Historic Preservation Plan

EXISTING CONDITIONS REPORT

Brookings, SD

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ACKNOWLEDGMENTS

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INTRODUCTION

Brookings Historic Preservation Program Overview

Brookings has a well-established preservation program, which enjoys broad support by its citizens. The historic preservation program is recognized as a key ingredient in community well-being and livability as noted in the Comprehensive Plan adopted in 2018. The City boasts an extraordinary richness of cultural and historic resources, many of which are recognized through their listing in the National Register of Historic Places. Noteworthy structures listed in the National Register include Brookings City Hall on 4th Street and Nick's Hamburger Shop on Main Ave, and four historic districts recognize important historic resources throughout Brookings.

The preservation program and the work of the Brookings Historic Preservation Commission (BHPC) have been celebrated over the years, most recently in 2018 through an Education award at the National Alliance of Preservation Commissions (NAPC) conference, which recognized the BHPC's efforts to partner with the Sustainability Council, and to seek positions on the Comprehensive Master Plan Committee and Public Arts Committee. These efforts illustrate preservation's role in a variety of other topics, as well as the importance of promoting preservation through other community initiatives.

Recognizing preservation efforts to date and the desire to improve the program moving forward, the city is updating its historic preservation plan, which was first written in 1999. As the first of three stages, this assessment describes the existing conditions of the preservation program, including issues and opportunities. This document summarizes the current preservation program and notes potential opportunities for improvement, which will be further explored in a second phase of the project.

Pending funding for the second and third phases, a Historic Preservation Plan complete with an implementation matrix outlining recommended actions, lead players, partner organizations and an implementation timeline will be developed.

In 2018, the BHPC was honored by the National Alliance of Preservation Commissions for their educational outreach work, specifically in partnering with other community organizations to further preservation efforts.

Main Street in Brookings, 1911; from the South Dakota Digital Archives (South Dakota State Historical Society)

What is Historic Preservation?

Preservation means having structures, properties and places of historic and cultural value in active use and accommodating appropriate improvements to sustain their viability while maintaining the key, character-defining features which contribute to their significance as historic resources. In addition, preservation means keeping cultural resources intact for the benefit of future generations. While maintaining properties in active use is the immediate objective, this is in part a means of assuring that resources will be available for others in the future.

Historic preservation is an integral component of other community initiatives in neighborhood livability, sustainability, economic development and the arts and culture. With this understanding, the term "historic preservation" includes the specific methodologies associated with maintaining integrity of significant structures, including those that may not be formally designated as historic.

Why is Historic Preservation Important?

Livability and Quality of Life

Historic structures reinforce the City's identity and contribute to its sense of community. In many neighborhoods, when historic structures are located together on a block, they contribute to a pleasing street scene with consistent setbacks and regular repetition of similar building forms, creating a "pedestrian-friendly" environment which encourages walking and neighborly interaction. Decorative architectural features also contribute to a sense of place that is difficult to achieve in newer areas of the City. This also reinforces desirable community social patterns and contributes to a feeling of stability and security.

Construction Quality

Often the construction quality was higher in historic buildings than in more recent buildings. Lumber came from mature trees, was properly seasoned and typically milled to "full dimensions," providing stronger framing. Buildings were thoughtfully detailed, and finishes were generally of high quality – characteristics that owners today appreciate. This higher quality of construction in earlier buildings is therefore an asset which is nearly impossible to replace.

Adaptability

Owners also recognize that floor plans of many historic structures easily accommodate changing needs. They can house a variety of uses while retaining the overall historic character of these structures. These changes include converting a house to an office, utilizing interior partitions, converting a carriage house or garage to an Accessory Dwelling Unit (ADU), and creating a basement apartment.

Economic Benefits

The economic benefits of investing in historic structures is well documented across the nation. Because historic structures are finite and cannot be replaced, they can be precious commodities, adding value to the properties. For instance, among National Register districts in Philadelphia, historic homes received a sales price premium of 131% over comparable properties in undesignated neighborhoods; in a study of Texas cities, local designation increased property values between 5% and 20%. Historic buildings also attract small businesses who can utilize small historic structures, attract visitors and attract investment to preserve the structure and the area. Other economic benefits center on rehabilitation projects and on the income generated by heritage tourism.

