States Supreme Court

Rebecca Rimel in *The Art and Economics of Historic Preservation* tells us: "We need to be reminded that our political processes are an experiment in self-governance. We have a set of rights, but it comes with an equally important set of responsibilities to be active, not passive, citizens. Just as we cherish our rights, we should rise to our responsibilities. . . . You understand, better than anyone, that place matters, connecting us to community and to one another. Your good work penetrates the consciousness of Americans. It shows us that we have roots, which connect us to our neighbors and to civic society at large. You provide connections, not to an abstract past, but to a full engagement with life. You transform. You provide essential roots to what it means to be an American, to be a proud citizen of this great country."[38]

Any discussion of incorporating historic values into a community's planning process is incomplete without discussion of the community's right and responsibility to plan sensitively with a respectful eye planted on the fundamental right of citizens to own property free of seizure. Learned legal minds are skillful in this debate. For this discussion, the authors defer to accomplished thinkers on these matters. The interested reader is encouraged to peruse Takings Law in Plain English, by Christopher J. Duerksen and Richard J. Roddewig, produced for the American Resources Information Network and used here with kind permission.

At the very beginning of our nation, Americans decided that the enjoyment of our property was among the most important right possessed by citizens.

Just as the Declaration of Independence announced that life, liberty, and the pursuit of happiness were the birthright of us all, the Bill of Rights guaranteed us freedom of speech, freedom of religion, and, yes, freedom from interference with our homes and neighborhoods. The Fifth Amendment in the Bill of Rights promises that government may not take our land for public purposes without paying for it.

Over the generations, Americans have joined forces time and time again to build clean, safe and prosperous communities and to protect our enjoyment of them. The fishermen who seek to save a river full of great bass, the neighborhood association which works to revitalize the area's historic homes, and the activists who strive to give us cleaner air -- all have the need and the right to use the legal tools which can keep our nation a decent and healthy place.

In modern times, these common efforts at building better communities are often under assault from those who seek only individual advantage. Most Americans see the Fifth Amendment as a shield protecting us from government overreaching. Others seek to use it as a sword, a weapon against efforts to conserve what is special about this land.

Americans who are committed to building better communities must understand the role of law and the takings clause of the Fifth Amendment if they are to be effective builders. Unfortunately, the legal thicket of explanations by the U.S. Supreme Court and other courts is difficult to access and harder to master. Moreover, there has never been a shortage of misinformation about the meaning of this critical piece of our legal history. People who take the time to absorb this straightforward explanation of the law of takings will assuredly be better prepared to protect what is special in our nation.
❖ *Randall T. Shepard, Chief Justice, Indiana Supreme Court*

". . . nor shall private property be taken for public use, without just compensation."

With these few words, the framers of the United States Constitution enshrined in the Fifth Amendment one of the most fundamental of individual rights -- to own property free of the threat of seizure by government, unless the government pays for it. This basic property right was derived from 17th and 18th century English legal tradition that prohibited the king from taking a subject's property except by a duly enacted law of the land and with full indemnification.

Historical records show that what the drafters of the Bill of Rights had in mind when they adopted the "just compensation" or "takings" clause was to permit the government to take private property for public use -- for example, land needed for a public highway -- but only upon payment of compensation. Today, we call this government action exercising the right of eminent domain or condemnation. Thus once again, the framers demonstrated their genius in balancing the rights of the individual with the clear need of the people -- government -- to undertake public projects for everyone's benefit. It is hard to imagine how the nation could have grown or society would have functioned without the ability to judiciously exercise the power of eminent domain to build roads, dams, parks, and other projects. Indeed, hardly any reasonable person would quarrel with that notion.

How then has the just compensation clause of the Fifth Amendment become the center of a controversy that lawyers like to call the "takings" issue -- which has little to do with the actual seizure of property or exercise of the power of eminent domain as our forefathers understood it? Historically, a corollary of the right to hold property has been a duty to refrain from using it in a manner that would cause harm or injury to neighboring landowners or the general public. Because the use of land invariable affects neighbors and the community health and welfare, **absolute** use has never been considered a protected property right.

This principle is exemplified in numerous decisions of the U.S. Supreme Court, and the high courts of the individual states. To cite

just one example, in 1908 the Maine legislature asked the Maine Supreme court whether the state could regulate the cutting or destruction of trees on private land for a variety of environmental purposes, including erosion control, without paying compensation. Focusing on the goal of the legislation to prevent use of private property that would be injurious to citizens generally, the court affirmed the authority of the state to adopt the law, quoting the following language from earlier decisions of the U.S. Supreme Court:

> *We think it a settled principle, growing out of the nature of well-ordered civil society, that every holder of property, however absolute and unqualified may be his title, holds it under the implied liability that use of it may be so regulated that it shall not be injurious . . . to the rights of the community."* ❖ *In re Opinion of the Justices (Maine 1980).*

These types of enactments raised the question to what extent government can regulate the unbridled use of private property to protect the public health and the investment of neighbors and the community without having to pay a landowner to refrain from certain undesirable activities. By judicial decision in the early 1920s, the U.S. Supreme Court expanded the scope of the Fifth Amendment property clause from addressing the narrow circumstance of the actual seizure or physical taking of land into a more far-reaching provision that confines the permissible reach of land-use and environmental regulations.

Courts in recent years have struggled to find an equitable balance between the right of the public to a healthy environment and livable communities and the rights of landowners. Because of the enormous stakes involved, this constitutional quarrel is far more than an intellectual exercise. The health of our environment and quality of our communities are at stake.

The following principles have been laid out by the courts as a way to balance public need and private economic interest:

1. No Absolute Right of Use

No one has an absolute right to use his property in a manner that may harm the public health or welfare, or damage the interests of neighboring landowners or the community as a whole.

2. Reasonable Return or Use

Property owners have a right to a reasonable return or use of their land, but the U.S. Constitution does not guarantee that the most profitable use will be allowed.

Courts continue to insist on a high threshold for takings claims. All or virtually all reasonable use or return must be denied the property owner before a court will find a taking. A significant reduction in value does not necessarily give rise to a taking. A governmental action that restricts the value (or valuable uses) of land is not a taking, so long as it advances a legitimate public interest, and so long as some reasonable use of the property remains.

3. Furthering the Public Interest

Courts have and are continuing to sustain a wide variety of purposes as valid reasons for enacting environmental and land use regulations.

Natural resource protection, agricultural land preservation, historic preservation, scenic view ordinances, design controls, protection of environmentally sensitive areas such as

wetlands and floodplains -- all these are valid purposes for land-use regulation. Importantly, basing regulations upon a well-thought out comprehensive plan helps to clarify the reasons for citizens and protect government actions against takings claims.

4. Consider the Parcel as a Whole

The focus of a takings inquiry continues to be on the *entire* property interest.

A severe adverse impact of a regulation on one portion of a property or ownership interest is not enough to constitute a taking, if the property as a whole continues to have a reasonable economic use.

5. No Speculative Plans

A developer must actually submit a development plan and pursue all administrative remedies after denial of that plan before filing a takings claim in court.

A takings claim cannot be asserted over a speculative development concept. In addition, government officials must be given a chance to provide relief to an aggrieved property owner through the regular administrative process.

6. Ordinary Delays

Normal delays in the review of applications for environmental and zoning permits, or in adopting changes to the law, do not create temporary takings.

Also, temporary moratoriums that limit development while a community formulates laws and policies to protect the public interest will be upheld in most instances.

7. Having Development Pay its Way

Local communities can insist that development pay its own way.

Mandatory dedications or exactions are permissible, so long as they respond to the specific burdens imposed by a development.

8. How Much is Due?

If a government entity does overregulate, it will not have to buy the entire property.

In the rare case that a regulation amounts to a taking, the government may be liable for damages -- but only for the actual time the regulations were in effect. If the regulation is invalidated, withdrawn, or amended to permit use of the property, only temporary damages will be due.

9. Protection from Serious Harm

If a proposed use amounts to a public nuisance, then it may be forbidden -- without compensation -- despite a complete elimination of use or value.

As is the case with lesser restrictions, tough laws designed to prevent serious harm to the environment or public health will generally be upheld, except in "relatively rare" circumstances when they deny an owner all economic use of his property. Even then, however, a total ban may be justified if the harmful use may be prohibited under background principles of nuisance and property law.

❖

Publicly-owned Historic Resources

Apart from weighty constitutional issues, pragmatic, administrative concerns arise when municipal and county governments themselves own some of the most important historic resources in the community -- libraries, schools, museums, and courthouses. Local governments are also responsible for many infrastructure improvements, including road

repair and replacement, sewer upgrading, sidewalk improvements, public transportation, and street lighting. Decisions regarding the maintenance and disposition of municipally-owned property and infrastructure improvements may have substantial impacts on local historic resources, especially if that property is itself historic.

City government demonstrates leadership through preserving and rehabilitating publicly-owned cultural resources. Since a variety of cultural resources are located within public rights-of-way and on/in City-owned property, city departments are stewards of these resources and need to consider the value of historic infrastructure in all projects involving their review and participation. Guidance is offered -- and should be requested from -- the Historic Preservation Commission in identifying resources involved in any project. Amenities which enhance historic districts such as street furniture, street lighting, markers and signs should be added when feasible. A municipality will have only limited success in implementing the Preservation Plan if it does not take responsibility for the historic resources over which it has direct control. Municipal credibility is quickly eroded when city departments, by their behavior, suggest the private sector alone shoulder the cost of preserving the community's heritage. The most effective preservation projects are public-private partnerships which can only occur when both partners actively share responsibilities.

❖

Coordinating preservation with zoning, land-use, and growth management

The simplest way to coordinate historic preservation with zoning is to make designated historic districts official zoning districts. Keep in mind, zoning variances or special use applications granted in historic neighborhoods or districts or for properties adjacent to historic resources, can have a significant impact on the historic character of the heritage resources. Importantly, the role of the Historic Preservation Commission in land-use, transportation, and public works decisions has to be addressed:

❖Should the preservation commission have clear authority to appear at hearings of the planning commission or zoning appeals to raise preservation concerns affected by rezonings, special uses, or variances? Brookings proactively created liaison Commissioners who meet with other Commissions, e.g., Preservation and Planning Commissions both have liaison members who meet with their companion Commissions. This is an important and significant initial step.

❖How does the Historic Preservation Commission receive notice of these hearings?

❖How much time should the Preservation Commission be given to review applications prior to the hearing before the Planning Commission?

❖Can the Planning Commission ignore the concerns of the Preservation Commission or must the recommendations be taken into account?

❖Should all zoning and planning matters concerning or affecting historic resources, including rezonings, special uses, variations, planned unit development applications, subdivision, resubdivision, or consolidation be reviewed by the Preservation Commission?

As the Planning Commission undertakes their

masterplanning process, the Historic Preservation Commission, as a partner in city government, should work cooperatively with the Planning Commission in research, public meetings, and discussion to address these -- and any other issues -- for which the Planning Commission requests assistance. The Historic Preservation Commissioners clearly feel these processes are a *two-way street* and readily indicate their willingness to assist.

Often competing community goals can only be successfully implemented where detailed preservation plans are prepared and adopted into the comprehensive plan, and where historic preservation issues are integrated into other comprehensive plan elements, such as land-use, transportation, housing, and public works. In developing the Brookings Masterplan, preservation goals may be enhanced through Planning Commission development policies. For example:

❖Future development should adhere to traditional design principles to ensure compatibility with existing structures. These principles should be articulated within the city's regulatory framework to assure the preservation of historic resources and their settings.

❖City regulations and codes should be revised and enforced to promote the preservation of historic buildings. Codes affecting historic properties should be flexible in order to promote shared use and adaptive reuse.

❖Municipal regulatory policies should be conducive to preservation. All city departments should consider the impact on historic preservation in the development and enforcement of land use, building code, fire code, environmental review and other city regulations.

❖Zoning regulations should be consistent with the preservation objectives. Allowable height and bulk should be compatible with concentrations of historic buildings. Provisions such as allowable floor area, off-street parking, and side- and rear- yard requirements should be compatible with the preservation aims.

As discussed elsewhere in this plan, strong consideration should be given to the creation of Historic Overlay Zones and Transfer of Development Rights (TDRs). TDRs can be effective as a planning tool for redirecting development away from the sites of valued historic buildings. Preservation efforts will be most successful when other regulatory tools incorporate preservation goals and policies.

Planning, urban design, historic preservation -- they're all linked. If we know where our historic resources are, we can take them into account before development begins, but when preservation is only an afterthought, failure is often the result. ❖ Adele Chatfield-Taylor, President, The American Academy in Rome

13 Town & Gown Partnership

The nice thing about teamwork is that you always have others on your side. ❖
Margaret Carty

John O'Brien Scobey, Member, Territorial Legislative Assembly, secured Dakota Agricultural College for Brookings. The Territorial Legislative Assembly authorized the state's land-grant institution in 1881. Although budget allocations fell short of actual construction costs, the school opened in the fall of 1884 because President George Lilley advanced $500 (one third of his salary) to finish three rooms in the Central building. South (1885) and North (1887) joined *Old Central* and formed the nucleus of campus activities for fifteen years.

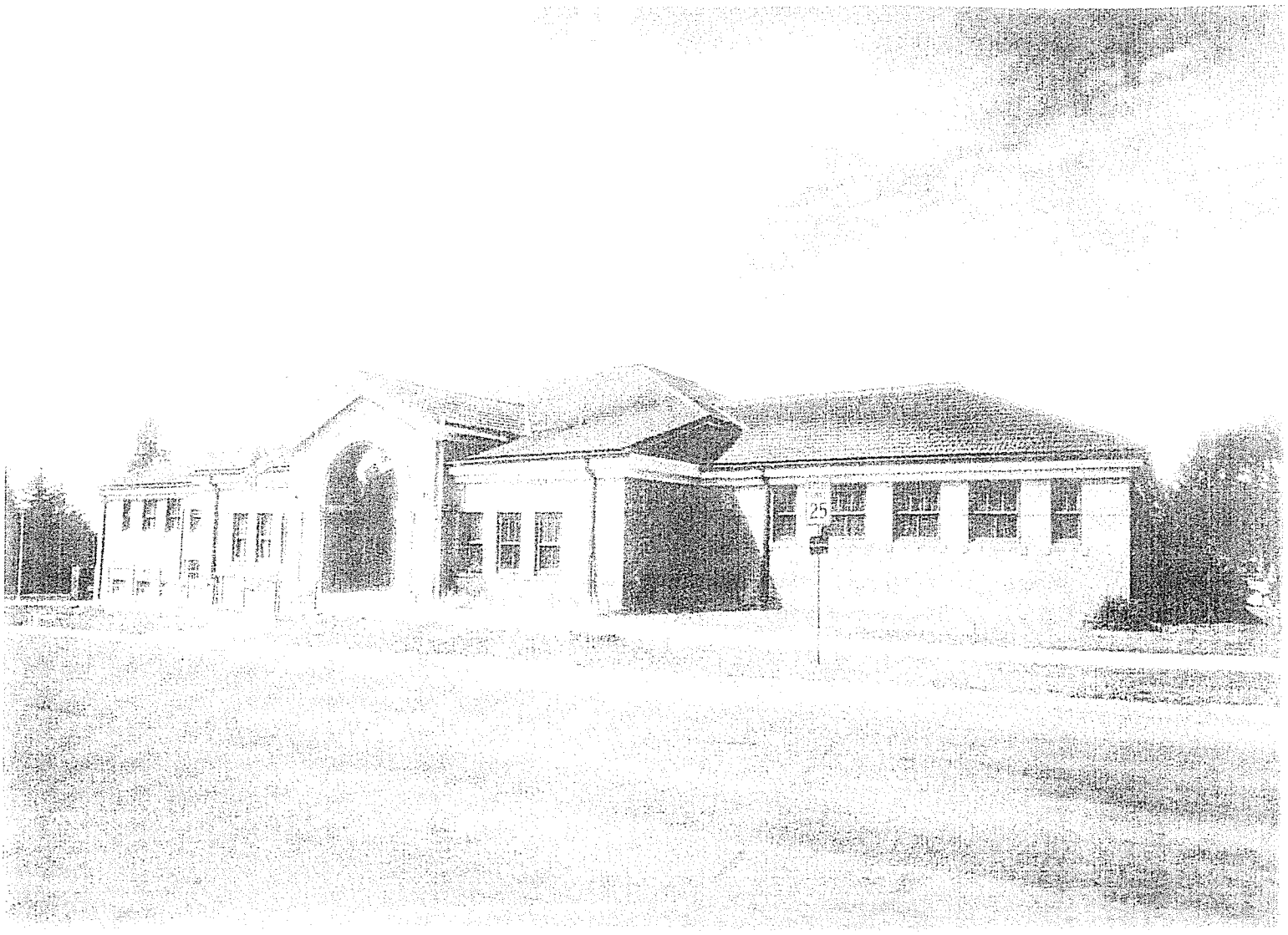
During the first year of operation, only preparatory classes were held. College classes started in 1885 with five teachers, 17 freshmen, and 61 preparatory students. Growth was modest for many years, but by 1900 there were 242 students. In 1990 SDSU enrolled over 9,000 students with nearly 8,100 at the Brookings campus. The University has granted over 46,500 degrees since chartered in 1881.

