



# Draft Historic Preservation Vision, Goals, and Policies

This document contains a first draft of goals and policies for the Historic Preservation Plan. The goals and policies are organized under five vision “themes.” These goals and policies will be refined over the next few months through the combined input of a variety of review bodies and stakeholders. This draft reflects the comments received from the Citizen’s Advisory Committee, Historic Landmark Commission, and staff. Once comments are received on this set of goals and policies from the public and elected officials, they will be further revised for inclusion in the plan. The goal and policy statements will then serve as the basis for developing specific implementation actions in the next phase of the planning process.

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## OUR VISION

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Salt Lake City will have a premier historic preservation program that achieves the following themes as it preserves the city’s rich history for future generations to enjoy:

1. Foster a Unified City Commitment to Preservation.
2. Adopt a Broad Range of Preservation Tools to Recognize and Protect a Diversity of Resources.
3. Administer a Clear, Convenient, and Consistent Historic Preservation Program.
4. Increase Community Pride and Awareness of Historic Preservation.
5. Support a Sustainable City.

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## THEME 1: FOSTER A UNIFIED CITY COMMITMENT TO PRESERVATION

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

The city will achieve this theme by pursuing the following goals and policies:



**Goal 1.1: Use Preservation Plan to guide policy.**

The city will use the Historic Preservation Plan to guide future decision-making for the expansion and maintenance of the historic preservation program and its protected resources.

**Policy: Make decisions on historic resources and preservation activities at all levels of city government that are in accordance with this plan.**

**Policy: Create a strategy for identifying and funding priority implementation actions on an annual basis to be submitted to City Council for consideration during the annual budgeting process.**

**Goal 1.2: Ensure adopted preservation goals and policies are reflected in all City plans and policies.**

Historic resources are located throughout the city and play a strong role in defining the character of many of the City's neighborhoods. The City will work to ensure that preservation objectives are addressed through updating City master plans.

**Policy: Update City plans to resolve any potential conflicts with the goals of the Historic Preservation Plan.**

**Policy: Coordinate regularly with Housing and Neighborhood Development, the Redevelopment Agency, Public Services, Office of Sustainability and the Environment, and other departments as necessary to ensure compatibility of strategic goals and objectives.**

**Policy: Update Community Master Plans to incorporate adopted historic preservation goals and policies as they relate to the specific planning area.**

**Policy: Ensure citywide planning for transit, sustainability, and economic development is consistent with adopted historic preservation goals and policies.**

**Goal 1.3: Foster a shared understanding of preservation within the City.**

The City's Planning Division will work to understand and maximize the economic, environmental, cultural, and social benefits of historic preservation to the city. This will involve, in part, increased outreach from preservation staff, the Historic Landmark Commission, and other preservation partners to help convey and illustrate these benefits.

**Policy: Educate City leaders and other departments on the economic, environmental, cultural, and social benefits of historic preservation.**

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



**Policy: Work with preservation partners to gather relevant “best practice” highlights for maximizing the benefits of historic preservation. Topics may include transit, affordable housing, and green building, among others.**

**Policy: Secure funding to conduct a detailed study of the economic benefits of historic preservation to the city. This study should quantify current benefits and identify actions the City can take to increase the economic benefits of its historic preservation activity.**

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## **THEME 2: ADOPT A COMPLETE RANGE OF PRESERVATION TOOLS TO RECOGNIZE AND PROTECT A DIVERSITY OF RESOURCES**

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

The City will achieve this theme by pursuing the following goals and policies:

### **Survey and Nominations**

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#### **Goal 2.1: Strategically pursue the identification of historic resources through additional surveys.**

Surveys form the basis for identifying and protecting the City’s historic resources. The City will work to develop a strategy for prioritizing, identifying, and pursuing additional surveys.

**Policy: Prioritize surveys for funding consideration on an annual basis or semi-annual basis to support consistent progress in the identification of historic resources. Develop clear criteria for how survey areas will be prioritized -- such as concentration of potential resources, endangerment of potential historic resources, or new types of resources not yet protected.**

**Policy: Identify new areas to survey through discussion between staff, Historic Landmark Commission, preservation partners, and community councils.**

**Policy: On an ongoing basis, identify and prioritize areas where future survey work is needed.**



**Goal 2.2: Ensure that surveys are up-to-date to inform preservation decision-making.**

Up-to-date surveys are an essential tool for informing City decision-makers about the context and relative importance of resources in the community. The City will work to ensure that surveys are well-maintained and convey an accurate picture of resources present in an area.