- *Historic Rehabilitation Projects*
  Direct and indirect economic benefits accrue from rehabilitation projects. Direct impact refers to the purchase of labor and materials, while indirect impacts are expenditures associated with the project; together, these can be added to create the "total" impact. Preservation projects are generally more labor intensive, meaning more of the money invested in a project will stay in the local economy rather than outsourcing materials or spending money on other non-local costs. Furthermore, a rehabilitation project may provide functional, distinctive, and affordable space for new and existing small businesses, which is especially

relevant in historic downtowns where many local businesses operate in historic buildings.

In addition, financial incentives may be available for some rehabilitation projects, which is often dependent on the structure's historic designation status. These incentives can assist in making a rehabilitation project financially feasible.

Heritage Tourism

Heritage tourism is another benefit of investing in historic preservation, as people are attracted to the cultural heritage sites within the area. These resources provide a glimpse into the history of Brookings and tells of its contribution to state and regional history. Heritage tourism means traveling to experience the places that authentically represent the stories and people of the past and present. This includes historic as well as cultural and natural resources. Heritage tourism supports employment in hotels, bed and breakfasts, motels, retail stores, restaurants, and other service businesses. Studies show that heritage tourists spend more dollars on travel than other tourists.

Environmental Benefits

Sustainable development and the conservation of resources are central principles of historic preservation. Sensitive stewardship of the existing building stock reduces our environmental impact. Preserving and adapting a historic structure is sound environmental policy in all respects. In basic terms, re-using a building preserves the energy and resources that were invested in its construction, reduces the amount of materials going to the landfill and it avoids the need to produce new materials.

- *Embodied Energy*
  Embodied energy is defined as the amount of energy used to create and maintain an original building and its components. Preserving a historic structure retains this energy. Wood, stone, brick and glass all manifest the energy of their creation and the energy invested in building construction. If demolished, this investment in embodied energy is lost and significant new energy demands are required to construct a replacement. In addition, according to the Environmental Protection Agency (EPA), building debris constitutes around a third of all waste generated in the United States. This can be reduced significantly if historic structures are retained rather than demolished.

- *Sustainable Building Materials*
  Historic structures were constructed with durable materials including wood, stone and brick. They were built for longevity, in a manner that allows repairs instead of requiring replacement. The sustainable nature of historic construction is best illustrated by the design and construction of a window. While older windows are often cited as being major sources of heat loss, other parts of a building typically account for a greater proportion of overall losses. For example, as much as 50% of the energy lost from a house is from air infiltration through the attic, uninsulated walls, and around windows and door cavities, and not through the glass in a window itself (*Gotthelf, Jill H. & Walter Sedovic. What Replacement Windows Can't Replace: The*

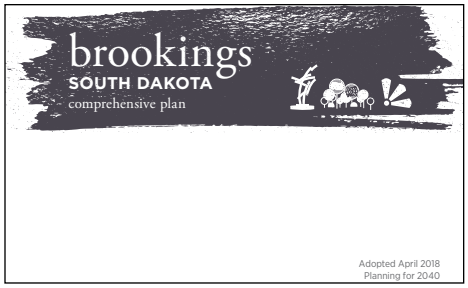
Real Cost of Removing Historic Windows. APT Bulletin: Journal of Preservation Technology. Volume 36. Number 4.) Repairing an existing window and adding insulation to the attic saves more energy than the replacement of single-paned wood windows with double or triple-paned alternatives.

Older windows were also built with well-seasoned wood from stronger, durable, weather-resistant old-growth forests. Historic windows can be repaired through reglazing and the patching and splicing of wood elements. By preserving the original window materials and enhancing them to be more energy efficient, the life-cycle of the historic building is lengthened and energy is saved. For instance, repairing, weather-stripping and insulating an original window is more energy-efficient and much less expensive than new windows, in addition to being a sound preservation practice.