The structure of the college became more complex as enrollments increased. The first chairs of instruction established in 1884 included agriculture, science, mathematics, English, modern languages, military tactics, veterinary science, practical business, political and domestic economy, and music. By 1907, the year the name of the institution changed to South Dakota State College of Agriculture and Mechanical Arts, there were 22 departments on campus. In 1923, President Charles W. Pugsley completed reorganization into the five divisions which formed the basis for the designation of colleges. *State College* was renamed South Dakota State University in 1964 when the colleges included: Arts and Science, Agricultural and Biological Sciences, Home Economics, Engineering, Nursing, Pharmacy, and a Graduate division. Later, General Registration was added. In 1975 the Division of Education was created, and became the College of Education and Counseling in 1991.

The Village of Brookings and Dakota Agricultural College were both chartered by the Dakota Territorial Assembly in 1881. The community and the college have grown up and grown in together since founding. SDSU is a formidable property owner of nationally significant historic buildings, major employer, and significant component of Brookings' self-image. It is difficult to discuss Brookings without discussing SDSU, or SDSU without discussing Brookings. Often preservation -- and other municipal issues -- arise when the University functions independently of the community. This dilemma is not unique to Brookings and SDSU; in college towns across the country these *Town 'n Gown* questions arise frequently. There is a perception in the Brookings community-at-large that no clear and consistent process exists for resolving these issues.

The City, particularly the Historic Preservation Commission, should be a good planning partner with SDSU. Within the University, multiple levels of responsibility make

identifying a single planning partner challenging. Members of the community-at-large also expressed a pressing need for the City of Brookings and SDSU to work together to develop masterplans which address municipal and university needs separately, and jointly. As the City Planning Department launches Brookings 2020, the opportunity to plan together, and grow forward in unison now exists.



South Dakota State University Agricultural Heritage Museum

14 Conclusion

Leadership is the process of moving people in some direction through non-coercive means. ❖ *J. Kotter, National Business, October 1988*

Some entity must have the mandate to accomplish the plan's objectives and to ensure compliance with the Preservation Plan. The most effective way to implement the Preservation Plan is to make sure that both the local preservation ordinance and the Preservation Plan give the appointed preservation commission clear authority to become involved in such city activities as the budget process and the zoning review process and to work with city agencies to implement the policies in the plan.[39]

Robert Stipe, Emeritus Professor of Design at North Carolina State University, identifies nine steps to effective implementation of a preservation plan after its preparation:

1. Make sure that the plan is **officially adopted by resolution or ordinance** of the local governing body, and specify that, in the event of a conflict between the Preservation Plan and other elements or ordinance, the Preservation Plan takes precedence.

2. Follow adoption of the plan with an **Executive Order** of the mayor or city manager requiring each city department and agency to give special attention to the needs of any historic resources under its jurisdiction.

3. Make sure that the resolution adopting the plan states that all public projects undertaken by federal, state, or local government bodies that might adversely affect historic resources will be **subject to review** and comment by an appropriate entity, such as the local preservation commission.

4. Ensure that the planning agency systematically considers the possible adverse impact on historic resources of all private projects reviewed by it for **zoning approvals**.

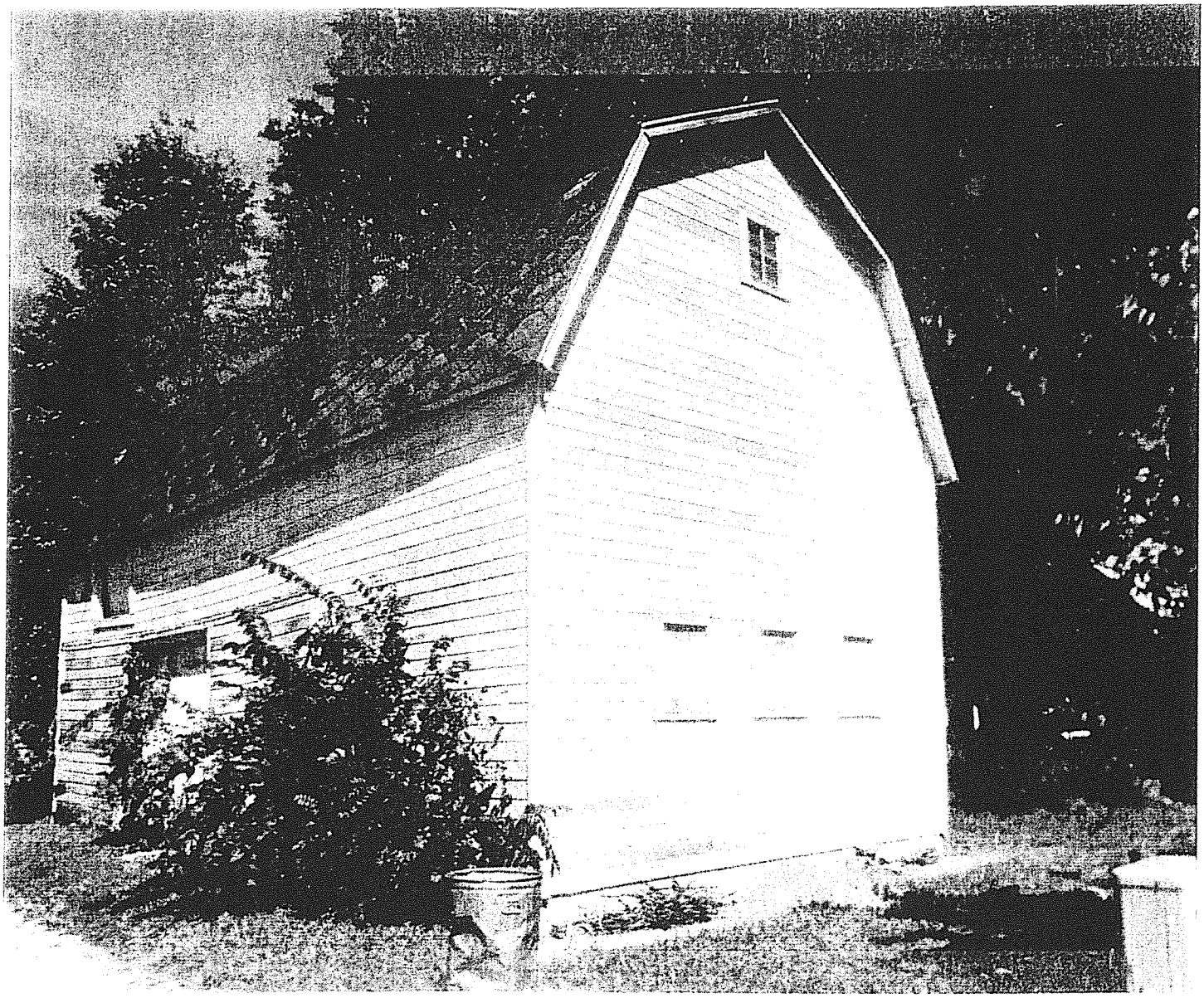
5. Work to include **capital appropriations** in the annual local government budget for the preservation incentives or programs specified in the Preservation Plan, effectively ensuring that preservation projects become part of the long-term capital budget.

6. Work to include **annual maintenance appropriations** in the annual local government budget for significant public and private historic resources, including such basic items as street paving in historic districts, to improve the general quality of life in historic districts and neighborhoods, again effectively ensuring that specific recommendations in the Preservation Plan will be implemented.

7. Be certain that money is **budgeted for public purchase** of those historic resources that cannot be saved by private efforts alone.

8. Make sure that the preservation ordinance is effectively enforced but try to **go beyond the mere review** of actions directly affecting historic resources. Work preservation review into such activities as area zoning (intensity, use, off-street parking, etc.), health and sanitation; building construction and housing maintenance; the maintenance of vacant lots; the care and maintenance of trees; undesirable land uses; earth moving and disturbance; other activities directly affecting the quality of life in every neighborhood.

9. Be certain that the city gives special attention to areas and neighborhoods **not yet qualifying as historic** but which someday might be so considered.[40]



Ruth Liebing's Barn, Main Avenue

15 Preservation Action Plan

Wisdom is knowing what to do next; skill is knowing how to do it, and virtue is doing it. ❖ *David S. Jordan*

What-To-Do steps in the Preservation Action Plan were identified by:

- Brookings Historic Preservation Commission at the June 1997 goals and planning session,
- Town Meeting 1997 or 1998 participants, or
- Both Preservation Commissioners and Town Meeting participants.

For example: *Develop a revolving loan program for both commercial and residential historic resources.* (BHPC and Town Meeting)
Some **How-To-Do** steps in the Preservation Action Plan were identified by preservation professionals. For example, *Establish eligibility criteria, type of financial and technical assistance, lending guidelines, and terms and conditions for assistance.* (Preservtn Pros)
In some steps, Town Meeting participants identified a general objective, for example, *Bring more people downtown*, which preservation professionals specified by: *Invite key community partners to form a 2004 Homecoming Committee.*

Abbreviations

BHPC	Brookings Historic Preservation Commission
SHPO	South Dakota State Historic Preservation Office
SDSU	South Dakota State University
Chamber	Chamber of Commerce
Conventions/Visitors	Conventions and Visitors Bureau
Dtn Business Group	Downtown Business Group
Local Pres Org	New Local Preservation Organiation
Planning Commission	City of Brookings Planning Commission
Planning Office	City of Brookings Planning Office
Parks & Recreation	City of Brookings Parks & Recreation Department
Public Works	City of Brookings Public Works Department
Finance Office	City of Brookings Finance Office
Fund Mgt Org	New Revolving Fund Management Organization
Town Meeting	Town Meeting 1997 and 1998 Participants
Neighbrhd Organiztns	Neighborhood Organizations
Preservtn Pros	Preservation Professionals, Consultants and Reviewers

1. Public Education

Steps	Timing	Identified by	Partners
Promote the understanding that preservation is progress.	Ongoing	BHPC	BHPC All City Departments
Continue existing education outreach programs: ▸ Reprint walking tours as supplies diminish, ▸ Continue print and electronic media preservation information, ▸ Establish a speaker's bureau, ▸ Contact service groups and special interest clubs about the speakers bureau, ▸ As budget allows, increase the size or frequency of the newsletter, ▸ Offer additional "How to" workshops for property owners, and ▸ Solicit suggestions from property owners about needed technical assistance..	Ongoing	Town Meeting BHPC	BHPC
Develop the Brookings Historic Preservation Web site. Arrange for information to be regularly updated; include a preservation calendar of events.	2 - 3 years	BHPC	BHPC SDSU Chamber
Cultivate an appropriate partnership for Web site development; consider maintenance and research options; develop linkages with related sites to further enhance the site's effectiveness.	2 - 3 years	BHPC	BHPC SDSU
Continue to work with Brookings public school system on preservation opportunities.	Ongoing	BHPC	BHPC School System Local Pres Org SDSU

Steps	Timing	Identified by	Partners
Create an additional urban arboretum walking tour of new University Historic District and celebrate the Arbor Day walk there in 1999.	Completed May 1999	BHPC	BHPC Parks & Recreation
Develop a brochure for new property owners in historic districts welcoming them to Brookings: providing a map of historic districts; describing city processes which apply to their home; other helpful information.	1 - 2 years	BHPC	BHPC Multilist realtors
Partner with Summer Arts Festival with either walking, wagon, or trolley tours or other appropriate celebration activity.	1 - 2 years	BHPC	BHPC Summer Arts Festival Dtn Business Group Neighbrhd Organiztns
Collaborate with the academic leadership of SDSU to offer a degree program in historic preservation to meet increasing state and national need for highly trained preservation professionals.	Long range	Preservtn Pros	BHPC SDSU
Consult with preservation programs offered at other state agricultural schools in the region, notably Colorado State University.	Long range	Preservtn Pros	BHPC SDSU
Establish a marker program for historic commercial and residential properties.	1 - 2 years	BHPC	BHPC Local Pres Org
Continue the Mayor's Awards Program to reward those who excel in completing quality renovation, sensitive paint schemes, landscape design, or other preservation activity.	Ongoing	BHPC	BHPC Mayor

Steps	Timing	Identified by	Partners
Launch a Paint Pails & Pals program to provide exterior paint and hands to apply it for families who cannot afford routine paint maintenance for their historic homes. In this type of program, the property owner chooses paint from a pre-selected palette and scheme developed by the Historic Preservation Commission. Implement the program as a joint venture with service clubs, chuch groups, and paint distributors.	3 - 5 years	Preservtn Pros	BHPC Local Pres Org Service clubs Church groups Paint distributors Habitat for Humanity City Landfill (paint exchange) County Extensn Office
As part of a guided walking tour, include property tax moratorium projects to assist property owners in complying with 12 hours of public access/year for each moratorium year.	1 - 2 years	Preservtn Pros	BHPC Tax moratorium bldg owners Local Pres Org
Request increased city funding for the Preservation Commission programs and staff; build a new budget for increased staff.	Ongoing	BHPC	BHPC City Manager City Council Finance Office Local Pres Org
Plan and budget for technical preservation assistance, sound advice available on a regular basis in the community; begin with on-site assistance 4-6 times a year; increase as need demands.	Ongoing	BHPC	BHPC City Council Finance Office
Consider tax increment financing to fund preservation activities and additional staff to implement expanded programs.	Long range	Preservtn Pros	BHPC City Council Finance Office

2. Joint Planning

Steps	Timing	Identified by	Partners
Work with Planning Commission to develop Brookings 2020. Designate a Historic Preservation Commissioner to act as a liaison to the Planning Commission, and invite the Planning Commission to designate a liaison member to the Historic Preservation Commission.	Ongoing	BHPC	BHPC Planning Commission Planning Office City Council
Encourage an active planning partnership with SDSU as part of Brookings 2020.	Ongoing	BHPC Town Meeting	BHPC Planning Commission Planning Office City Council SDSU
Attend public meetings presented for Brookings 2020. Offer to co-host, promote, or assist with these public sessions.	Ongoing	BHPC Town Meeting	BHPC Planning Commission Planning Office City Council
Develop and adopt a sign ordinance for the community as a whole and the historic core in particular.	Ongoing	BHPC	Planning Commission Dtn Business Group BHPC Chamber
Actively participate in the planning process so preservation values are incorporated in Masterplan.	Ongoing	BHPC	BHPC Planning Commission Planning Office City Council

