

Brookings Historic Preservation Commission 2016 Annual Report

DEPARTMENT: Brookings City Clerk

PURPOSE: The Brookings Historic Preservation Commission was created by resolution in August 1985 by the city of Brookings. In 1989, the City of Brookings adopted a historic preservation ordinance, Ordinance 5-89, which ratified the Commission's purpose to allow the city to engage in a comprehensive program of historic preservation to promote the inspiration, pleasure and enrichment of the citizens of Brookings through the identification, documentation, preservation, promotion and development of the city's historic resources. The Commission's current enabling Ordinance No. 09-03 was adopted by the City Council on April 22, 2003.

STATUTORY RESPONSIBILITIES: Pursuant to SDCL 1-19B, the BHPC may exercise the following powers, duties and responsibilities in addition to the powers, duties and responsibilities stated elsewhere in this ordinance:

- (1) To preserve, promote and develop the historical resources of the City;
- (2) To conduct a survey of local historic properties complying with all applicable standards and criteria of the statewide survey undertaken by the Office of History of the South Dakota Department of Tourism;
- (3) To participate in the conduct of land use, urban renewal, and other planning processes undertaken by the city;
- (4) To acquire fee and lesser interests in historic properties including adjacent to or associated lands by purchase, bequest or donation, with consent of the City Council. All lands, buildings, structures, sites, areas, or objects acquired by funds appropriated by the city shall be acquired in the name of the city unless otherwise provided by the City Council. These properties may be maintained by or under the supervision and control of the city. If acquired by funds other than those appropriated by the city, the lands, buildings or structures may be held in the name of the BHPC, the city or both;
- (5) To preserve, restore, maintain, and operate historic properties which are under the ownership or control of the BHPC the city or both;
- (6) To acquire, with the consent of the City Council, by purchase, donation, or condemnation, historic easements in any area within the city provided the city determines the acquisition will be in the public interest. For the purpose of this section, "historic easement" means any easement, restriction, covenant or condition running with the land, designated to preserve, maintain or enhance all or part of the existing state of places of historical, architectural, archaeological or cultural significance;
- (7) To lease, sell and otherwise transfer or dispose of, with the consent of the City Council, historical properties subject to rights of public access and other covenants that will preserve the historical qualities of such properties and in a manner that will preserve the properties within the city;
- (8) To promote and conduct an educational and interpretive program on historic properties within the city;
- (9) To recommend ordinances and otherwise provide information for the purpose of historic preservation to the City Council;

- (10) To recommend to the Board of Appeals exemptions from the currently adopted Building Code or other building-related regulations pertaining to exterior features of historic property;
- (11) To contract with the state or the federal government, or any agency of either government, and with other organizations and individuals;
- (12) To cooperate with the federal, state and other local governments in the pursuance of the objectives of historic preservation;
- (13) To investigate and report on the historical, architectural, archaeological, or cultural significance of a property under consideration for local designation by the City Council;
- (14) To adopt written guidelines based on the Secretary of the Interior's Standards for Rehabilitation in order to assist owners who are making exterior changes to their historic properties;
- (15) To negotiate with owners of historic properties and other interested persons when the designated property may be demolished, materially altered, remodeled or relocated;
- (16) To assist the Local Historic District Study Committee when it investigates and reports to the City Council on proposed local historic districts; and
- (17) To attend informational and educational programs covering the duties of the BHPC and current developments in historic preservation.

MEMBERS: All Certified Local Government "CLG" Commissions must maintain at least two "professional" members from the disciplines of history, architectural history, architecture, archeology, planning, urban planning, American studies, American civilization, cultural geography or cultural anthropology. At least three of the total membership must be nonprofessional members, who represent a demonstrated interest, experience, or knowledge in historic preservation. The Brookings Historic Preservation Commission may have up to 10 members and not less than 7. The 2016 composition was as follows:

1. Leah Brink, Chair
2. Angie Boersma, Vice Chair (Architect) **
3. Jessica Garcia-Fritz (Architect)**
4. Dr. Janet Gritzner (Urban Planning) **
5. Greg Heiberger
6. Virginia James
7. Janet Merriman
8. Les Rowland (Architect) **
9. Dr. Dennis Willert