**Policy: Establish a maximum age for surveys to reach before they must be updated.**

**Policy: Fold re-survey work into the annual survey priority list as necessary.**

**Policy: Implement a plan of action for resurveys that includes a reconsideration of boundaries and design guidelines.**

**Policy: Work with the State Historic Preservation Office to establish electronic archives and provide results of surveys and National Register applications on the website.**

**Goal 2.3: Proactively identify potential new resources for survey.**

Each year, new properties become eligible for historic designation. The City will identify potential sites and, when they are eligible, survey such sites.

**Policy: Identify a range of potential future resources in the city, with the assistance of preservation partners, and track the schedule of when they will become eligible for historic designation.**

## Districts and Landmark Sites

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**Goal 2.4: Develop a long-term strategy for evaluating, prioritizing, and protecting historic resources in the city.**

The City understands the importance of clearly being able to communicate the value and importance of historic resources under its protection. A lack of clear focus and strategy dilutes the expenditure of preservation resources and can result in conflicts that cost more in time, resources, and good will than are merited given the resource in question. Also, it is not the intent of the program to gradually district the entire city; a clear strategy will define City priorities and objectives for the program.

**Policy: Develop a detailed strategy for the identification and preservation of historic resources. This should address currently age-eligible sites and structures as well as those from the recent past, minimum and maximum geographies, and a range of resources.**



**Policy: Engage other City departments and agencies, the Heritage Foundation, and State Historic Preservation Office, and other public and private partners in the development of the City's preservation strategy.**

**Policy: Designate all historic city-owned historic properties as Landmark Sites.**

**Policy: Develop a long-term strategy for the stewardship of city-owned historic properties.**

**Policy: Create a policy to designate future historic properties as Landmark Sites, once the city takes ownership.**

**Goal 2.5: Ensure the long-term health and viability of historic districts.**

The City is committed to safeguarding its historic districts to ensure these vibrant neighborhoods remain an asset for the city in years to come.

**Policy: Develop criteria to allow for ongoing evaluation of the appropriateness of historic district boundaries.**

**Goal 2.6: Protect exemplary areas of historic resources as local historic districts.**

The city has several nationally designated districts that do not yet enjoy the same level of protection as is provided to local districts. The City will work to determine which national districts should be listed as local districts and pursue their addition to the preservation program via local district status.

**Policy: Refine historic district boundaries to reflect conditions at the time of this plan.**

**Policy: Pursue local listing of national historic districts as defined in the long-term preservation strategy to ensure their continued protection through the historic preservation program.**

**Goal 2.7: Protect significant sites of the city through listing as Landmark Sites.**

The city has many architectural treasures not yet listed as Landmark Sites. The City will work in collaboration with property owners to expand the list of properties on the Salt Lake City Register of Cultural Resources to protect exemplary and historically significant sites.

**Policy: Develop a list of potential Landmark Sites not currently listed.**

**Policy: Pursue nomination of additional landmark sites on the Salt Lake City Register of Cultural Resources.**



**Policy: Offer incentives to property owners whose properties are listed as local Landmark Sites.**

**Goal 2.8: Pursue national register listing of historically significant properties identified through surveys.**

The City has completed numerous surveys and compiled a number of individual and multiple property nominations. The City should work proactively to add sites to the National Register through the nomination process.

**Policy: Pursue National Register listing of sites, landscapes, and districts identified through survey work.**

**Policy: Work to expand thematic collections of resources through multiple property nominations.**

## **Regulations and Design Guidelines**

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**Goal 2.9: Align City regulations with the goals and policies of this plan.**

The City will work to identify and resolve conflicts between current regulations and the implementation of this plan and protection of the city's historic resources.

**Policy: Revise underlying zoning in historic districts to ensure that zoning designations do not run contrary to the historic preservation objectives for that area.**

**Policy: Refine the building development code to enable historic remodels and adaptive reuse of commercial structures.**

**Goal 2.10: Broaden the range of tools available for preservation.**

The City will work to diversify the tools at its disposal to appropriately help neighborhoods achieve their objectives.