Steps	Timing	Identified by	Partners
In cooperation with the Planning Commission, meet informally with property owners in existing historic districts and neighborhoods, particularly the Central District, University Neighborhood, and Downtown to discuss desirable qualities for "neighborhood covenants". Use the residential development, Pheasants' Nest, covenants for discusssion purposes.	1 - 2 years	BHPC Town Meeting	BHPC Planning Commission Planning Office City Council
Focusing on qualities property owners identify as desirable and important, and in concert with the Planning Commission and Planning Office staff, draft neighborhood covenants to become overlay zones if appropriate. The success of incorporating preservation values into the zoning code rests solidly on the planning process being citizen-driven by those property owners most affected by the potential zones.	1 - 2 years	BHPC Town Meeting	BHPC Planning Commission Planning Office City Council

3. **Historic Overlay Zones**

Steps	Timing	Identified by	Partners
Discuss what types of changes are considered acceptable: advisory, incentive, or mandatory.	1 - 2 years	BHPC	BHPC Planning Commission Planning Office
Establish guidelines before changes will be approved. Consider visual characteristics of existing buildings to be preserved including: ▸ Orientation, setback, spacing, and site coverage of buildings, ▸ Height, width, and massing of buildings, ▸ Size, shape, and proportion of building openings, ▸ Materials, textures, colors, and details of facades, ▸ Roof forms and cornice lines, and ▸ Open space: vistas, vegetation, edges of open spaces.	1 - 2 years	Town Meeting	BHPC Planning Commission Planning Office Private Consultant

Steps	Timing	Identified by	Partners
Design guidelines should address unique features found in particular areas. For residential areas include porches, driveways, and garages.	1 - 2 years	Town Meeting	BHPC Planning Commission Planning Office
For downtown, design guidelines should consider business signs, awnings, canopies, kiosks, and informational signs. Include separate sections on existing buildings and new construction.	1 - 2 years	Preservtn Pros	BHPC Planning Commission Planning Office Dtn Business Group

4. **Historic Preservation Ordinance**

Steps	Timing	Identified by	Partners
Exercise authority to designate National Register sites and districts.	Ongoing	BHPC	BHPC
Amend the current preservation ordinance so that it is legally sound.	1 - 2 years	BHPC	BHPC Local Pres Org City Council City Attorney
Amend the preservation ordinance to bring it in line with widely-held community perceptions about the ability and authority of the Historic Preservation Commission to safeguard historic resources.	1 - 2 years	BHPC Town Meeting	BHPC City Council City Attorney
Define "historic areas" in the local ordinance; open a dialogue with City Council and City Attorney to develop an acceptable definition.	1 - 2 years	BHPC Town Meeting	BHPC City Council City Attorney

Steps	Timing	Identified by	Partners
Amend the current preservation ordinance to include: an expanded purpose section to help define the Preservation Plan; specific definitions of key terms; process and criteria for review of changes to structures; criteria for review of new construction; an economic hardship provision.	1 - 2 years	Preservtn Pros	BHPC City Council City Attorney

5. **Preservation Opportunities**

a. Neighborhood Preservation

Steps	Timing	Identified by	Partners
Continue ongoing historic survey activities and consider developing additional districts for: ▸ North of 6th Street/East of Medary Avenue, ▸ Brookings City Parks/Greenways, ▸ Urban Barns, ▸ Pioneer Park, and ▸ Schools.	Ongoing	BHPC	BHPC Local Pres Org SHPO Private consultants
Convene separate public meetings for districts' local designations; consider SDSU after others.	Ongoing	BHPC Town Meeting	BHPC
Develop a uniform and fair process to designate all potential landmarks and districts.	3 - 5 years	BHPC	BHPC
Develop a process for additional designation as quality resources reach 50 years of age.	3 - 5 years	BHPC	BHPC

Steps	Timing	Identified by	Partners
Create historic overlay zones administered through usual zoning process for designated historic districts, and future districts which may be designated.	3 - 5 years	BHPC Town Meeting	BHPC Planning Commission Planning Office City Council
Support creation of design guidelines for historic overlay zones; vest authority for design decisions in the Historic Preservation Commission instead of creating a new city agency.	3 - 5 years	BHPC Town Meeting	BHPC Planning Commission Planning Office City Council
Create TDRs (Transfer Development Rights), one of many separable property rights which can be transferred from one property owner to another.	Long range	Preservtn Pros	BHPC Planning Commission Planning Office City Council
Act as a catalyst to realize a substantial rehabilitation project.	Ongoing	BHPC	BHPC Property owner SHPO
Continue to coordinate technical assistance to decision-makers regarding special projects like the Middle School.	Ongoing	BHPC	BHPC School district County officials City officials Local Pres Org
Encourage collaborative and cooperative strategies among public and private sector agencies to preserve Middle School.	Ongoing	BHPC	BHPC

5. Preservation Opportunities

b. Historic Preservation Commission

Steps	Timing	Identified by	Partners
Zoning, parking, and other land-use management tools effect historic resources; consider relaxation of variance and special use procedures to make rehabilitation and reuse likely.	Ongoing	BHPC	BHPC Planning Commission Planning Office
Participate in discussion of TDRs addressing the challenges of smaller historic structures of less density than entitled under zoning. This tool allows the historic building owner to receive value for underdeveloped property while saving the historic building.	Long range	Preservtn Pros	BHPC Planning Commission Planning Office City Council
Evaluate fiscal effect of forgiving local sales tax on construction materials for approved rehabilitations; if a feasible investment, implement program.	3 - 5 years	BHPC Town Meeting	BHPC City Council Finance Office

5. Preservation Opportunities

c. City Agencies

Steps	Timing	Identified by	Partners
Reduce permit fees to provide a rehabilitation incentive.	1 - 2 years	BHPC Town Meeting	City Council
Use existing authority to relax parking codes to prevent demolition of historic structures.	Ongoing	BHPC Town Meeting	Planning Commission Planning Office
Exercise responsibility for historic resources City directly controls.	Ongoing	BHPC	City Council Appropriate city agencies

Steps	Timing	Identified by	Partners
Establish a priority for infrastructure improvements in historic districts.	1 - 2 years	BHPC	Appropriate city agencies
Encourage flexibility for historic structures in the application of building codes where life safety and health endangerment are non-issues.	1 - 2 years	BHPC Town Meeting	Public Works Dept
Apply Americans with Disabilities Act criteria to all buildings.	Ongoing	BHPC Town Meeting	Public Works Dept
Allow flexibility in types of uses which occur in historic structures.	Ongoing	BHPC	Planning Commission Planning Office
Amend ordinances to allow for sidewalk cafes.	1 - 2 years	Town Meeting	City Council City Attorney Dtn Business Group
Implement a city-wide bike path system to reduce parking pressure throughout city.	3 - 5 years	Town Meeting	BHPC City Council Planning Commission

5. Preservation Opportunities

d. Other Preservation Opportunities

Steps	Timing	Identified by	Partners
Develop a government center.	Long range	Town Meeting	BHPC City Council Planning Office County Commission

Steps	Timing	Identified by	Partners
Explore archeological and Native American preservation opportunities, expecially along the Big Sioux River.	1 - 2 years	Preservtn Pros	BHPC SHPO Statewide Archeologists Assn

6. **Downtown Revitalization**

a. Advocacy

Steps	Timing	Identified by	Partners
Support downtown improvement; encourage the Planning Commission and City Council to do so.	Ongoing	BHPC Town Meeting	BHPC City Council Planning Commission
Join the National Main Street Center's Network, to provide downtown revitalization information.	Completed	BHPC	Staff
Take a fact-finding trip to an Iowa Main Street community with Historic Preservation Commissioners, Main Street Group, and City Council delegate. Originally developed in Hot Springs, a South Dakota Main Street program does not exist at this time. Consider conducting this trip in cooperation with the SHPO, possibly with their funding. There is renewed interest in South Dakota for a statewide downtown revitalization program, which would benefit any participating community. This fact-finding trip may be a fine cooperative first step for the establishment of a South Dakota Main Street Program.	Ongoing	BHPC	BHPC SHPO Historic SD Foundtn Dtn Business Group Deadwood Grant Fnds
Explore funding for downtown improvements with Transportation Equity Act - 21 funds.	1 - 2 years	Preservtn Pros	Dtn Business Group Staff

Steps	Timing	Identified by	Partners
Explore funding for downtown improvements with a Community Development Block Grant.	1 - 2 years	Preservtn Pros	Dtn Business Group Staff
Encourage the Downtown Business Group to investigate alternative funding of downtown improvements. If feasible support this effort.	1 -2 years	BHPC	Dtn Business Group BHPC
Seek funding for a Main Street Assessment for a comprehensive evaluation of downtown strengths, weaknesses, opportunities, and threats, and build the foundation for strategic and focused downtown work; conduct the assessment.	1 - 2 years	BHPC	BHPC SHPO Historic SD Foundatn Dtn Business Group Deadwood Grant Fnds Private Consultant
Send delegates to the National Town Meeting on Main Street.	Ongoing & annual	BHPC	BHPC Main Street Group Chamber Economic Dev
Collaborate with delegates in developing a presentation for a speakers bureau to take the downtown revitalization message to diverse city groups.	Ongoing & annual	BHPC	BHPC Service Clubs
Consider becoming a "self-initiated" Main Street program without South Dakota leadership.	Ongoing	BHPC	BHPC Main Street Group
Conduct a familiarizaton tour for the City Council, City Manager, and County Commission.	Ongoing	BHPC	BHPC Convention/Visitors Dtn Business Group

Steps	Timing	Identified by	Partners
Collaborate with other local and regional organizations.	Ongoing	BHPC	BHPC Convention/Visitors Dtn Business Group
Assist in the research and development of a solicitation packet for tour operators.	2 - 3 years	Preservtn Pros	BHPC Chamber Dtn Business Group
Conduct a building inventory in cooperation with a design committee.	1 - 2 years	BHPC	BHPC SDSU intern(s)
Review available materials concerning downtown design.	Ongoing	Preservtn Pros	BHPC Natl Main St Center SDSU
Conduct Broom & Bloom, downtown cleanup day.	3 - 5 years	Town Meeting	BHPC Arbor Day Committee Dtn Business Group Chamber Service clubs Church groups SDSU
Encourage the City of Brookings to reduce the number of poles at street corners by reusing the same pole for multiple purposes.	2 - 3 years	Town Meeting	BHPC Dtn Business Group Planning Office Public Works Dept
Develop written and illustrated design guidelines as a partner for the revolving loan program.	3 - 5 years	BHPC Town Meeting	BHPC Dtn Design Consultant

6. **Downtown Revitalization**

b. Process

1. Organization, *Building consensus and cooperation among the many groups and individuals who have a role in the revitalization process.*

Steps	Timing	Identified by	Partners
Select a Board of Directors and Officers.	1 - 2 years	Preservtn Pros	Dtn Business Group
Create a volunteer log.	1 - 2 years	Preservtn Pros	Dtn Business Group
Review available materials concerning downtown organization issues.	Ongoing	Preservtn Pros	Dtn Business Group
Coordinate the workplan.	1 - 2 years	Preservtn Pros	Dtn Business Group
Set-up organizational books and decide who will oversee these.	1 - 2 years	Preservtn Pros	Dtn Business Group
Solicit membership.	Ongoing	Preservtn Pros	Dtn Business Group
Develop a board handbook.	1 - 2 years	Preservtn Pros	Dtn Business Group
Appoint a nominating committee.	1 - 2 years	Preservtn Pros	Dtn Business Group

6. **Downtown Revitalization**

b. Process

2. Promotions, *Marketing the traditional commercial district's assets to customers, potential investors, new businesses, local citizens, and visitors.*

Steps	Timing	Identified by	Partners
Review available materials concerning downtown promotions.	Ongoing	Preservtn Pros	Dtn Business Group
Welcome new businesses.	Ongoing	Preservtn Pros	Dtn Business Group Chamber

Steps	Timing	Identified by	Partners
Encourage joint advertising among merchants.	Ongoing	Preservtn Pros	Dtn Business Group Chamber
Develop a businesses directory for downtown products and services.	1 - 2 years	Town Meeting	Dtn Business Group
Create a marketing plan to promote Brookings.	2 - 3 years	Preservtn Pros	Dtn Business Group Chamber
Participate in the new student welcome packet.	1 - 2 years	Preservtn Pros	BHPC SDSU Chamber Dtn Business Group
Expand the Farmer's Market.	Ongoing	Town Meeting	Dtn Business Group
Plan now for next Christmas.	Ongoing	Preservtn Pros	Dtn Business Group
Market downtown in Multiplex publications.	Ongoing	BHPC	Multiplex board/staff BHPC Dtn Business Group Chamber
Secure funding to cover costs of promotional efforts.	Ongoing	BHPC	Dtn Business Group

6. **Downtown Revitalization**

b. Process

3. Economic Restructuring, *Strengthening downtown Brookings' existing economic base while finding ways to expand it to meet new opportunities.*

Steps	Timing	Identified by	Partners
As a committee, review all available Brookings business and downtown data.	Ongoing	Preservtn Pros	Dtn Business Group Chamber
Become familiar with the National Main Street Network and its resources.	Ongoing	BHPC	Dtn Business Group Chamber
Research the methods and benefits associated with conducting a market analysis for the downtown.	1 - 2 years	Preservtn Pros	SDSU intern(s) Dtn Business Group Chamber
Preserve and cultivate existing businesses.	Ongoing	BHPC	Dtn Business Group Chamber
Assess the need for a downtown grocery store; recruit if appropriate.	1 - 2 years	Town Meeting	Dtn Business Group Chamber
Take an active role in business recruitment.	Ongoing	Preservtn Pros	Dtn Business Group Chamber
Develop a revolving loan program for both commercial and residential historic resources.	3 - 5 years	BHPC Town Meeting	BHPC Local Pres Org
Provide workshops to address business retention issues.	1 - 2 years	Preservtn Pros	Dtn Business Group Chamber

Steps	Timing	Identified by	Partners
Develop businesses to attract visitors as well as residents.	3 - 5 years	Town Meeting	Chamber SDSU SDSU Foundation SDSU Alumni Assn Dtn Business Group
Enhance opportunities for downtown's upper stories as housing.	1 - 2 years	BHPC	SDSU Housing Program
Conduct design training workshops for retail businesses addressing effective window displays, historically sensitive signs, and the dollar value of quality graphic design.	1 - 2 years	Preservtn Pros	Dtn Business Group Chamber
Develop utility incentives for new businesses.	1 - 2 years	Town Meeting	Utility Board Dtn Business Group

6. **Downtown Revitalization**

b. Process

4. Design, *Enhancing the physical appearance of the downtown district by rehabilitating historic buildings, encouraging supportive new construction, and developing sensitive design management systems.*

Steps	Timing	Identified by	Partners
Agree on opportunities and priorities regarding historic resources.	Ongoing	BHPC Town Meeting	BHPC Local Pres Org
Add street furniture, street lighting, markers, and signs where feasible.	1 - 2 years	BHPC Town Meeting	Dtn Business Group City Council BHPC

Steps	Timing	Identified by	Partners
Contract with a design professional to create a graphic image for downtown Brookings.	3 - 5 years	Preservtn Pros	Graphic designer Dtn Business Group