Shari Thornes, Staff

** "Professional Member" per National Park Service standards

PROGRAMS AND SERVICES: The National Historic Preservation Act of 1966 established a nationwide program of financial and technical assistance to preserve historic properties -- buildings, structures, neighborhoods, and other places of importance in the historic and cultural life of the nation. A local government can participate directly in this program when the State Historic Preservation Officer certifies that the local government has established its own historic preservation commission and a program meeting Federal and State standards. A local government that receives such certification is known as a "Certified Local Government" or CLG.

State Historic Preservation Offices across the United States began certifying local governments in 1985. In August 1985, the Brookings Historic Preservation Commission became a member of the Certified Local Government program; a local, state and federal partnership. The primary goal of the Certified Local Government Program, administered by the National Park Service, is to integrate local government and

historic preservation. This national initiative provides valuable technical assistance and small grants to local governments. A major incentive of the CLG program is the pool of grant funds State Historic Preservation Offices (SHPOs) set aside to fund local historic preservation projects. CLGs are the only eligible applicants for these funds. Local, state and federal law support Brookings Historic Preservation Commission activities.

To remain a Certified Local Government and eligible for funding, the BHPC must comply with various performance measurements that include:

1. Document volunteer hours
2. Conduct an ongoing survey of historic resources
3. Enforce state and local preservation legislation
4. Submit status and completion reports on all projects
5. Submit written requests for variations to funded projects
6. Create and implement a preservation plan
7. Submit an annual report per National Park Service guidelines
8. Hold at least one public workshop annually
9. Conduct at least one public education activity annually
10. Attend state sponsored preservation training opportunities

FUNDING: Funding for grants to Certified Local Governments comes from the Historic Preservation Fund (HPF), a Federal grants program appropriated by the U.S. Congress and administered by the National Park Service (NPS), which provides financial support to State Historic Preservation Offices (SHPOs) and the National Trust for Historic Preservation. Under the provisions of the National Historic Preservation Act of 1966, as amended, SHPOs are required to award at least 10% of their annual HPF monies to CLGs in their state. As a certified local government, Brookings is eligible to compete with other local governments for a portion of the state's preservation fund share on a matching basis. These funds are designed to supplement city programs, not sustain them.

ELIGIBLE PROJECTS / NATIONAL PARK SERVICE: Projects eligible for the NPS Historic Preservation Fund and the criteria used for selection are developed annually by each State Historic Preservation Office (SHPO). CLG project types that have been funded in Brookings include the following:

- * Architectural, historical, archeological surveys, and oral histories
- * Preparation of nominations to the National Register of Historic Places
- * Research and development of historic context information
- * Staff work for historic preservation commissions, including designation of properties under local district ordinances
- * Writing or amending preservation ordinances
- * Preparation of preservation plans
- * Public information and educational activities
- * Development and publication of design guidelines
- * Publication of historic site inventories
- * Preparation of zoning studies
- * Development and publication of walking/driving tours
- * Training for commission members and staff
- * Development of architectural drawings and specifications
- * Preparation of facade studies or condition assessments

- * Rehabilitation and restoration of properties individually listed in the National Register of Historic Places or contributing to a National Register historic district.

2016 BHPC FUNDING SOURCES, SCHEDULE AND PROJECTS: Funding for the BHPC's programs operates on three fiscal calendar years: local (Jan-Dec), state (July-June), and Federal (Oct-Sept). The annual National Park Service Grant funding criteria and priorities are generally published in March with funding awarded in June of each year by the State Historic Preservation Office. Each CLG is eligible for \$2000 of basic funding and additional "supplemental" funding for special projects. The BHPC's funding for 2016 consisted of the following sources:

- City of Brookings
Funding Cycle: January 1, 2016 to December 31, 2016
Funding: \$3,600
- 2015/2016 (June 1, 2015-July 15, 2016)
\$19,720 originally, \$27,220 final
Amendment #1: Extended to July 15th
Amendment #2: \$700
Amendment #3: \$6900
Status: Closed
 1. Self-Help Workshop for Property Owners
 2. Board Development Training - National Trust for Historic Preservation 2015 Conference
 3. Central & University Residential District Plaques
 4. National Alliance of Preservation Commissions CAMP & Statewide CLG meeting
- 2016/2017 (June 1, 2016 -May 31, 2017)
\$19,720
Status: Open
 1. Bob Yapp Self-Help Workshop for Property Owners
 2. Central & University Residential District Plaques design, purchase, and installation
 3. National Alliance of Preservation Commissions Conference

HISTORIC RESOURCES: RECORDATION AND PRESERVATION: This program consists of photographic, written and computerized recordation of historic sites and properties, primarily by commission members with assistance from volunteer community members and city staff. Larger documentation projects may also involve professional consultants. As a long-term benefit, this program provides a permanent record of our community's resources for future generations. It also assists in research projects and future restoration projects. Former and current community residents and/or their relatives, future residents and generations, state and national archives, state and local elected officials, community leaders and organizations, and city officials are served by this program.

National Register of Historic Places. The National Register of Historic Places was created by the United States government to recognize properties which contribute to the prehistoric and historic development of our localities, states and nation. Through the National Historic Preservation Act of 1966, each state participates in the identification and recognition of these important sites. In this way, we preserve the visible elements of our country's heritage for future generations. There were no new National Register listings in 2016.

Local Register. Pursuant to city ordinance and statutory authority, the City of Brookings has the ability to create the Brookings Local Register. A Local Register will afford considerably more legal protection

to historic resources than previously provided. The BHPC continued its work to develop a Local Register program in the City of Brookings.

Legal implications for failure to comply with city and state processes. Two exterior projects occurred in 2016 in which the property owner failed to obtain a building permit and did not comply with the 11.1 review process. The Brookings City Attorney and city staff reviewed the legal implication for failure to comply with local and state processes.

Threatened Historic Properties.

- WPA National Guard Armory

SDCL 1-19A-11.1 Review documentation as required by the State Preservation Office on threatened properties. SDCL 1-19A-11.1 requires local governments to extend certain protections to historic properties listed on national, state or local registers. Local governments are not to issue a permit for any project that would encroach upon, damage or destroy a designated property if there is a feasible and prudent alternative that would prevent such encroachment, damage or destruction. Cities have both the authority and duty to deny a permit for any project adversely affecting an historic property if there is a feasible and prudent alternative that will eliminate or mitigate the adverse impact.

Key Highlights:

- The law pertains to any governmental entity issuing a permit of any kind.
- Municipalities and local preservation commissions are required to apply the state administrative standards to reviews performed pursuant to SDCL 1-19A-11.1.
- The applicant bears burden of proving that the conditions for the permit have been met. They must show absence of feasible and prudent alternatives and appropriate planning to minimize harm.
- Applicant must consider all reasonable alternative plans, not just the least expensive option.
- Any determination of existence or non-existence of feasible and prudent alternatives must be supported by sufficient facts.
- Project opponents can suggest alternatives, but those suggested alternatives must be supported by sufficient facts to indicate they are feasible and prudent.
- Cities have both the authority and duty to deny a permit for any project adversely affecting an historic property if there is a feasible and prudent alternative that will eliminate or mitigate the adverse impact. The project may not proceed.
- A proponent's proposed use of the historic property is relevant, though not necessary determinative, consideration.
- An alternative need not necessarily be compatible with the proposed described in the project application (i.e. scaling back, different use, integrating old into new construction, selling).
- An alternative need not afford the highest or most profitable use to be prudent, but is prudent so long as it provides some viable economic use for the projected property.
- Hardship does not encompass increased restoration or rehab costs caused by an owner's neglect of basic maintenance and repair.