**Policy: Develop an alternate Rehabilitation Code to apply to historic commercial and office buildings to facilitate their adaptive reuse.**

**Policy: Explore new regulatory tools and incentives to help preserve neighborhood character, such as conservation districts, tax abatements density bonuses, and transfer of development rights.**



**Goal 2.11: Offer economic hardship and demolition provisions that achieve their intended purpose.**

The City will work to refine the economic hardship and demolition provisions of the ordinance to function appropriately to support strong historic districts and preservation of important historic sites.

**Policy: Pursue targeted modifications to preservation ordinance to address concerns with demolition and economic hardship.**

**Policy: Adopt stronger standards to prevent demolition of historic resources by neglect.**

**Policy: Create interim protection measures for endangered buildings that allows City Council to intervene to provide a grace period during which the City can investigate options for the property in question.**

**Goal 2.12: Refine existing design guidelines.**

The historic district design guidelines currently used by the program are functioning relatively well. The City should work to refine the design guidelines as needed to ensure they are clear and complete to appropriately guide infill and alterations in local historic districts and to local Landmark Sites.

**Policy: Refine portions of design guidelines addressing compatible infill to offer firm guidance while allowing for greater flexibility.**

**Policy: Refine the design guidelines to better address the protection of historic signs.**

**Policy: Add provisions to the design guidelines to address appropriate signage in historic areas and for Landmark Sites.**

**Goal 2.13: Develop multi-family and non-residential design guidelines.**

The City will work to develop design guidelines to address multi-family and non-residential structures in historic districts and sites that can be used in conjunction with the residential design guidelines to ensure appropriate preservation and infill of all types of development and renovation in historic districts.

**Policy: Develop multi-family design guidelines to address apartment renovations and conversions within historic districts or landmark sites.**

**Policy: Develop non-residential design guidelines to apply to commercial, institutional, industrial, and parks and open space areas within local historic districts and landmark sites.**



## **THEME 3: ADMINISTER A CLEAR, CONVENIENT, AND CONSISTENT PROGRAM**

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

The City will achieve this theme by pursuing the following goals and policies:

### **Goal 3.1: Provide knowledgeable, consistent, and fair program administration.**

The Historic Landmark Commission is a dedicated group who volunteer their time for the benefit of the city. It is important to consistency of decision-making, achieving a high level of customer service, and continuing Salt Lake City's program as a national example of excellence that program administration be as informed as possible. Knowledge can be increased through both training and by creating opportunities for those with specialized knowledge to bring it to the table for the benefit of the program.

**Policy: Improve knowledge and expertise of the Historic Landmark Commission through training – both for new Commissioners and for the entire group on at least an annual basis to ensure they have the information to continuously lead and improve the program.**

**Policy: Clearly define appropriate advocacy activities for Historic Landmark Commission to fulfill their preservation advocacy role set forth in the ordinance. This role should be limited to those activities that provide leadership to the program by advocating preservation within City government and fostering collaborations with other City departments and preservation stakeholders to implement this plan.**

**Policy: Revise the zoning ordinance to formally establish a subcommittee as a body responsible directly to the Historic Landmark Commission to provide guidance to applicants and staff. This will allow the program to take advantage of the expertise of Commission members and to improve feedback and guidance provided to staff and participants in the program.**



**Goal 3.2: Improve user-friendliness of the historic process.**

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

**Policy: Develop materials to assist those interested in undertaking projects to know exactly the steps, requirements, and timeframes for each step to help them successfully navigate the process.**

**Goal 3.3: Ensure program has full and knowledgeable staff.**

Ensure appropriate staffing levels to meet the needs of the program review volume, education and outreach, and other plan implementation tasks.

**Policy: Increase number of trained historic preservation staff by X amount.**

***Policy: Create a metric and workload tracking system to help plan for when additional staff is needed.***

**Goal 3.4: Ensure preservation regulations are enforced.**

Program regulations need to be enforced to ensure the City is sending a clear and consistent message in support of historic preservation and adherence to applicable regulations and review processes.