7. Heritage Tourism

a. Historic Preservation Commission

Steps	Timing	Identified by	Partners
Plan and fund a consultant-conducted Heritage Tourism Assessment to examine attractions, visitor services, organizational capabilities, ability to protect resources, and marketing opportunities available to Brookings.	Long range	Preservtn Pros	BHPC Convention/Visitors Local Pres Org
Investigate now what additional city street signage costs may be; plan to raise funds to cover the increased costs.	1 - 2 years	Town Meeting	BHPC Local Pres Org Public Works Dept Private Consultant
Replace street signs in all historic districts, so visitors will know they are in historic areas.	3 - 5 years	BHPC	BHPC Local Pres Org
Build the Preservation Web site with linkages to visitor-oriented sites, e.g., South Dakota Tourism, lodging sites, and others.	1 - 2 years	BHPC	BHPC SDSU
Provide self-guided walking tours: *Historic Homes Walking Tour I; The Brookings Commercial Historic District, A Walking Tour; South Dakota State University*, and the *Central Historic District and Urban Arboretum Walking Tour* at locations where visitors can readily find them.	Ongoing	BHPC Town Meeting	BHPC Convention/Visitors
Offer the walking tours with knowledgeable guides during Preservation Week and Summer Arts Festival.	Ongoing	BHPC	BHPC Local Pres Org

Steps	Timing	Identified by	Partners
Offer a guided riding tour, then assess the need for regularly scheduled riding tours.	1 - 2 years	BHPC	BHPC Local Pres Org

7. **Heritage Tourism**

b. Community Opportunities

Steps	Timing	Identified by	Partners
Provide national standard brown/white signage on I-29 for the Agricultural Heritage and South Dakota Art Museums.	3 - 5 years	Preservtn Pros	BHPC Convention/Visitors Local Pres Org SD Transportation
Plan and organize; make good use of human and financial resources; they are key to sustainable Heritage Tourism.	Ongoing	Preservtn Pros	BHPC Local Pres Org Convention/Visitors
Following the assessment, set priorities and measurable goals.	Long range	Preservtn Pros	BHPC Local Pres Org Convention/Visitors
Protect and manage resources before inviting visitors.	3 - 5 years	BHPC	BHPC
Market for success; develop a multi-year, many tiered marketing plan which targets identified and new Brookings markets.	1 - 2 years	Preservtn Pros	Local Pres Org Convention/Visitors BHPC
Market in Multiplex prospectus.	1 - 2 years	BHPC	BHPC Convention/Visitors Multiplex Board/Staff

Steps	Timing	Identified by	Partners
Develop partnerships in local, regional, state, and national groups.	Ongoing	BHPC Town Meeting	BHPC Convention/Visitors Local Pres Org
Contract with and fund a landscape design specialist to create appealing gateways to Brookings.	2 - 3 years	BHPC Town Meeting	Chamber SDSU
Add "Welcome to Brookings" signage at community access points.	2 - 3 years	Town Meeting	BHPC Convention/Visitors Chamber Local Pres Org
Add signage; let visitors know what is available and where it is.	1 - 2 years	BHPC Town Meeting	BHPC Convention/Visitors Local Pres Org
At community access points and directional intersections, sign and promote: ▸ Downtown Business District, ▸ Agricultural Heritage Museum, ▸ South Dakota Art Museum, ▸ Brookings County Courthouse, ▸ Community Cultural Center, ▸ SDSU (especially historic sites and Dairy Bar), and ▸ McCrory Gardens.	2 - 3 years	Town Meeting	BHPC Convention/Visitors Local Pres Org Public Works Dept

Steps	Timing	Identified by	Partners
Invite key community partners to form a 2004 Homecoming Committee to explore a community-wide celebration of Brookings' 125th anniversary, its heritage, and people.	1 - 2 years	Town Meeting	BHPC Chamber Convention/Visitors Dtn Business Group SDSU Foundation SDSU Alumni Assn Service clubs Churches Non-profit groups Interested others
Consider: parade, reenactment of the signing of the city charter, homecoming, fireworks, city-wide picnic, Brookings family photo, ethnic festival with displays, food and music, traditional Native American cultural events, logo development, street banners, ethnic flag display, new urban arboretum/historic neighborhood walking tour, guided walking and trolley tours, models of historic structures, excursion train, street dance downtown, and commemorative quilt.	1 - 2 years	Preservtn Pros	BHPC Chamber Convention/Visitors Dtn Business Group SDSU Foundation SDSU Alumni Assn Service Clubs Churches Non-profit groups Interested others

8. Revolving Fund

a. Advocacy

Steps	Timing	Identified by	Partners
Assess the preservation needs of the community and its support for preservation. The process of assessing the community's needs provides an opportunity to educate the community about historic preservation. It may be difficult however, to establish a successful fund -- regardless of the need -- if the community does not understand that historic properties are assets, and if local government or corporate support are lacking.	Ongoing	BHPC	BHPC
Form a revolving fund committee and establish policies and guidelines for fund management and decision-making. Membership should include people with expertise in law, architecture, contracting, real estate, and finance who are also preservationists willing to take risks.	1 - 2 years	BHPC Town Meeting	BHPC
Consider from the outset where the Revolving Fund is best placed: with the Historic Preservation Commission or in a local preservation organization.	1 - 2 years	BHPC	BHPC Local Pres Org

8. Revolving fund

b. Process

Steps	Timing	Identified by	Partners
Create a fund to provide consulting services for facade and interior improvements.	3 - 5 years	BHPC Town Meeting	BHPC Local Pres Org Dtn Business Group Financial Institutions

Steps	Timing	Identified by	Partners
Select a governing board and determine the fund's mission, goals, and priorities. Defining the fund's goals and limits will build its reputation and attract necessary financial and technical resources.	3 - 5 years	Preservtn Pros	BHPC Financial Institutions
Determine what type of fund is most appropriate. Most funds focus their efforts on either lending or acquisition/resale activities, but maintain flexibility to meet the needs of any given situation. Decide if the fund will work principally in residential or commercial areas. Lending funds usually work best in targeted areas where they are one component of a comprehensive revitalization strategy.	3 - 5 years	Preservtn Pros Preservtn Pros	BHPC Financial Institutions
Identify the organization to manage the fund, form the legal entity, determine staff and consultant needs, and establish accounting and management policies. Consider a new nonprofit organization, an existing one, or a government agency.	3 - 5 years	Preservtn Pros	BHPC Financial Institutions
Find an accountant to set up an accounting system that meets established practices and is easily understood by the board of directors and potential donors.	3 - 5 years	Preservtn Pros	Fund Mgt Org
Determine what consulting assistance will be needed; seek assistance from experienced lenders who can provide advice or service loans.	3 - 5 years	Preservtn Pros	Fund Mgt Org
Determine who will be responsible for negotiating agreements, overseeing rehabilitation work, marketing properties, and collecting payments.	3 - 5 years	Preservtn Pros	Fund Mgt Org
Develop a fund-raising plan and timetable. Money will need to be raised to cover start-up and administrative costs and to establish the body of the fund.	3 - 5 years	Preservtn Pros	Fund Mgt Org

Steps	Timing	Identified by	Partners
Develop a concise statement about the need for the fund and its goals.	3 - 5 years	Preservtn Pros	BHPC Fund Mgt Org
Apply for funding of a revolving loan fund to pertinent state or federal programs.	3 - 5 years	Town Meeting	BHPC City Council Finance Office Fund Mgt Org
Informally investigate the likelihood of donations from various sources before a capital campaign is announced, since it is best to have several well-known donors on board before announcing fund-raising goals.	3 - 5 years	Preservtn Pros	Fund Mgt Org
Establish eligibility criteria, type of financial and technical assistance, lending guidelines, and terms and conditions for assistance. Consider the type of property to be assisted, its historic significance, its geographic area, and its degree of endangerment, if any.	3 - 5 years	Preservtn Pros	Fund Mgt Org
Adopt acceptable design standards such as the *Secretary of the Interior's Standards for Rehabilitation*, or new design guidelines developed expressly for Brookings, for work financed by the fund; identify a group to review plans.	3 - 5 years	BHPC Town Meeting	BHPC Fund Mgt Org
Decide who are eligible borrowers, types of collateral, terms and interest rates, and other conditions. Lending funds must be easy to understand and offer attractive terms to ensure they are used.	3 - 5 years	Preservtn Pros	Fund Mgt Org

Steps	Timing	Identified by	Partners
Establish evaluation criteria for potential projects. Each project should be evaluated against the overall goals of the fund. Consider the architectural and historical significance of the property, its contribution to the community, possible threats to the property and appropriateness of the proposed work. As assessment must be made as to the creditworthiness of the borrower, net worth and track record, sources for loan repayment, and the strength of the proposed collateral.	3 - 5 years	Preservtn Pros	Fund Mgt Org BHPC
Promote the availability of the fund's programs.	3 - 5 years	BHPC	Fund Mgt Org
Publicize the fund's accomplishments. Maintain good before- and after-rehabilitation images of every property assisted to demonstrate results.	Long range	BHPC	Fund Mgt Org BHPC
Track the number of properties assisted, total cost of each project, and number of applications and amount of requests not funded. Donors will want to know accomplishments, but a good track record must also document any unmet need to justify future fund-raising.	Long range	BHPC	Fund Mgt Org

Main Avenue (ca. 1911)

9. New Nonprofit Preservation Organization

a. Advocacy

Steps	Timing	Identified by	Partners
Convene a meeting of former members of the Historic Preservation Commission and any other interested citizens to launch a private nonprofit prreservation organization.	1 - 2 years	BHPC	BHPC Geneological Society Historical Society Interested citizens
Solicit membership and recruit board members.	1 - 2 years	Preservtn Pros	BHPC Interested citizens
Free technical assistance is available to launch preservation organizations. Contact the SHPO, the Historic SD Foundaton, or the Mountains/Plains Regional Office of the National Trust for Historic Preservation for organizational development assistance.	Ongoing	Preservtn Pros	BHPC Local Pres Org

9. New Nonprofit Preservation Organization

b. Process

Steps	Timing	Identified by	Partners
Enlist the help of an attorney who is familiar with nonprofit organizations to draft articles of incorporation and bylaws as needed.	2 - 3 years	Preservtn Pros	Local Pres Org BHPC SHPO
Apply for tax exemption under section 501c (3) of the Internal Revenue Code.	2 - 3 years	Preservtn Pros	Local Pres Org BHPC
Develop the organization by addressing these traits of effectiveness: mission, leadership, political savvy, resources, and property.	2 - 3 years	Preservtn Pros	Local Pres Org BHPC

10. Implementing the Preservation Plan

Steps	Timing	Identified by	Partners
Solicit legal assistance to draft a resolution for Preservation Plan adoption by the City Council.	1 - 2 years	BHPC	BHPC SHPO
Make sure that the plan is officially adopted by resolution or ordinance of the City Council.	1 - 2 years	BHPC	BHPC City Council
After official adoption of the Preservation Plan, ask the Mayor or City Manager (as appropriate) to establish city policy notifying each city department and agency to give attention to the needs of any historic resource within its jurisdiction.	1 - 2 years	BHPC	BHPC Mayor/City Manager (as appropriate)
In the event of a conflict between the Preservation Plan and other elements or ordinances, urge that the Preservation Plan takes precedence.	1 - 2 years	BHPC	BHPC City Council
Be sure the resolution states that all government projects that may adversely effect historic resources will be subject to comment by the Historic Preservation Commission.	1 - 2 years	BHPC	BHPC City Council
Ensure that the Planning Office is aware of the possible adverse impact on historic resources of all private projects reviewed for zoning approvals.	Ongoing	BHPC	BHPC Planning Commission Planning Office
Work to expand appropriations in the annual city budget for preservation programs and staff, ensuring that projects become part of the long-term capital budget.	Ongoing	BHPC	BHPC City Council Finance Office
Work to include annual maintenance appropriations in the annual local government budget for significant public resources such as street paving in historic districts.	2 - 3 years	BHPC Town Meeting	BHPC City Council Finance Office

Steps	Timing	Identified by	Partners
Ask the City to budget funds for public purchase of historic resources that cannot be saved by private efforts alone.	Long range	Preservtn Pros	BHPC City Council Finance Office
Ask that the future officials follow the direction given in the Preservation Plan and Brookings 2020 when zoning, health and sanitation, building construction and housing maintenance, maintenance of vacant lots, the care and maintenance of trees, undesirable land uses, earth moving and disturbance, and other activities directly affecting neighborhood quality-of-life are considered.	1 - 2 years	BHPC Town Meeting	BHPC City Council Planning Commission Planning Office

Main Avenue (ca. 1911)

Appendix

A Measures of Success for the Planning Process

Developed by the Historic Preservation Commission, June, 1997

Within the Historic Preservation Commission

- Dialogue among Commissioners concerning issues to address
- Consensus regarding short and long term goals
- Clarified jurisdictions, policies, and authority
- Identification of alternative sources of revenue and funding to support preservation projects
- A directory of resource persons for various issues
- A comprehensive, concrete, but amendable preservation plan, a strategy to promote and protect historic resources in Brookings

Within Brookings City government

- Improved communication between City agencies/jurisdictions
- Mutual effort by Historic Preservation Commission, the City Council, and all city departments to better understand each others' roles
- Coordination and cooperation between Historic Preservation Commission and any board, commission, or committee impacting on historic preservation
- Updated master plan for both city and university (as cooperative unit)
- Development of design guidelines
- Local register of historic places

Within community

- **Planning process** which:
  - Involves major stakeholders in the community
  - Is not predetermined
  - Identifies opportunities for citizen involvement
  - Identifies sources of community support including legal assistance or funding
  - Identifies areas where education is needed to increase public awareness
  - Better defines issues and provides a clearer idea of participants' areas of concern
  - Motivates participants to think about historic preservation beyond actual meeting time
  - Validates citizen involvement in the planning process, and strengthens credibility for Historic Preservation Commission's action plan
- **Values**:
  - Increased public and political awareness of historic preservation issues
  - Recognition of Historic Preservation Commission in the community as an advocate for quality of life issues
  - Dialogue between Historic Preservation Commission and community

- Increased public participation and community involvement in historic preservation issues and activities
- Opportunity for people to invest in their property without fear that their area will be abandoned
- Establish and maintain a user-friendly way for people to find answers to preservation issues which concern them
- Mandate for preservation planning from the community-at-large
- Empowerment of community members to effect change

- **Tangibles**:
  - A Preservation Plan for Brookings, a strategy to promote and protect historic resources in community
  - Valid Masterplan for both city and university (as cooperative unit)
  - Additional National Register Districts
  - Motivating individuals to renovate downtown buildings and historic homes by identifying funding, and how preservation benefits everyone
  - Economically viable downtown area
  - A grassroots preservation movement, a local preservation organization

B Takings Law in Plain English

Christopher J. Duerksen & Richard J. Roddewig
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Highlights

The courts have laid out a number of general principles that should be kept in mind by those wishing to understand the law of takings:

- No one has an absolute right to use his land in a way that may harm the public health or welfare, or that damages the quality of life of neighboring landowners, or of the community as a whole.
- Historical precedent and recent case law make clear that reasonable land use and environmental regulations will have little trouble withstanding constitutional scrutiny in the vast majority of cases. Only in rare instances will such regulations be deemed so onerous as to effect a "taking" under the Fifth Amendment to the U.S. Constitution, which holds that private property shall not be taken for public use without just compensation.
- Courts have outlined several broad factors to be considered on a case-by-case basis in determining if a taking has occurred, including: the economic impact of the regulation on the property owner; the public purpose for which the regulation was adopted; and the character of the government action. Generally, a regulation will be upheld if it (1) furthers a valid public purpose; and (2) leaves a property owner with some viable economic use of the property.
- Property owners have a right to a reasonable return or use of their land, but the U.S. Constitution does not guarantee the most profitable use.
- Courts have upheld a wide variety of purposes as valid reasons for enacting environmental and land use regulations -- including pollution prevention, resource protection, historic preservation, design controls, and scenic view protection.
- Communities can legitimately insist that development pay its own way. Land dedications or mandatory exactions are valid, assuming that they are adopted to respond to the demands created by the project.
- Before a landowner or developer can bring a lawsuit to claim a taking, a development plan must be submitted for review and all administrative avenues of relief must be exhausted.
- The focus of the takings inquiry continues to be on the *entire* property interest. A severe adverse impact of a regulation on one portion of the property or ownership interest will not amount to a taking if the property as a whole continues to have a reasonable economic use.
- On the rare occasion that a taking is found to have occurred, the community does not have to buy the entire property. Damages are payable only for a temporary taking for the

period in which the regulations were in effect. Generally, the measure of damages will take into account the difference in value of the property without the offending regulations in place and with them, an appropriate interest rate to be applied for the temporary loss of value, and the length of time the regulations were in effect.