11.1 Reviews in 2016: The Brookings Historic Preservation Commission and/or staff processed 26 reviews in 2016.

PUBLIC EDUCATION ACTIVITIES & ISSUES: When local citizens and organizations are kept abreast of local preservation issues and opportunities, as well as state and national program availability, the community at large will benefit through revitalized neighborhoods and a proactive approach to long-term community preservation. Additionally, a community which has attractive, well-maintained and diverse historic properties is a likely candidate for increased heritage tourism dollars.

Annual Mayor’s Awards for Historic Preservation. The BHPC and Brookings Mayor annually award property owners who have done exceptional restoration or rehabilitation projects on historic homes and businesses. The 2016 Mayor’s Awards for Historic Preservation presentations were held in conjunction with the Butler Human Rights Award and the ABLE Awards at the Swiftel Center on Thursday, November 10, 2016, from 5:00 p.m. to 7:00 p.m., with the program beginning at 6:00 p.m.

- 824 5th Street, Dave & Diane Kosbau, carriage house – New Construction
- 616 3rd Street, Pat Fishback – Overall Restoration
- Teen Challenge of the Dakotas (former Sawnee Hotel) 3rd Avenue & 4th Street, Mike & Denise Gilmartin – Adaptive Reuse
- 317 4th Street, Burlage Peterson Realty & Auctioneers – Sympathetic Infill
- 414 Main Avenue, Units A-F, Chamber Lofts – Adaptive Reuse

Historic Trolley in Central Residential Historic District. The Commission hosted the third annual Trolley Rides in Central Residential Historic District during the Downtown Festival of Lights Parade on Thursday, December 1, from 5 to 7p.m. The BHPC worked with the Convention & Visitor’s Bureau, Downtown Brookings, Inc. and Arts Council on the cross-promotion plan. BHPC members provided six guided tours highlighting historic properties in the Central District with approximately 100 attending.

11.1 Review Informational Campaign. The Commission’s Public Education Committee continued its work to assist and coordinate BHPC public education efforts. Projects in 2016 included the annual 11.1 review informational campaign to property owners, realtors and contractors; social media content; and the 11.1 process “at-a-glance” document. Additionally, they developed a short Survey Monkey survey for inclusion with property owner letters. The survey also requested email contact information for purposes of updating property owners about workshops and other opportunities.



Preservation Month Activities.

- Booth @ ReStore Earth Day Event – May 14th. Habitat for Humanity ReStore held an Earth Day celebration on May 14th. The Sustainability Council sponsored a combined “city” table of sustainability-minded organizations to include the bike, historic preservation, human rights, and sustainability groups. The Commission agreed to participate, which would include staffing the table and providing materials.

- Green Drinks – May 26th, 5:30 p.m.



Angie Boersma, BHPC Vice Chair, was the Sustainability Council’s guest speaker for “Green Drinks” on May 26, 5:30 p.m. at Wooden Legs Brewing Company. Speakers give a 10 minute presentation on sustainability issues with questions and answers. The talks are held on the last Thursday of the month at 5:30 p.m.

- Brookings Register Column. Green Drink’s participants are also asked to provide a 600 word corresponding column for the Brookings Register. Virginia James submitted, “Sustaining Our Shared Heritage,” for publication in the Brookings Register. This activity was identified as a 2016 goal under “Foster Preservation Partnerships (DBI, SHPO, NT, Sustainability, Bikes).”

- Historic Sites on Bikes Tour – May 27, 5:30 p.m.
The Brookings Bicycle Advisory Committee held several events during National Bike Month in May. A group of local riders, Critical Mass, sponsor a one-hour ride the last Friday of the month @ 5:30 p.m. and typically pick a theme. They agreed to combine the ride with historic preservation and stop at various sites to hear a narrative. The BBAC promoted this event for bike month, which also happens to be historic preservation month. A subcommittee of BHPC and Bike Committee members developed a route and Garcia-Fritz prepared a script. Boersma was the lead docent. This activity was identified as a 2016 goal under “Foster Preservation Partnerships (DBI, SHPO, NT, Sustainability, Bikes).”