**Policy: Create dedicated staff to provide building inspection and code enforcement for local historic districts and Landmark Sites to ensure renovations and construction are being conducted in accordance with the permit. These may be specially trained housing and zoning officers or additional preservation staff hired to address enforcement for the program.**



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## **THEME 4: INCREASE COMMUNITY PRIDE, AWARENESS, AND INVOLVEMENT IN HISTORIC PRESERVATION**

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

The City will achieve this theme by pursuing the following goals and policies:

### **Goal 4.1: Increase public awareness of the historic preservation program and its benefits.**

The City will work to improve public awareness of the preservation program by providing materials to clearly express program requirements and benefits and making those materials readily accessible.

**Policy: Notify historic property owners of their historic status and potential assistance benefits on an annual basis to increase awareness and participation.**

**Policy: Create property maintenance information handouts to assist property owners in understanding requirements and available assistance for various projects.**

### **Goal 4.2: Improve education and outreach.**

The City, in collaboration with the State Historic Preservation Office and Utah Heritage Foundation, will offer a comprehensive program of education and outreach that will include information on history, formal historic tours, self-guided walking tours, property research support, tax credit and financing information and assistance, preservation best practices, and other materials on participation and benefits of historic preservation.

**Policy: Coordinate with State Historic Preservation Office and Utah Heritage Foundation to form strategic partnerships to ensure that a full spectrum of education and outreach is provided while avoiding overlaps.**

**Policy: Create an information guide to highlight the components of the education and outreach offerings so interested parties are aware of what is offered and how to access the information they need.**



**Policy: Expand preservation website to contain educational information on city history and on best preservation practices and benefits.**

**Policy: Work to create case study highlights of preservation best practice examples in the community, including those efforts that involve collaboration with other departments or preservation partners. Publish highlights in reports, newsletters, newspapers, and the website to draw attention to successes.**

**Policy: Assist the State Historic Preservation Office with hosting periodic workshops for the public on tax incentives and project financing.**

**Goal 4.3: Increase public visibility of historic preservation.**

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

**Policy: Hold annual preservation awards program to highlight successes.**

**Policy: Regularly nominate projects for the National Preservation Awards of the National Trust to draw attention to the preservation program of Salt Lake City.**

**Policy: Highlight select current preservation projects through a dedicated area on the City's website.**

**Policy: Improve the design of new signage throughout the city and identify and preserve historic signage.**

**Policy: Participate in neighborhood events and celebrations to publicize and educate on the historic preservation program.**

**Goal 4.4: Increase financial incentives for preservation.**

Improve access to existing financial incentives through education and technical assistance and work with preservation partners to increase available financial resources to meet the high demand for financial incentives and assistance.

**Policy: Continue to educate people about tax benefits available for their projects in collaboration with the State Historic Preservation Office.**

**Policy: Support Utah Heritage Foundation's efforts to expand the revolving loan fund that serves the city.**

**Policy: Work with Utah Heritage Foundation to increase use of preservation easements.**



**Policy: Coordinate with Housing and Neighborhood Development to provide project review to applications for City Housing and Small Business loans targeted to historic resources.**

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## THEME 5: SUPPORT A SUSTAINABLE CITY

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

The City will achieve this theme by pursuing the following goals and policies:

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### Energy Efficiency

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#### **Goal 5.1: Improve public understanding of the life-cycle energy benefits of historic preservation.**

Historic preservation is a green practice in that each structure contains a great deal of embodied energy in the form of labor, materials, and waste. The City should work to educate on the environmental benefits of preservation and reuse over replacement for buildings and their components to dispel misconceptions on "efficiency."

**Policy: Educate on the role historic preservation plays in promoting a sustainable city. This includes educating on the role of preservation and adaptive reuse compared to demolition and new construction in terms of energy consumption as well as the inherent efficiency of historic structures.**

**Policy: Create informational handouts that offer a life-cycle view of costs and savings for window and door replacement versus insulation and repair of original pieces to inform homeowner decisions. Handouts should contain information on materials and techniques for repairs rather than replacement.**

#### **Goal 5.2: Encourage appropriate incorporation of green building practices in historic structures.**

As technologies and products rapidly evolve to meet a wider array of design needs, the City will consider which green building practices are appropriate for renovations and additions to historic structures.