- As part of legislation, lawmakers should include an administrative process that allows those who administer the law to consider the specific effect of the law on an individual landowner, and -- consistent with the interest of the public being protected -- afford an administrative relief process for undue economic hardship.

C Rehabilitation Credit Planning Checklist

- Determine whether the building is listed in the National Register or is located in a registered historic district.

- Check the county assessor's records or other local authority and determine when the building was first placed in service. Generally, buildings younger than 50 years are not considered contributing structures to a historic district.

- Plan for the building to be income-producing, either as industrial, commercial, or rental residential.

- Be sure at least 50% of the external walls will be retained as external walls upon rehab completion.

- Develop plans and generate cost estimates for rehabilitation. Determine if these costs when compared to the adjusted base of building are substantial.

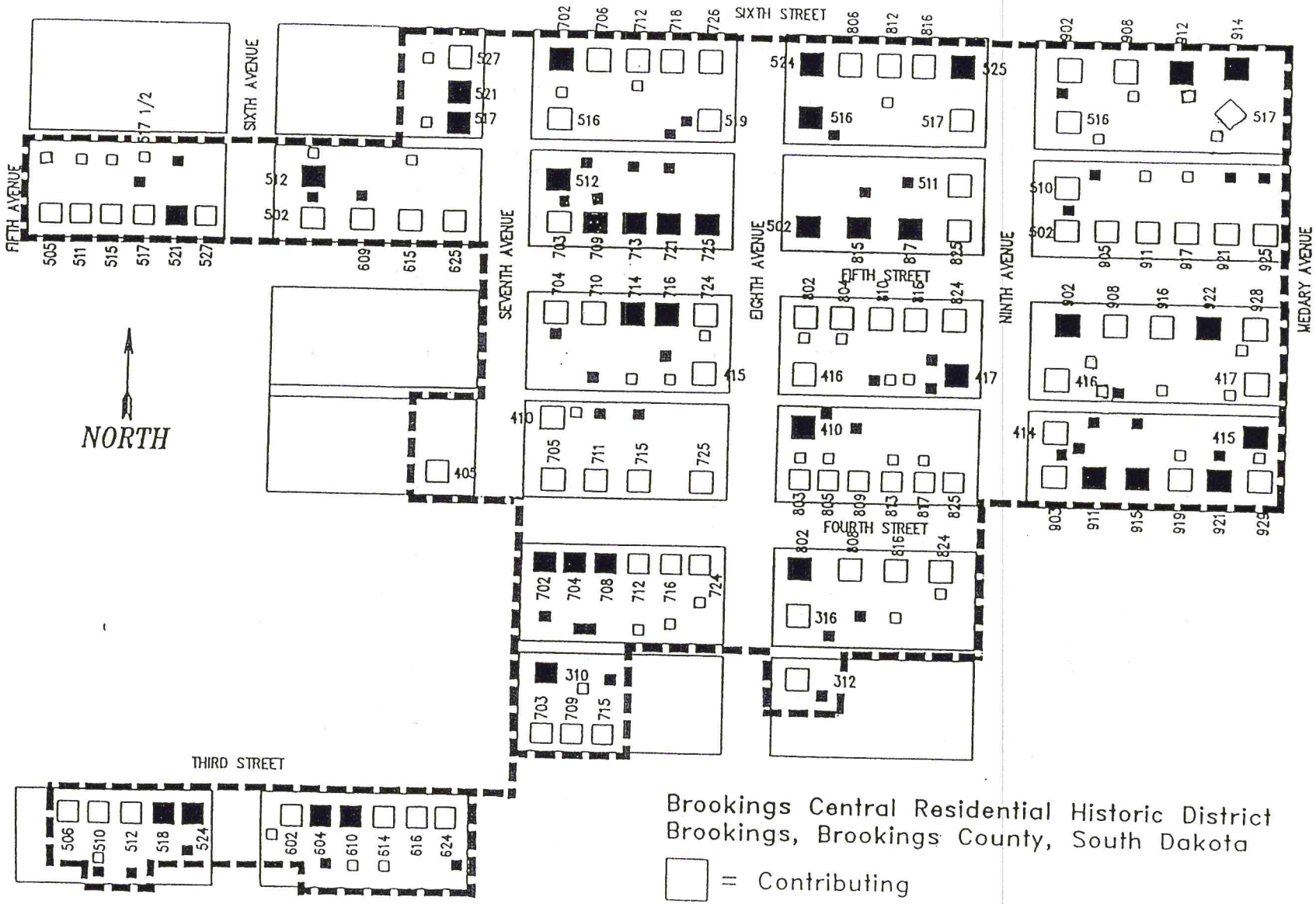
- Consult with the State Historic Preservation Office to make sure that the Secretary of Interior's Standards and Guidelines are met.

- Complete a Historic Preservation Certification Application in cooperation with the State Historic Preservation Office to secure certification from the Secretary of Interior that 1, the building is historic, and that 2, the proposed rehabilitation work is in keeping with the Secretary of the Interior's Standards for Rehabilitation.

- Submit the application to the State Historic Preservation Office before submission to the National Park Service, which makes the final certification decision following consideration of the State Historic Preservation Offices's recommendations.

- Pay the National Park Service a fee for reviewing the rehabilitation certification request. The fee is based on the cost of rehabilitation.

- Receive a preliminary approval of proposed work before construction work begins.



Brookings Central Residential Historic District
Brookings, Brookings County, South Dakota

= Contributing

= Non-contributing

December 14, 1993
Not to Scale

D City of Brookings National Register of Historic Places Listings

1. Central Residential Historic District

Property Name	Address	Built	Listed
Brooke Sonder House	506 Third Street	1887	06/04/94
Homer Dwiggins House	510 Third Street	1924	06/04/94
Ella Hauxhurst House	512 Third Street	pre-1884	06/04/94
C. W. Higgins House	518 Third Street	pre-1884	06/04/94
Morehouse Building	524 Third Street	1905	06/04/94
Clyde & Florence Tidball House	602 Third Street	ca. 1925	06/04/94
Mary Guerdette House	604 Third Street	ca. 1913-16	06/04/94
J. W. Linn House	610 Third Street	ca. 1913-16	06/04/94
Carolina Blakeslee House	614 Third Street	ca. 1916-19	06/04/94
W. B. Hanson House	616 Third Street	1935	06/04/94
Ruben Matson House	624 Third Street	ca. 1889-90	06/04/94
Gilbert Weaver House	703 Third Street	1935	06/04/94
Arthur Alton House	709 Third Street	1913	06/04/94
W. D. Allison House	715 Third Street	ca. 1884-86	06/04/94
Henry Arneson House	702 Fourth Street	1933	06/04/94
Floyd & Ida Sebering House	704 Fourth Street	1942	06/04/94
George & Eva Wright House	705 Fourth Street	1900	06/04/94
John Alton House	708 Fourth Street	1891	06/04/94
Herman & Iva Hauff House	711 Fourth Street	1915	06/04/94
John & Emma Vrenegor House	712 Fourth Street	1915	06/04/94
Dr. G. J. & Helen Coller House	715 Fourth Street	1897	06/04/94
Mary Deeth House	716-18 Fourth Street	1884-86	06/04/94
Wilbur M. Johnson House	724 Fourth Street	1915	06/04/94
Dyar & Emma Campbell House	725 Fourth Street	1894	06/04/94
John P. Ashbaugh House	802 Fourth Street	1914	06/04/94

Property Name	Address	Built	Listed
S. H. Van Lanningham House	803 Fourth Street	1914	06/04/94
E. C. Sheldon House	805 Fourth Street	1917	06/04/94
Frank & Ada Ellis House	808 Fourth Street	1914	06/04/94
Winifred Kendall House	809 Fourth Street	ca. 1917	06/04/94
Catherine Nolan House	813 Fourth Street	ca. 1917-19	06/04/94
E. R. Bartling House	816 Fourth Street	1937	06/04/94
Alvin & Ruby Schulz House	817 Fourth Street	1941	06/04/94
George & Florence Etting House	824 Fourth Street	1891	06/04/94
Dr. Alfred & Anna Hyde House	825 Fourth Street	1890	06/04/94
Joseph & Elizabeth Catlett House	903 Fourth Street	1908	06/04/94
Ellsworth F. McCarl House	911 Fourth Street	1914	06/04/94
S. H. McCarl House	915 Fourth Street	1914	06/04/94
P. M. Orin House	919 Fourth Street	ca. 1886-89	06/04/94
J. H. Farrington House	921 Fourth Street	1913	06/04/94
George & Elisa Sexauer House*	929 Fourth Street	1900	01/26/90
James Walestra House	505 Fifth Street	1890	06/04/94
Susan Dutcher House	511 Fifth Street	1919	06/04/94
Nels Gullick House	515 Fifth Street	1917	06/04/94
W. H. Connell House	517 Fifth Street	1888	06/04/94
J. E. McGill House	517½ Fifth Street	1908	06/04/94
Anna Connell House	521 Fifth Street	1919	06/04/94
First Baptist Church	527 Fifth Street	1918	06/04/94
Leslie Finger House	609 Fifth Street	1942	06/04/94
Selma Wetterburg House	615 Fifth Street	1943	06/04/94
Methodist Episcopal Church	625 Fifth Street	1904	06/04/94
Dr. Addison & Kate Harris House	703 Fifth Street	1915	06/04/94
Presbyterian Church House	704 Fifth Street	1914	06/04/94
Birdie Chidester House	709 Fifth Street	1949	06/04/94
Calvin Quail House	710 Fifth Street	ca. 1939	06/04/94

Property Name	Address	Built	Listed
John Alton House	713 Fifth Street	1897	06/04/94
Hettie Fry House	714 Fifth Street	ca. 1921	06/04/94
A. Fry House	716 Fifth Street	1917	06/04/94
Charles Lentz House	721 Fifth Street.	ca. 1890-95	06/04/94
Louis & Sadie Skiff House	724 Fifth Street	1900	06/04/94
John T. & Caroline Nelson House	725 Fifth Street	1895	06/04/94
Frank Pond House	802 Fifth Street	1907	06/04/94
Anson Swift House	804 Fifth Street	1937	06/04/94
C. E. West House	810 Fifth Street	ca. 1887-89	06/04/94
Andrew Budahl House	815 Fifth Street	ca. 1898-1900	06/04/94
Clarence & Frances West House	816 Fifth Street	ca. 1892	06/04/94
L. E. Bartling House	817 Fifth Street	1956	06/04/94
Charles & Mary Skinner House	824 Fifth Street	1909	06/04/94
H. H. & Fannie Reeves House	825 Fifth Street	1901	06/04/94
Tom Behrand House	902 Fifth Street	1981	06/04/94
Bertha Stewart House	905 Fifth Street	1933	06/04/94
Baptist Parsonage*	908 Fifth Street	1914	06/04/94
Edwin & Lillie Williams House	911 Fifth Street	1906	06/04/94
Lillie Williams House	916 Fifth Street	1902	06/04/94
Thomas & Bergetha Wold House	917 Fifth Street	1918	06/04/94
Forrest & Violet Simmons House	921 Fifth Street	1932	06/04/94
Henry Grommersch House	922 Fifth Street	1950	06/04/94
Edward Scott Lorimer House	925 Fifth Street	1889	06/04/94
Perry & Bessie Peterson House	928 Fifth Street	1898	06/04/94
Lena Hubbert House	702 Sixth Street	1937	06/04/94
Mrs. John Rittman House	706 Sixth Street	ca. 1919	06/04/94
John Gill House	712 Sixth Street	ca. 1920	06/04/94
E. C. Palmer House	718 Sixth Street	ca. 1901-03	06/04/94
St. Paul's Episcopal Church	726 Sixth Street	1917	06/04/94

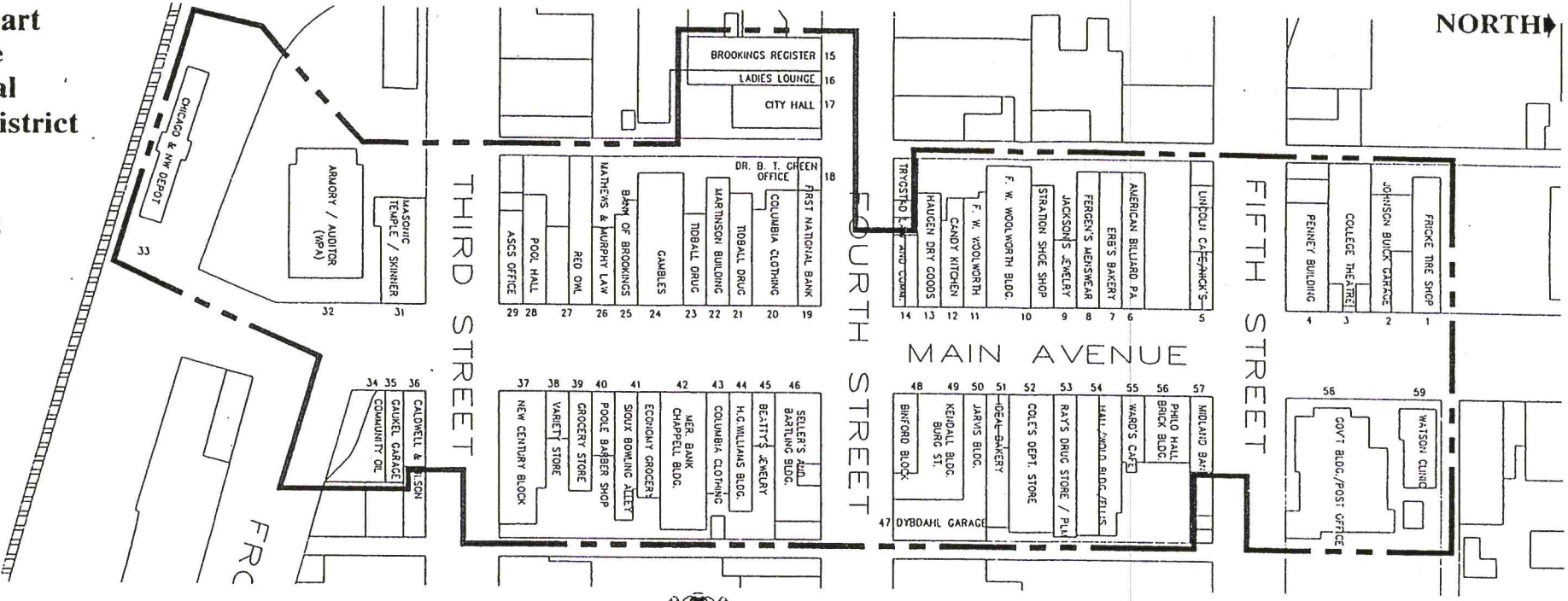
Property Name	Address	Built	Listed
J. O. Andrews House	806 Sixth Street	ca. 1892-94	06/04/94
F. M. Kramer House	812 Sixth Street	ca. 1901-05	06/04/94
Bill Haugen House	816 Sixth Street	ca. 1898-1900	06/04/94
Frank & Nellie Schouweiler House	902 Sixth Street	1901	06/04/94
E. A. Wing House	908 Sixth Street	1934	06/04/94
Thomas Norby House	912 Sixth Street	1920	06/04/94
Amoco	ca. 914 Sixth Street	post-1945	06/04/94
Dexter & Maud Bunday House	502 Sixth Avenue	1900	06/04/94
House	512 Sixth Avenue	ca. 1916-28	06/04/94
Open Bible Church	310 Seventh Avenue	1951	06/04/94
First Presbyterian Church	405 Seventh Avenue	1900	06/04/94
Elizabeth Hanson House	410 Seventh Avenue	1925	06/04/94
Kate Harris House	512 Seventh Avenue	1916	06/04/94
Edith Hubbard House	516 Seventh Avenue	1937	06/04/94
C. M. Fassett House	517 Seventh Avenue	1915	06/04/94
Ed Wing House	521 Seventh Avenue	1919	06/04/94
A. E. Bunday House	527 Seventh Avenue	1917	06/04/94
Anton Dokken House	312 Eighth Avenue	1915	06/04/94
House	316 Eighth Avenue	ca. 1920	06/04/94
E. C. Sheldon House	410 Eighth Avenue	ca. 1915	06/04/94
C. A. Lacke House	415 Eighth Avenue	ca. 1915	06/04/94
Fanny Spooner House	416 Eighth Avenue	1916	06/04/94
House	502 Eighth Avenue	1968	06/04/94
W. J. Ray House	516 Eighth Avenue	1947	06/04/94
Episcopal Parsonage	519 Eighth Avenue	ca. 1917	06/04/94
Walter & Vivian Distad	524 Eighth Avenue	1953	06/04/94
J. W. Catlett Carriage House	414 Ninth Avenue	ca. 1907-09	06/04/94
Kathryn Mitchell House	416 Ninth Avenue	1943	06/04/94
Calving & Marilyn Krulish House	417 Ninth Avenue	1964 moved	06/04/94