Comprehensive Master Plan. BHPC members Boersma and Garcia-Fritz were appointed to represent the Historic Preservation Commission on the City’s Comprehensive Master Plan Steering Committee. The purpose of the Comprehensive Master Plan Advisory Committee is to assist the City in developing a new Comprehensive Master Plan. The Advisory Committee’s mission is to build consensus around a comprehensive strategy for Brookings’ future by engaging community input and advise the process of developing the Plan. The Committee will collaborate with the Planning Commission and city staff to complete the plan.

District Marker Program. The Brookings Historic Preservation Commission received funds for National Register markers for the Brookings Central Residential Historic District and University Residential Historic District. The Commission designed a district-specific small, cast bronze plaque to be located next to the front door. The plaques will invite questions and dialogue about historic preservation. Expansion of the signage program will also improve general public knowledge of our local heritage, encourage others to seek Register listings, and promote the preservation of our historic resources. BHPC member Jessica Garcia Fritz designed both plaques. Installation for both districts is scheduled for spring 2017.



National Alliance of Preservation Commissions CAMP. The Brookings Historic Preservation Commission received grant funding to sponsor an onsite 1 ½ day National Alliance of Preservation Commissions “CAMP” training for the Brookings Historic Preservation Commission and any other interested South Dakota Commission members and staff. CAMP (Commission Assistance and Mentoring Program) is the signature training offered by National Alliance of Preservation Commissions (NAPC). The program consisted Chair Training, Legal Basics, Meeting Procedures, Building Public Support, Reading Plans, Identifying and Designating Historic Resources, Standards and Guidelines and a Hands-on Design Exercise. An additional half day was dedicated to long range preservation planning. All statewide CLG members were invited to attend the training, in conjunction with the statewide CLG meeting.

Statewide CLG Meeting. The BHPC hosted the 2016 Statewide CLG meeting on August 11-12, 2016 in conjunction with the NAPC Camp. Thirty commission members and staff, along with State Historic Preservation Office staff, attended representing Brown County, Clay County, Rapid City, Huron, Pierre, Fort Pierre, Sioux Falls, and Vermillion. Brookings showcased a “pilot” mobile application to digitize existing brochures during statewide preservation conference.

Sustainability Public Awareness Campaign. The BHPC once again collaborated with the City’s Sustainability Council on their annual poster campaign to promote sustainable efforts in the community including reuse of historic buildings. The Sustainability Council promoted its 12 posters via monthly print ads in the paper, tab inserts in specialty issues, and an online campaign. Two of the twelve posters promote the reuse of buildings and historic preservation. SDSU’s Marketing & Communication Department photographed the participants and designed the posters.



TECHNICAL ASSISTANCE

Staff and State and National preservation office personnel are primarily responsible for answering property owner tax project and eligibility questions, as well as conducting site visits at the request of the property owners. When state or national preservation office staff are in Brookings, as many site visits and consultations as possible are scheduled, to maximize benefits from the visit.

The technical assistance services directly benefit local property owners by answering their preservation-related questions, providing alternative options if applicable, and affording them free, ongoing expert advice. Informed property owners are more likely to use all of their options in maintaining their own historic properties, frequently purchase and rehabilitate additional historic properties, and often let other historic property owners know of the services available, continuing the preservation cycle.

In 2016, the following technical assistance services are provided:

- ❑ Served on the Brookings Downtown, Inc. Board of Directors (Commission)
- ❑ Researched possible funding sources (Commission/Staff)
- ❑ Assisted property owners on local, state and federal benefits (Staff)
- ❑ Facilitated and accompanied site visits with state and national preservation personnel and property owners to answer technical assistance questions (Staff)
- ❑ Facilitated securing preservation consultants for community projects (Staff)
- ❑ Facilitated national register listing requests (Staff)

- ❑ Responded to realtor inquiries regarding tax benefits (Staff)
- ❑ Provided materials and informational briefings to City Manager and other city officials (Commission/Staff)

COMMISSION DEVELOPMENT / CONTINUING EDUCATION

- A. Local, Regional, State & National Conferences
- 1) National Trust for Historic Preservation Conference
 - ❑ Staff attended the 2016 National Alliance of Preservation Commissions Conference in Mobile, AL from July 26-30. Staff participated on a panel on how to organize effective preservation community training and workshop events.
 - 2) Statewide CLG Meeting
 - ❑ BHPC members and staff attended the statewide meeting in Brookings on August 11-12.
 - ❑ BHPC members and staff attended the National Alliance of Preservation Commissions CAMP training, August 11-12.
- B. Membership to preservation organizations: State Historical Society, National Trust for Historic Preservation, National Main Street Organization and National Alliance of Preservation Commissions.