**Policy: Regularly research and publicize appropriate green building practices as they emerge to raise awareness and keep the City informed about available technologies, materials, performance, and practices.**



**Policy: Staff will compile overview information on promising new materials and practices and recommendations for how to include them into design guidelines to present annually or as needed to the Historic Landmark Commission for their decision. This will help the City's program stay at the lead of the historic preservation and city sustainability fields.**

**Policy: Coordinate with local chapter of Green Building Council to assist with information and evaluation.**

**Policy: Modify design guidelines to address solar collectors and other types of alternative energy equipment within historic districts pending design review with clear criteria to assist property owners and decision makers.**

## **Economy**

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### **Goal 5.3: Increase coordination between historic preservation and Downtown revitalization and economic development efforts.**

The Central Business District contains a variety of historic buildings in addition to Washington Square, Temple Square, and Exchange Place Historic District. The Historic Landmark Commission and preservation staff should be collaborators in the revitalization and enhancement of downtown.

**Policy: Work with City officials, the Chamber of Commerce, the Redevelopment Agency (RDA), Downtown Alliance, State Historic Preservation Office and others to create a Main Street Program for Downtown Salt Lake City.**

### **Goal 5.4: Support historic tourism to Salt Lake City.**

Historic tourism can inject a great deal of capital into a local economy. Visitors to historic sites support local lodging, dining, and retail establishments.

**Policy: Work with the Chamber of Commerce, State Historic Preservation Office, RDA and others to develop an economic development strategy for historic tourism.**

**Policy: Work with partners to identify funding and implement the strategy.**



## Parks and Landscape

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### **Goal 5.5: Coordinate with Public Services Department to conserve healthy historic landscapes.**

Historic landscapes include a number of parks that are listed as historic landmark sites, including Liberty Park and Pioneer Park, but also the landscaped medians in local historic districts. The City will work to ensure that historic features of these landscapes remain present for future generations through responsible stewardship and careful maintenance practices.

**Policy: Maintain historic details such as markers in road, memorials in medians, and sidewalk repairs.**

**Policy: Create, review, and update Master Plan for open space within historic districts or landmark site so that they include preservation goals.**

**Policy: Create guidelines for historically-appropriate landscaping.**

**Policy: Explore funding and create design guidelines for landscapes such as parks, medians, and cemeteries.**

## Transportation

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### **Goal 5.6: Support a range of transportation modes.**

The historic development pattern of the city grid lends itself to alternate modes of transportation such as pedestrian, bicycle, and transit. Separated sidewalks and mature street trees create a pleasant pedestrian environment while wide roadways lend themselves to safe bicycle travel. In addition, TRAX light rail lines cross through some neighborhoods. The City will work to continue to support alternate modes of travel in its historic areas through appropriate improvements.

**Policy: Work with Public Services Department to offer a welcoming pedestrian and bicycle environment in historic districts with well-maintained sidewalks, clear and safe crossings, street trees, and compatible design of bicycle racks and street furniture near commercial activities.**

**Policy: Coordinate with the Utah Transit Authority and City Transportation Division on light rail routes and stations planned within historic districts.**



## Housing

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### **Goal 5.7: Promote a range of housing options in historic areas to meet a variety of needs.**

The City will support vital urban neighborhoods that accommodate a range of size, age, and income households.

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

**Policy: Work to develop appropriate policies on additions to historic homes to accommodate the needs of families.**

**Policy: Work to develop appropriate policies on allowing accessory dwelling units in historic homes.**

**Policy: Explore potential partnerships between the Housing Authority, Housing Division, RDA, and non profit housing agencies and historic preservation to leverage funds and offer affordable housing units.**

### **Goal 5.8: Assist homeowners in overcoming age, income, or ability challenges of home maintenance requirements.**

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

**Policy: Coordinate with Housing and Neighborhood Development Division to develop "good neighbors" community programs to assist elderly or handicap owners of historic properties with exterior maintenance tasks.**

**Policy: Explore options to partner with Housing and Neighborhood Development Division to create a tailored home maintenance assistance program to help support home maintenance and weatherization to historic properties that does not compromise the historic quality of the building.**