Property Name	Address	Built	Listed
Ethel Van Cleve House	502 Ninth Avenue	1943	06/04/94
H. P. Hanson House	510 Ninth Avenue	1937	06/04/94
Catholic Rectory	511 Ninth Avenue	ca. 1905; 1963 moved	06/04/94
P. J. Scarbro House	516 Ninth Avenue	1923	06/04/94
Bryon L. Wilson House	517 Ninth Avenue	1897; 1934 moved	06/04/94
Ingram R. Rohl House	525 Ninth Avenue	1949	06/04/94
House	415 Medary Avenue	1954	06/04/94
H. J. Schoenwether House	417 Medary Avenue	ca. 1914-16	06/04/94
H. E. Dawes Apartments	517 Medary Avenue	1919	06/04/94

* Individually listed in the National Register of Historic Places

The Heart of the Central Business District

MAP AND GUIDE TO THE SITES



Site No.	Historic Name	Property Address	Date Built
1	Fricke Tire Shop	515 Main	1919
2	Johnson Buick Garage	509 Main	1914
3	College Theatre	505/507 Main	1940
4	Penney Building	501 Main	1927
5	Lincoln Cafe/Nick's	427 Main	1932
6	American Billiard Parlor	421 Main	1920
7	Erb's Bakery	419 Main	1959
8	Fergen's Men's Wear	417 Main	1955
9	Jackson's Jewelry	415 Main	1959
10	Stratton Shoe Shop	413 Main	1940
10	F.W. Woolworth Bldg.	409 Main	1940
11	F.W. Woolworth (1)	407 Main	1928
12	Candy Kitchen	405 Main	1920
13	Haugen, E.E. Dry Goods	403 Main	1917
14	Trygstad Law Office	401 Main	1917
15	Brookings Register Bldg.	306 Fourth St.	1936
16	Ladies' Lounge	308 Fourth St.	1952
17	City Hall	310 Fourth St.	1912
18	Dr. B.T. Green Office	318 Fourth St.	1914
19	First National Bank	327 Main	1919
20	Columbia Clothing	323 Main	1926
21	Tidball Drug	321 Main	1926
22	Martinson Building	319 Main	1926
23	Tidball Drug	317 Main	1919
24	Gamble's	315 Main	1952
24	Gamble's	313 Main	1952
25	Bank of Brookings	311 Main	1900
26	Mathews & Murphy Law	309 Main	1900
27	Raak Harness Shop	305 Main	1926
27	Red Owl	307 Main	1926
28	Pool Hall	303 Main	1936
29	ASCS Office	301 Main	1958
30	Dybdahl Garage	319 Third St.	1905
31	Masonic Temple/Skinner	225 Main	1894
32	Armory-Auditorium	221 Main	1937
33	Chicago & N.W. Depot	117 Main	1904
34	Community Oil	222 Main	1952
35	Gaukel Garage	224 Main	1927
36	Caldwell & Wilson	226 Main	1910
37	New Century Block	302 Main	1901
38	Variety Store	304 Main	1930
39	Grocery Store	306 Main	1900
40	Poole Barber Shop	308 Main	1917
41	Sioux Bowling Alley	312 Main	1936
41	Economy Grocery	310 Main	1936
42	Merchants Bank	314/316 Main	1903
43	Columbia Clothing	318 Main	1922
44	H.G. Williams Bldg.	320 Main	1916
45	Beatty's Jewelry	322 Main	1918
46	Seller's & Bartling	324/326 Main	1926
47	Dybdahl Garage	411 Fourth St.	1919
48	Binford Block	400 Main	1899
49	Kendall Building	402 Main	1919
50	Jarvis Building	406 Main	1916
51	Ideal Bakery	408 Main	1933
52	Cole's Dept. Store	410 Main	1937
53	Ray's Drug Store/PLM	414 Main	1927
54	Hall/Wold Bldg./Ellis	418 Main	1914
54	Hall/Wold Bldg/Ellis	416 Main	1914
55	Ward's Cafe	420 Main	1950
56	Philo Hall Brick Bldg.	422 Main	1928
57	Midland Bank	426 Main	1920
58	Govt. Bldg., Post Office	500 Main	1914
59	Watson Clinic	510½ Main	1939

This border is reproduced from the 1917-1918 Opera House (#3) season poster.

D City of Brookings National Register of Historic Places Listings

2. Brookings Historic Commercial District

Property Name	Address	Built	Listed
Chicago & Northwestern Depot*	117 Main Avenue	1904	10/08/76
Armory-Auditorium	221 Main Avenue	1937	04/19/88
Community Oil	222 Main Avenue.	1952	04/19/88
Gaukel Garage	224 Main Avenue	1927	04/19/88
Masonic Temple/Skinner	225 Main Avenue	1894	04/19/88
Caldwell & Wilson	226 Main Avenue	1910	04/19/88
ASCS Office	301 Main Avenue	1958	04/19/88
New Century Block	302 Main Avenue	1901	04/19/88
Pool Hall	303 Main Avenue	1936	04/19/88
Variety Store	304 Main Avenue	1930	04/19/88
Raak Harness Shop	305 Main Avenue	1926	04/19/88
Grocery Store	306 Main Avenue	1900	04/19/88
Red Owl	307 Main Avenue	1926	04/19/88
Poole Barber Shop	308 Main Avenue	1917	04/19/88
Mathews & Murphy Law Office	309 Main Avenue	1900	04/19/88
Economy Grocery	310 Main Avenue	1936	04/19/88
Bank of Brookings	311 Main Avenue	1900	04/19/88
Sioux Bowling Alley	312 Main Avenue	1936	04/19/88
Gamble's	313 Main Avenue	1952	04/19/88
Merchants Bank	314/316 Main Avenue	1903	04/19/88
Gamble's	315 Main Avenue	1952	04/19/88
Tidball Drug	317 Main Avenue	1919	04/19/88
Columbia Clothing	318 Main Avenue	1922	04/19/88
Martinson Building	319 Main Avenue	1926	04/19/88
H.G. Williams Building	320 Main Avenue	1916	04/19/88

Property Name	Address	Built	Listed
Tidball Drug	321 Main Avenue	1926	04/19/88
Beatty's Jewelry	322 Main Avenue	1918	04/19/88
Columbia Clothing	323 Main Avenue	1926	04/19/88
Seller's & Bartling	324/326 Main Avenue	1926	04/19/88
First National Bank	327 Main Avenue	1919	04/19/88
Binford Block	400 Main Avenue	1899	04/19/88
Trygstad Law Office*	401 Main Avenue	1917	04/19/88
Kendall Building	402 Main Avenue	1919	04/19/88
E. E. Haugen Dry Goods	403 Main Avenue	1917	04/19/88
Candy Kitchen	405 Main Avenue	1920	04/19/88
Jarvis Building	406 Main Avenue	1916	04/19/88
F.W. Woolworth (1)	407 Main Avenue	1928	04/19/88
Ideal Bakery	408 Main Avenue	1933	04/19/88
F.W. Woolworth Building	409 Main Avenue	1940	04/19/88
Cole's Department Store	410 Main Avenue	1937	04/19/88
Stratton Shoe Shop	413 Main Avenue	1940	04/19/88
Ray's Drug Store/PLM	414 Main Avenue	1927	04/19/88
Jackson's Jewelry	415 Main Avenue	1959	04/19/88
Hall/Wold Building/Ellis	416 Main Avenue	1914	04/19/88
Fergen's Men's Wear	417 Main Avenue	1955	04/19/88
Hall/Wold Building/Ellis	418 Main Avenue	1914	04/19/88
Erb's Bakery	419 Main Avenue	1959	04/19/88
Ward's Cafe	420 Main Avenue	1950	04/19/88
American Billiard Parlor	421 Main Avenue	1920	04/19/88
Philo Hall Brick Building	422 Main Avenue	1928	04/19/88
Midland Bank	426 Main Avenue	1920	04/19/88
Lincoln Cafe/Nick's Burgers Building*	427 Main Avenue	1932	11/06/86
Government Building/Post Office	500 Main Avenue	1914	04/19/88
Penney Building	501 Main Avenue	1927	04/19/88

Property Name	Address	Built	Listed
College Theatre	505/507 Main Avenue	1940	04/19/88
Johnson Buick Garage	509 Main Avenue	1914	04/19/88
Watson Clinic	510½ Main Avenue	1939	04/19/88
Fricke Tire Shop	515 Main Avenue	1919	04/19/88
Dybdahl Garage	319 Third Street	1905	04/19/88
Brookings Register Building	306 Fourth Street	1936	04/19/88
Ladies' Lounge	308 Fourth Street	1952	04/19/88
City Hall*	310 Fourth Street	1912	04/19/88
Dr. B. T. Green Office	318 Fourth Street	1914	04/19/88
Dybdahl Garage	411 Fourth Street	1919	04/19/88

*Individually listed in the National Register of Historic Places

UNIVERSITY RESIDENTIAL HISTORIC DISTRICT

D City of Brookings National Register of Historic Places Listings

3. University Residential Historic District

Property Name	Address	Built	Listed
T. Steadman House	616 Fifth Avenue	1897	02/12/99
Bjerke House	620 Fifth Avenue	1932	02/12/99
Homer Rexford House	624 Fifth Avenue	1895	02/12/99
Fred Cole House	628 Fifth Avenue	ca. 1920	02/12/99
L. C. Deming House	704 Fifth Avenue	1901	02/12/99
John Johnson House	705 Fifth Avenue	1897	02/12/99
Farrankopf House	710 Fifth Avenue	1895	02/12/99
H. O. Simon House	711 Fifth Avenue	1920	02/12/99
L. C. Deming House	715 Fifth Avenue	1910	02/12/99
A. O. Anderson House	607 Sixth Avenue	ca. 1930	02/12/99
Olaf Johnson House	611 Sixth Avenue	1900	02/12/99
House	612 Sixth Avenue	ca. 1920	02/12/99
William Achteberg House	615 Sixth Avenue	1901	02/12/99
F. H. Barton House	617 Sixth Avenue	1900	02/12/99
E. A. Hanson House	618 Sixth Avenue	1914	02/12/99
H. C. Hanson House	621 Sixth Avenue	1910	02/12/99
Patterson House	622 Sixth Avenue	1925	02/12/99
Urban Mathias House	625 Sixth Avenue	1940	02/12/99
Bird House	626 Sixth Avenue	ca. 1930	02/12/99
House	629 Sixth Avenue	ca. 1915	02/12/99
Clay Smith House	630 Sixth Avenue	ca. 1930	02/12/99
P. W. Waltz House	704 Sixth Avenue	1920	02/12/99
Otterness House	705 Sixth Avenue	1919	02/12/99
Frank Simmons House	708 Sixth Avenue	1909	02/12/99
Gagel House	711 Sixth Avenue	1901	02/12/99

Property Name	Address	Built	Listed
House	714 Sixth Avenue	1905	02/12/99
Dr. B. T. Green House	715 Sixth Avenue	1913	02/12/99
Arthur Marvin House	716 Sixth Avenue	1915	02/12/99
A. A. Bohl House	719 Sixth Avenue	1916	02/12/99
Niels Hansen House	720 Sixth Avenue	1897	02/12/99
G. L. Flittie House	725 Sixth Avenue	ca. 1935	02/12/99
Evans House	726 Sixth Avenue	1901	02/12/99
C. G. Peterson House	728 Sixth Avenue	1894	02/12/99
P. O. Peterson House	729 Sixth Avenue	1898	02/12/99
W. A. Caldwell House*	804 Sixth Avenue	1902	11/03/86
Dr. M. C. Tank House	812 Sixth Avenue	ca. 1940	02/12/99
Kendall House	819 Sixth Avenue	ca. 1945	02/12/99
Coffey House	820 Sixth Avenue	ca. 1930	02/12/99
Van Fishback House	825 Sixth Avenue	1915	02/12/99
H. H. Korstad House	828 Sixth Avenue	1899	02/12/99
House	835 Sixth Avenue	ca. 1910	02/12/99
John Olberg House	905 Sixth Avenue	1899	02/12/99
Turner House	610 Seventh Avenue	ca. 1920	02/12/99
C. E. Hall House	613 Seventh Avenue	ca. 1915	02/12/99
Walter Lee House	616 Seventh Avenue	1940	02/12/99
House	617 Seventh Avenue	1915	02/12/99
House	620 Seventh Avenue	ca. 1945	02/12/99
Tinker House	623 Seventh Avenue	1922	02/12/99
Lizzie Nelson House	628 Seventh Avenue	ca. 1925	02/12/99
Frank Barton House	629 Seventh Avenue	1901	02/12/99
Rossman House	703 Seventh Avenue	1909	02/12/99
H. E. Spaulding House	708 Seventh Avenue	1928	02/12/99
Professor C. Larson House	711 Seventh Avenue	1920	02/12/99
Spaulding House	712 Seventh Avenue	1935	02/12/99

Property Name	Address	Built	Listed
A. T. Grove House	715 Seventh Avenue	1907	02/12/99
Hans Jerde House	718 Seventh Avenue	1892	02/12/99
Ralph Marden House	722 Seventh Avenue	1899	02/12/99
W. H. Deeth House	723 Seventh Avenue	1907	02/12/99
Lew Skinner House	811 Seventh Avenue	ca. 1925	02/12/99
Vance House	812 Seventh Avenue	1930	02/12/99
William Cameron House	815 Seventh Avenue	1921-24	02/12/99
Henry Bloem House	816 Seventh Avenue	1935	02/12/99
Emil Hanson House	819 Seventh Avenue	1935	02/12/99
House	820 Seventh Avenue	1910	02/12/99
Carl Fletcher House	824 Seventh Avenue	1935	02/12/99
John Whitmus House	828 Seventh Avenue	1914	02/12/99
Ramey House	829 Seventh Avenue	1900	02/12/99
Dr. J. Taylor House	911 Seventh Avenue	1928	02/12/99
Prof. Beard House	917 Seventh Avenue	ca. 1920	02/12/99
O. W. Slocum House	918 Seventh Avenue	1935	02/12/99
H. Carr House	920 Seventh Avenue	1940	02/12/99
A. R. Johnson House	921 Seventh Avenue	1916-20	02/12/99
George Purvis House	923 Seventh Avenue	ca. 1920	02/12/99
Clifford Hillyer House	928 Seventh Avenue	ca. 1945	02/12/99
P. H. Collins House	929 Seventh Avenue	1931-34	02/12/99
Jack Barnes House	610 Eighth Avenue	ca. 1940	02/12/99
House	611 Eighth Avenue	ca. 1945	02/12/99
J. F. Erwin House	616 Eighth Avenue	1905	02/12/99
V. O. Nelson House	617 Eighth Avenue	1948	02/12/99
C. D. Kendall House	620 Eighth Avenue	1909	02/12/99
Elmer Sexauer House	627 Eighth Avenue	1916	02/12/99
A. J. Kendall House	628 Eighth Avenue	1915	02/12/99
L. J. Bortnem House	705 Eighth Avenue	1933	02/12/99