2017 GOALS (ADOPTED 1/16/17)

- 1) Commission Structure/Governance
 - a. Revise and formalize BHPC Committee structure
 - 1) Executive (Chair, Vice Chair, Staff)
 - 2) Public Education
 - 3) Public Relations
 - 4) Event/Special Projects
 - 5) Advocacy Liaison/Local & State Legislative issues (Chair & Vice Chair)
 - 6) Expand committee structure to include interested citizens, commission alumni, and other volunteer opportunities
 - b. Establish standardized meeting schedule and agenda packet deadlines
 - c. Expand Commission membership from 9 to 10 as permitted in state law and city ordinance
- 2) Public Relations Initiatives
 - a. Develop Public Relations Campaign for 2017/2018
- 3) Continue 11.1 Informational Campaign
 - a. Conduct annual mailings to all historic property owners, realtors, and contractors
 - b. Seek opportunities to provide personalized information to property owners
 - c. Continue seeking improvements to streamline 11.1 Review process
 - d. Seek increased penalties for failure to obtain city permits in historic districts
- 4) Plaque/Signage Program:
 - a. Install Central and University District plaques
 - b. Research other funding mechanisms for additional signage/plaques

- 5) Public Education Workshop (one required per year)
 - a. Invite historic district members to attend BHPC meeting in a listening session

- 6) Constituency Building/Foster Preservation Partnerships
 - A. City Officials & Elected Officials
 - 1) Bullet summary of BHPC accomplishments since 1985
 - 2) Annual Report Summary
 - B. Sustainability Council
 - 3) Continue providing content for Poster Campaign
 - 4) Give presentation @ "Green Drinks" event – May 25, 2017*
 - C. Bicycle Advisory Committee
 - 1) Historic Sites on Bikes Tour – May 26, 2017 *
 - D. Downtown Brookings, Inc.
 - 1) BHPC member liaison serving on DBI Board
 - E. CVB/Chamber
 - 1) Host Historic District Trolley Rides during Festival of Lights Parade –November 30, 2017

- 7) Historic Preservation Month (see activities noted above*)

- 8) Annual Awards Event
 - A. Consider adding new categories: Lifetime Achievement and Stewardship
 - B. Revise categories to be consistent with language from the Secretary of the Interior Standards for Rehabilitation

- 9) Information outlets
 - a. Website: Expand information provided on city website
 - b. Social Media: Expand Commission FB page

- 10) Commission Development
 - A. Participate in a facilitated strategic planning retreat to develop 5 year goals
 - B. Develop member paper and digital meeting binders with 11.1 reference materials to include meeting order, draft rules of conduct, NPS Standards, State Administrative Rules, and standardized motions
 - C. Participate in Statewide CLG Meeting
 - D. Participate in State Historical Society Annual Meeting
 - E. Attend regional preservation conferences (funding permitted)
 - F. Attend National Trust of Historic Preservation Conference (funding permitted)
 - G. Seeking funding to send multiple members to the National Alliance of Preservation Commissions Conference, July 9-12, 2018, in Des Moines, IA

- 11) Historic Resource Recordation & Preservation
 - A. Participate in Comprehensive Master Planning Committee for the City for the creation of the new Master Plan
 - B. Pursue formal recordation of National Register status through realtor process and filing of deeds
 - C. Continuation of Local Register Program Expansion

- D. National Register Nominations, District Amendments, and Survey Updates, funding permitted
- E. Develop plan to update 1999 Preservation Plan, funding permitted