Property Name	Address	Built	Listed
Donelson House	711 Eighth Avenue	1947	02/12/99
J. D. Grover House	714 Eighth Avenue	1909	02/12/99
Forrest Fenn House	715 Eighth Avenue	1940	02/12/99
Rio Miner House	718 Eighth Avenue	1907	02/12/99
House	719 Eighth Avenue	1940	02/12/99
8th & 8th Apartments	720 Eighth Avenue	ca. 1985	02/12/99
House	721 Eighth Avenue	ca. 1940	02/12/99
Sweenhardt House	810 Eighth Avenue	1907	02/12/99
D. B. Doner House	816 Eighth Avenue	1945	02/12/99
E. Gilbertson House	817 Eighth Avenue	ca. 1925	02/12/99
G. N. Rude House	821 Eighth Avenue	1901	02/12/99
C. H. Michel House	822 Eighth Avenue	1917	02/12/99
Ole Rude House	825 Eighth Avenue	1901	02/12/99
N. E. Hansen House	828 Eighth Avenue	1911-12	02/12/99
House	908 Eighth Avenue		02/12/99
Dodsley House	915 Eighth Avenue	ca. 1925	02/12/99
Apartments	916 Eighth Avenue	ca. 1970	02/12/99
Ross Davies House	921 Eighth Avenue	ca. 1935	02/12/99
N. T. Nelson House	924 Eighth Avenue	1919	02/12/99
Simonson House	928 Eighth Avenue	1920	02/12/99
House	1011 Eighth Avenue	ca. 1960	02/12/99
Clark Martin House	929 Eighth Avenue	1925	02/12/99
T. Tolagson House	611 Ninth Avenue	1919	02/12/99
House	616 Ninth Avenue	1945	02/12/99
Lutheran Church	621 Ninth Avenue	ca. 1965	02/12/99
Lutheran Church	629 Ninth Avenue	ca. 1970	02/12/99
Charles Class House	705 Ninth Avenue	1913	02/12/99
William Glaesman House	709 Ninth Avenue	1933	02/12/99
House	710 Ninth Avenue	1948	02/12/99

Property Name	Address	Built	Listed
Neil Stewart House	715 Ninth Avenue	1909	02/12/99
Elliott House	718 Ninth Avenue	1920	02/12/99
Dr. McCracken House	719 Ninth Avenue	1901	02/12/99
E. J. Hart House	723 Ninth Avenue	1918	02/12/99
Binnewies House	803 Ninth Avenue	1916	02/12/99
Best Apartments	810 Ninth Avenue	1924	02/12/99
House	811 Ninth Avenue	1916	02/12/99
House	816 Ninth Avenue	ca. 1960	02/12/99
Worden House	819 Ninth Avenue	1910-15	02/12/99
H. C. Hanson	820 Ninth Avenue	1915	02/12/99
House	823 Ninth Avenue	1910	02/12/99
Student Center	919 Ninth Avenue	ca. 1920	02/12/99
Lundeen House	923 Ninth Avenue	1912	02/12/99
W. R. Richards House	929 Ninth Avenue	1915	02/12/99
Dr. Gulbrandsen House	623 Medary Avenue.	1920	02/12/99
William Gamble House	627 Medary Avenue	1936	02/12/99
Shop/House	709 Medary Avenue	ca. 1930	02/12/99
H. K. Klages House	711 Medary Avenue	1935	02/12/99
Randlett House	717 Medary Avenue	1920	02/12/99
T. L. Chappell House	721 Medary Avenue	1916	02/12/99
Johnson House	601 Sixth Street	ca. 1935	02/12/99
Gilbert Gullick House	605 Sixth Street	1915-16	02/12/99
Real estate offices	611 Sixth Street	1998	02/12/99
Mr. Movies	615 Sixth Street	1997	02/12/99
Henry Skinner House	703 Sixth Street	1897	02/12/99
James Sloan House	707 Sixth Street	ca. 1920	02/12/99
Charles Gullick House	711 Sixth Street	1909	02/12/99
Shop/House	715 Sixth Street	1928	02/12/99
J. W. Holliday House	721 Sixth Street	1907	02/12/99

Property Name	Address	Built	Listed
Harold Kellogg House	725 Sixth Street	ca. 1935	02/12/99
Phillips House	803 Sixth Street	ca. 1910	02/12/99
House	805 Sixth Street	1955	02/12/99
White House	811 Sixth Street	1909	02/12/99
C. Westcott House	817 Sixth Street	1901	02/12/99
Cole House	825 Sixth Street	ca. 1948	02/12/99
E. Johnson House	901 Sixth Street	1919	02/12/99
Philo Hall House	907 Sixth Street	1903	02/12/99
Madsen House	917 Sixth Street	1937	02/12/99
House	517 Seventh Street	ca. 1960	02/12/99
House	611 Seventh Street	ca. 1950	02/12/99
House	616 Seventh Street	ca. 1920	02/12/99
House	617 Seventh Street	ca. 1940	02/12/99
Conrad Lee House	702 Seventh Street	1913	02/12/99
M. Carlisle House	703 Seventh Street	1899	02/12/99
House	706 Seventh Street	ca. 1910	02/12/99
John Groff House	710 Seventh Street	1921-24	02/12/99
H. Fishback House	711 Seventh Street	1900	02/12/99
Poole House	716 Seventh Street	1899	02/12/99
Starkson Dental Office	717 Seventh Street	1948	02/12/99
Starkson House	725 Seventh Street	1939	02/12/99
Archibald House	805 Seventh Street	1910	02/12/99
House	811 Seventh Street	ca. 1950	02/12/99
House	817 Seventh Street	ca. 1950	02/12/99
J. Blakely House	902 Seventh Street	1915	02/12/99
Warner House	903 Seventh Street	1916-20	02/12/99
Steen House	906 Seventh Street	1917	02/12/99
D. S. Wycoff House	907 Seventh Street	ca. 1920	02/12/99
R. C. Wycoff House	911 Seventh Street	ca. 1920	02/12/99

Property Name	Address	Built	Listed
House	915 Seventh Street	ca. 1935	02/12/99
Fred Crosser House	919 Seventh Street	1931-34	02/12/99
Grahamn House*	927 Seventh Street	1892	06/03/94
House	521 Eighth Street	ca. 1945	02/12/99
House	612 Eighth Street	ca. 1940	02/12/99
House	616 Eighth Street	1920	02/12/99
Coffey House	617 Eighth Street	1941-43	02/12/99
House	620 Eighth Street	ca. 1940	02/12/99
P. N. Pedersen House	621 Eighth Street	1921	02/12/99
Fred Harms House	624 Eighth Street	1921-23	02/12/99
Carl Schultz House	702 Eighth Street	ca. 1920	02/12/99
Christopherson House	703 Eighth Street	1901	02/12/99
Nelson House	708 Eighth Street	ca. 1930	02/12/99
Charles Collins House	711 Eighth Street	ca. 1914	02/12/99
W. S. Elliott House	716 Eighth Street	1916	02/12/99
Austin House	719 Eighth Street	1941	02/12/99
William Elliott House	722 Eighth Street	1899	02/12/99
Carl Harza House	723 Eighth Street	ca. 1895	02/12/99
Warnstead House	803 Eighth Street	ca. 1925	02/12/99
Harold Carter House	807 Eighth Street	1924-25	02/12/99
Lester Guss House	809 Eighth Street	ca. 1940	02/12/99
E. J. Waby House	815 Eighth Street	1934	02/12/99
A. Poole House	819 Eighth Street	1909	02/12/99
Bucholz House	824 Eighth Street	1915	02/12/99
Robert Storm House	902 Eighth Street	1924	02/12/99
House	903 Eighth Street	1918-19	02/12/99
T. H. Cox House	906 Eighth Street	1935	02/12/99
House	907 Eighth Street	1919	02/12/99
Walter Schaffner House	910 Eighth Street	ca. 1930	02/12/99

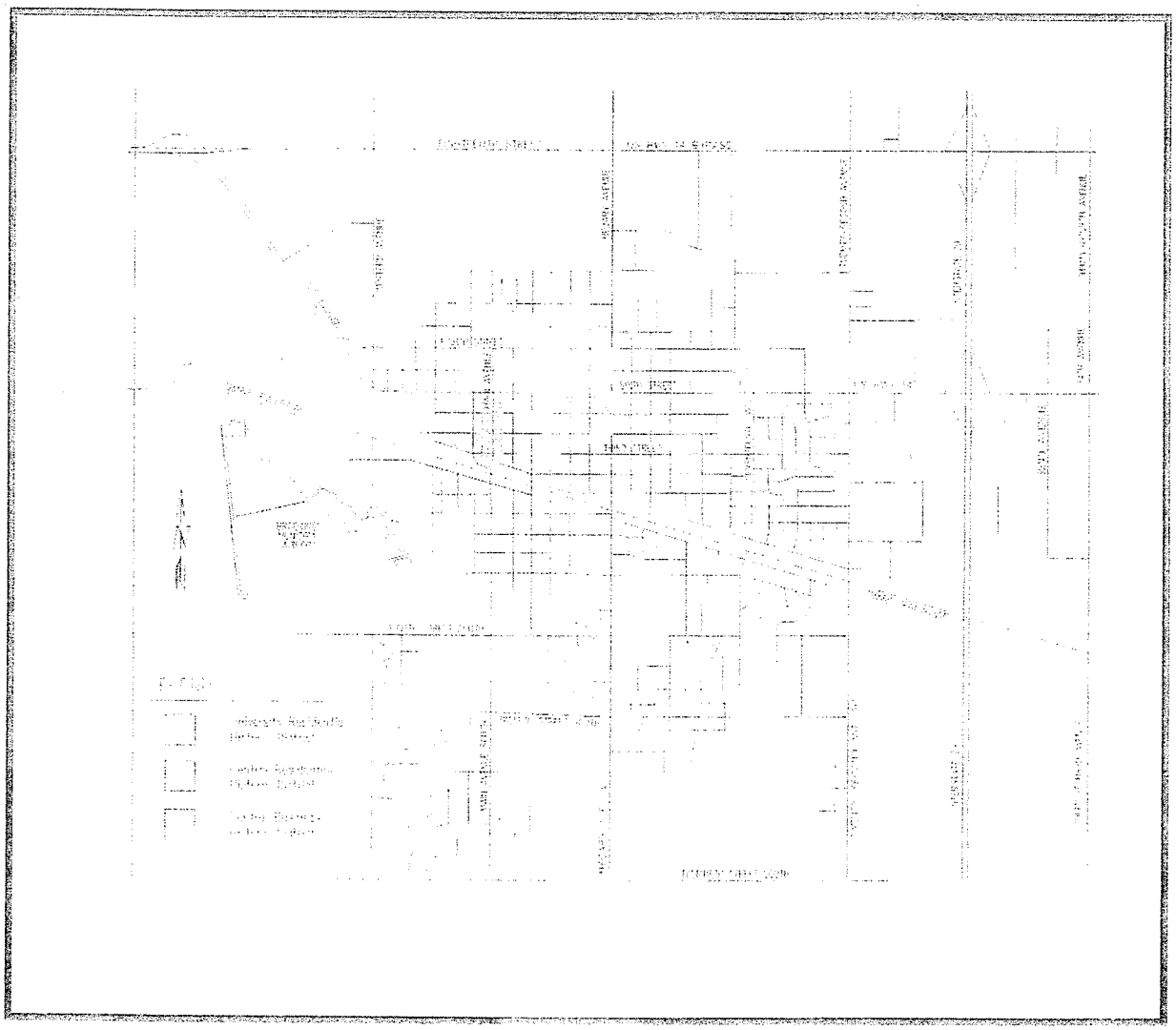
Property Name	Address	Built	Listed
House	911 Eighth Street	1918-19	02/12/99
Crothers House	914 Eighth Street	1940	02/12/99
Matt Bedessem House	915 Eighth Street	1915	02/12/99
House	919 Eighth Street	1928-30	02/12/99
H. L. Kohler House	922 Eighth Street	ca. 1920	02/12/99
Carr House	923 Eighth Street	1927	02/12/99
House	928 Eighth Street	ca. 1925	02/12/99
Tidball House	605 Ninth Street	1901	02/12/99
R. D. Anderson House	609 Ninth Street	ca. 1950	02/12/99
James Thornber House	610 Ninth Street	1919	02/12/99
John Mattson House	615 Ninth Street	1940	02/12/99
House	616 Ninth Street	ca. 1965	02/12/99
Arbogast House	617 Ninth Street	ca. 1930	02/12/99
F. D. Norton House	625 Ninth Street	1910	02/12/99
A. Farrankopf House	703 Ninth Street	1915	02/12/99
J. G. Hutton House	707 Ninth Street	1916	02/12/99
G. L. Brown House	715 Ninth Street	1913	02/12/99
House	716 Ninth Street	ca. 1940	02/12/99
House	720 Ninth Street	ca. 1945	02/12/99
House	721 Ninth Street	ca. 1940	02/12/99
Arthur Crosier House	725 Ninth Street	1900	02/12/99
House	803 Ninth Street	ca. 1940	02/12/99
Apartments	809 Ninth Street	ca. 1970	02/12/99
Apartments	815 Ninth Street	ca. 1970	02/12/99
Bergeim House	816 Ninth Street	1920	02/12/99
G. C. Bunday House	821 Ninth Street	1941-43	02/12/99
Purdy House	824 Ninth Street	ca. 1920	02/12/99
A. B. Chase House	825 Ninth Street	1915	02/12/99
Mitchell House	902 Ninth Street	1910	02/12/99

Property Name	Address	Built	Listed
House	912 Ninth Street	ca. 1920	02/12/99
E. C. Chilcott House	619 Harvey Dunn Avenue	1900	02/12/99
House	625 Harvey Dunn Avenue	ca. 1960	02/12/99
House	701 Harvey Dunn Avenue	1933-35	02/12/99
House	705 Harvey Dunn Avenue	ca. 1930	02/12/99
E. W. Hardies House	709 Harvey Dunn Avenue	1925	02/12/99
Lloyd West House	713 Harvey Dunn Avenue	1938	02/12/99
W. Leary House	716 Harvey Dunn Avenue	1927-30	02/12/99
Raymond Greo House	723 Harvey Dunn Avenue	1946	02/12/99
House	803 Harvey Dunn Avenue	1948	02/12/99
House	808 Harvey Dunn Avenue	ca. 1945	02/12/99
William Wold House	809 Harvey Dunn Avenue	ca. 1930	02/12/99
Kuhlman House	815 Harvey Dunn Avenue	1918	02/12/99
N. P. Larson House	819 Harvey Dunn Avenue	1938	02/12/99
Lyle Sitt House	821 Harvey Dunn Avenue	ca. 1930	02/12/99
House	824 Harvey Dunn Avenue	ca. 1940	02/12/99
Dan Seney House	825 Harvey Dunn Avenue	1935	02/12/99

*Individually listed in the National Register of Historic Places

Historic Districts

City of Brookings



D City of Brookings National Register of Historic Places Listings

4. Individually Listed Properties

Property Name	Address	Built	Listed
William H. and Elizabeth Beals House	1302 Sixth Street		06/09/92
Brookings City Hall	410 Fourth Street	1912	06/17/82
Brookings County Courthouse	314 Sixth Avenue	1912	12/12/76
W. A. Caldwell House	804 Sixth Avenue	1902	11/03/86
Carnegie Public Library	524 Fourth Street	1915	05/07/80
Chicago & Northwestern Railroad Depot	117 Main Avenue	1904	10/08/76
Coolidge Sylvan Theatre	Medary Avenue	1927	02/26/87
Coughlin Campanile	Medary Avenue	1929	02/26/87
Experimental Rammed Earth Machine Shed	NW corner SDSU	1934	08/26/93
Experimental Rammed Earth Wall	Medary Avenue/SDSU	1934	06/28/91
Fishback Estate/Barn	501 Eighth Street	1902	03/09/87
Grahamn House	927 Seventh Street	1892	06/03/94
G. A. Matthews House	423 Eighth Street	1896	11/06/86
Nick's Hamburger Shop	427 Main Avenue	1932	11/06/86
George P. & Elisa Sexauer House	929 Fourth Street	1900	01/26/90
Stock Judging Pavilion	Eleventh Street & Medary Avenue	1918	10/19/78
Trygstad Law & Commerce Building	401 Main Avenue	1917	02/23/84
Wenona Hall & Wecota Hall	Medary Avenue	1909	05/07/80
Woodbine Cottage	929 Harvey Dunn Avenue	1887	01/26/90
Woodbine Cottage Experimental Rammed Earth Wall	Tenth Street & Medary Avenue	1934	06/28/91

E Glossary of Preservation-Related Terms

Arcade A series of rounded arches supported by columns.

Arched Bay
Bay windows with arched tops.

Architectural Design Control
Public regulation of the design of buildings or their alterations, the uses of land and development intensity, typically with requirements which vary among designated districts, and other matters, including: parking, signs, and site design.

Art Deco
A building style featuring strong and fluid linear and geometric forms, with sleek smooth surfaces.

Balcony
A projection from a wall, supported by posts or brackets with a low railing, outside a window or door.

Balconette
A false balcony constructed with a low railing; generally a balcony not big enough to stand upon.

Balustrade
A series of balusters (short pillars) connected on top by coping or a handrail (top rail) and sometimes on the bottom by a bottom rail; used on staircases, balconies, porches, etc.

Bargeboard
A richly ornamented board placed on the verge (incline) of a gable to conceal the ends of rafters.

Battered Pier
An oversized structural support, which slopes from a large base to a narrower top.

Bay Window
At least three joined windows, which project from the wall of a building and are structurally supported from the base of the building.

Beaux Arts
A building style characterized by large arches, varied stone finishes, monumental columns, classical ornament, and projecting facades.

Beltcourse
A narrow decorative feature, often brick, around the middle of a building.

Bevel Siding
See Clapboard.

Beveled Glass
Glass in which edges are ground and polished to form an angled border, used for entrance doors and other ornamental work.

BHPC Brookings Historic Preservation Commission

Brick Headers
Bricks laid with the ends toward the face of a wall.

Brick Stretchers
Bricks laid with the sides toward the face of a wall.

Bungalow
A building style characterized by a squat appearance, featuring large bracketed overhangs, shallow roof pitch, and distinctive central dormer.

Business Zoning
Zoning which allows commerce, retailing, and perhaps industry at that location.

Buttresses
The way the structural load of a roof is supported by an exterior reinforcement.

Castellation
See crenelation.

Clapboard
Wooden siding made up of boards that are thicker on the bottom edges, which overlap the top edges of the boards underneath to shed weather.

Clerestories
A row of transom windows above display windows typically in commercial buildings.

Cluster Zoning
Regulation allowing developers to concentrate housing units in one part of a parcel, and to preserve the remaining portion of the parcel as open space for conservation or recreation.

Community Development Corporation
An organization formed by residents of an area to stimulate, finance, and sometimes operate local businesses or housing.

Compact Form
Housing, services, and places of employment arranged in close proximity, without large intervening areas of undeveloped land.

Compactness
The degree of proximity among housing units, services, and places of employment.

Cone A roof shaped like a cone, often finishing a tower.

Corbel A kind of bracket produced by successive courses of masonry or wood which extends beyond the wall surface.

Corinthian
An elaborate, foliated column capital.

Cornice The projection at the top of a wall; the top course or molding of a wall when it serves as a crowning member.

Crenelation
A tower parapet that simulates the squares and spaces of a defensive parapet; associated with castles.

Cupola Terminal design element which may be square or round and rises above a main roof.

Datestone
Decorative element which identifies the date of building construction.

Deadwood Fund
South Dakota state grant program for acquisition, retention, or rehabilitation of historic buildings, structures, and sites listed in the National Register of Historic Places.

Demolition Delay Law
A regulation requiring for specified historic structures that there be notification of intent to demolish, and provision of time for public intervention.

Density The number of families, individuals, dwelling units, or amount of building cubage per unit of land.

Dentils Small square blocks found in series on many cornices, moldings, etc. providing a decorative border between roof and wall.

Developer Fees
Public charges over and above taxes, imposed on those doing development to offset the costs of development-related public services or facilities.

Development Impact Criteria
Specific standards for such things as traffic congestion, stormwater flows and erosion.

Doric A very plain column capital.

Dormer A vertical window projecting from the slope of a roof; usually provided with its own roof.

Eastlake
A Victorian building style named after Charles Eastlake, which features geometric details.

Egress and Buffering Controls
Regulations governing the location and design of driveways (egress), and the provision of landscaping, fences, berms, or other means for controlling visual and other impact on streets or neighbors (buffering).

Elliptical
Oblong, but narrowed to rounded ends and widest at the middle.

Environmental Protection
Efforts to avoid damage to natural systems, such as air, water, or wildlife habitats, and to avoid degradation of the human environment through noise, visual blight, or other harmful impacts.

Eyelid or Eyebrow Dormer
A curved roof line over a dormer which resembles the curve of an eyelid or eyebrow.

Facade The principal face or front elevation of a building.

Fanlight
A semicircular or fan-shaped window frequently over the entrance.

Fish Scale Siding
A wedge-shaped piece of wood siding, shaped like the scales on a fish.

Fissured
Cracks or clefts.

Flared Gable
Sweeping rafter ends which project beyond building walls.

Fluted Column
A column featuring vertical ridges or flute-like grooves.

Foliated Stone
Cut stone which looks like leaves or foliage.

Frieze Either a plain or fancy band found below a cornice.

Gable The triangular end of an exterior wall in a building with a ridged roof.

Ghost Signs
Fading painted advertising signs on a building.

Growth Timing Controls
Regulations which directly govern when a development may begin, or how rapidly it may be completed (as distinct from controls, such as large lot requirements, which often indirectly implement the same intent).

High Density
An amount of building, population, or other activity which is judged to be large relative to the land area it occupies.

Historic District
An area officially designated as historically significant because of association with the past, or because of structures with architectural importance.

Historic Preservation
The protection, rehabilitation, and restoration of communities, districts, sites, buildings, structures, and artifacts significant to history, architecture, archeology or culture.

Historic Settlement Patterns
Inherited arrangements of buildings, roads, and open spaces in developed communities.

Historic South Dakota Foundation
P.O. 113 (215 West Sioux, 2nd Floor)
Pierre, South Dakota 57501
605-945-0409

Hood A protective and sometimes decorative cover above doors, windows, or other projections from a wall surface.

Ionic The top of a column which curves downward and inward on either side.

International Style
A building style featuring rounded corners, smooth surface, and characterized by minimal ornament.

Keystone
A wedge-shaped stone found at the center of an arch, often simulated in wood structures.

Lancet A window with a pointed arch top.

Lap Siding
See Clapboard.

Lintels A horizontal structural bar over an opening.

Lug Sill A sill which extends beyond the bottom of a window or door.

Marquee
A movie theater's projecting sign with current attractions posted.

Master or Comprehensive Plan
A document intended to guide the physical and, sometimes, economic development of a community or region, typically with long-range intent, and including both analysis and proposals.

Medallions
Ornamental blocks found under a cornice or on a parapet, often round or shield-shaped.

Modillions
Ornamental blocks or brackets used in series to support the overhang of a roof.

Mortar The sand-concrete-water mixture used to adhere rows of brick or stone together.

Motif A single or repeated unit of design or color.

National Register of Historic Places
Official list of the nation's properties worthy of preservation, kept by the National Park Service.

National Trust for Historic Preservation
Mountains/Plains Regional Office
910 16th Street, Suite 1100
Denver, Colorado 80202
303-623-1504

Neo-Classical
A building style less theatrical than Beaux Arts with monumental size, symmetry, giant column, and smooth stone surfaces.

Oculus A round window.

On-site Parking Regulations
Controls requiring parking to be provided on the premises to serve uses being developed there.

Oriel Window
A bay window located above the first floor level; usually supported by brackets or corbels.

Parapet A low wall or protective railing; often used around a balcony or balconette, or along the edge of a roof.

Pediment
A triangular section framed by a horizontal molding on its base and two sloping moldings on each of its sides, used as a crowning element for doors, windows, mantel and gable ends.

Pilasters
A rectangular column or shallow pier attached to a wall; often decorated to represent a classical column with a base, shaft, and capital.

Planning
Formulating strategies or programs for achieving some end; an ongoing process intended to help public and private decision-makers arrive at sound decisions about the future of the community which includes both making plans and seeking their implementation.

Port Cochere
An open, canopy-like building entrance designed to shelter carriages, vehicles, and their passengers; literally a coach port.

Public Utility Service Area
The area within which public water, public sewerage, or other public utility is or may be provided.

Regional Land Trust
A private, nonprofit tax-exempt corporation which seeks to preserve land through real estate transactions, operating a larger-than-local scale.

Rusticated Stone
Hewn stone blocks with rough surfaces.

Scenic Road Controls
Regulations for protection of designated existing roads and their bordering trees in the event of construction along them.

Setback The distance between a street line and the front line of a permitted building.

Shed A roof which slopes in one direction.

Shiplap Siding
See Clapboard.

SHPO State Historic Preservation Office
Cultural Heritage Center
900 Governors Drive
Pierre, South Dakota 57501-2217
605-773-3458

Sidelights
Glass frame usually around an entrance door.

Site (or Development) Plan Review
Regulatory review of the arrangement of buildings, landscaping, parking, and other elements on the site, or the provisions for circulation and utilities, and sometimes of impacts such as noise or hazards.

Sprawl A settlement pattern where development is widely dispersed at relatively low density, typically but not always bypassing many vacant parcels.

Strip Development
A long, and usually, shallow ribbon of commercial or retail development along a major road.

Subdivision Regulations
Controls over the division of land into lots and the provision of streets and utilities to serve them.

Transom
Above a window or door, an opening to admit light and air.

Terra cotta
Fired clay which may or may not be glazed, used as an exterior building finish and ornamental details.

Tower Tall architectural element which may be an integral part of a building or free-standing, topped with a spire, or pyramidal roof.

Turrets A small tower which is an integral part of building, topped with a spire, or pyramidal roof.

Tympanum
The triangular or segmental space enclosed by a pediment or arch above a window or door(s).

Utility Avoidance
Managing development so that public water and sewer will not be needed.

Vergeboard
See Bargeboard.

Victorian
A building style, named for Queen Victoria, which was popular during her reign, and is characterized by a profusion of ornamental architectural details.

Witch's Cap
See Cone.

Window Heads
A straight or curved decorative feature over a window.

Vernacular
Native or peculiar to a certain locality.

Zoning Regulations
Controls over the use of land and development intensity, typically with requirements varying among designated districts, and often including controls over parking, signs, site design, and other matters.

F Qualifications of Consultants & Peer Reviewers

Betty Anne Beierle
Principal, Community Heritages Associates

Beierle brings 17 years of grassroots, state, and national preservation experience to the Brookings Preservation Plan. She provides organizational and technical assistance to individuals, groups, communities, and statewide organizations and agencies in Colorado, Oklahoma, North Dakota, South Dakota, and Wyoming. Her comprehensive understanding of downtown and historic real estate development enables her to balance historic considerations with building codes, budget, community development, and coalition-building. She has personally led statewide and local preservation groups, guided growth of other state and local organizations, and battled in courts and capitols for protection of historic resources.

Rheba Massey
Local History Archivist, City of Fort Collins Public Library

Massey served the Fort Collins, Colorado, Landmark Preservation Commission as member and chair, and guided development of the Fort Collins Historic Preservation Plan, a highly successful model for communities throughout the Rocky Mountain and Great Plains region. In addition to Historic Old Town, a vital and lively downtown area well-protected by city historic preservation ordinance and local design guidelines, the Fort Collins Preservation Plan addresses almost 700 historic structures, sites, and landscapes.

Sheila Bricher-Wade
Deputy State Historic Preservation Officer, Wyoming State Historic Preservation Office

Bricher-Wade's 20 years of experience with the Wyoming State Historic Preservation Office expedited review for the South Dakota Historic Preservation Office.

Pratt Cassity
Executive Director, National Alliance of Historic Preservation Commissions

Cassity's national perspective and understanding of the challenges facing local preservation commissions, familiarity with successful preservation plans, and particularly his first-hand knowledge of Brookings' preservation strengths and opportunities added to the review.

Jacquie Fuller
South Dakota Advisor, National Trust for Hisstoric Preservation

As past Mayor, Lead, South Dakota, and Member, Lead Historic Preservation Commission Fuller brought a local government official's and preservation advocate's understanding to the review.

Phil Herr
Advisor Emeritus, National Trust for Historic Preservation, and

Professor of Planning and Community Development at Massachusetts Institute of Technology.

Among many other accomplishments, Herr authored Saving Place, a manual for communities dedicated to balancing preservation of community character with sound community growth and development.

Mary Humstone

Private Preservation Consultant, immediate-past Assistant Director, Mountains/Plains Regional Office, National Trust for Historic Preservation

Humstone supervised preservation field services in the eight-state Mountains/Plains Region and regularly evaluated preservation plans. She is the founder of the highly successful BARN AGAIN! program and brought her knowledge of agricultural resources and cultural landscape preservation to the review.

Robert Nieweg

Regional Attorney/Program Associate

Mountains/Plains Regional Office National Trust for Historic Preservation

Nieweg provides technical preservation services to preservationists in Montana, Nebraska, South Dakota, and Utah, and reviewed the legal components of the Preservation Plan.

Amy Webb

Director, Heritage Tourism Program, National Trust for Historic Preservation

Webb provides fee-for-service technical assitance in heritage tourism development for communities, states, and regions and advocates for heritage tourism issues.

Jeane Wharton

Executive Director, Historic South Dakota Foundation

Wharton brought a unique knowlege and understanding of historic preservation issues statewide in South Dakota to the review process.

Nore Winter

Past President, National Alliance of Historic Preservation Commissions

Winter's years of service with the Boulder Landmarks Preservation Commission and Historic Boulder, Inc., and outstanding design guidelines expertise make him one of the nation's most accomplished preservation professionals. The University of Colorado is located in Boulder, providing Winter with substantial knowledge of cooperative planning in a university community for the review.

Mark Wolfe

Director, State of Colorado State Historical Fund

Past Preservation Planner, City of Deadwood, South Dakota

Wolfe guided Deadwood's preservation renaissance through profound political, fiscal, and administrative challenges, and brought a singular understanding of local preservation issues and Historic Preservation Commission dynamics in South Dakota to the review.

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