Contemporary windows, on the other hand, are often difficult to repair, with replacement as the only option. If a seal is disturbed in a new, vinyl window, the best approach is to replace that particular window, rather than repair the part. This means the damaged window then goes to the landfill. On the other hand, a historic wood window can be repaired more easily. In addition to being more difficult and costly to replace, newer window materials, such as vinyl, are also often less sustainable and require the extraction of raw, nonrenewable materials. High levels of energy are involved in production and the new materials will often also have an inherently short lifespan.

- *Building Energy Savings*
  Energy savings are not usually achieved by replacing original building fabric with contemporary alternatives. Repair and weather-stripping or insulation of original walls, floors and the attic is usually more energy efficient and much less expensive than replacing original material. As much as 50% of the energy lost in a house is from air infiltration through the attic, poorly insulated walls and around the windows and door cavities, and not through the glazing of windows and doors. Proper caulking and insulation around windows and doors, combined with adding insulation in attic space, will save energy at a higher rate than by replacing single-paned wood windows with multi-paned alternatives. Many utility companies are now advising customers that the “payback” of replacing a window is much longer than other energy-saving measures.

Relationship to Community Initiatives and Policies



This Existing Conditions Report, which is the first step towards the creation of an Historic Preservation Plan, is supported by the 2018 Comprehensive Plan. Goals, policies and community priorities noted throughout the Plan highlight the importance of historic preservation in Brookings. Historic preservation is particularly highlighted through the Quality of Life Recommendation #7 on page 151:

- Goal: Maintain the City's heritage through historic preservation.
  - » Policy: Revise the city-wide historic preservation assessment and implement historic preservation plans and programs.
  - » Policy: Create targeted incentives for preservation, aimed at potential obstacles.
  - » Policy: Develop guidelines for development in the downtown or other historic districts.

In addition to the Brookings Comprehensive Plan, federal, state and local regulations provide the legal basis for historic preservation efforts in Brookings. This includes everything from properties listed in the National Register of Historic Places and the basis for reviewing historic properties through the 11.1 review process to the establishment of the Historic Preservation Commission.

Who Engages in Preservation?

A successful historic preservation program engages property owners, residents, visitors and community groups throughout the City. It provides education about historic preservation, technical assistance, and financial incentives, and identifies historic resources throughout the community. When community members engage in preservation activities in and around designated historic resources and districts, they also help to keep historic properties in active use. This helps keep them in good repair to preserve the resources for future generations.

Property Owners

Property owners that choose to purchase designated historic resources or a historic property in a designated heritage district do so understanding the importance of the property to the history of the city. While property owners may qualify for financial incentives for the maintenance for their property, they also invest time and money into its preservation, and to keep it in active use. This investment, in addition to owning a piece of Brookings' history, results in pride of ownership.

Business Owners

Business owners that choose to locate their business in a designated historic building or heritage district engage in preservation by keeping historic buildings in active use. Business owners also then attract customers to heritage resources for business purposes, bringing more awareness to heritage resources and districts.

Residents

Brookings residents celebrate the City's heritage in many ways. Some residents choose to live in historic properties, which keeps these buildings in active use and helps to maintain them in good condition. Residents throughout the community also organize, support and participate in events that celebrate the heritage of Brookings. These events are hosted throughout the community and are open to and attended by residents throughout the City.

Visitors

Heritage tourism is one of many economic benefits of heritage preservation and is a crucial driver for how visitors engage with heritage preservation in Brookings. Events and festivals that celebrate Brookings' heritage, museums and exhibits that present the history of the City, and plaques and markers placed throughout the community to identify key heritage resources are all ways in which visitors learn about and immerse themselves in Brookings' heritage.

City of Brookings

The City of Brookings manages the historic preservation program and its components including historic resource designation, design review, funding, and technical assistance. The preservation program operates within the Community Development Department. The Historic Preservation Commission meets monthly to review design review applications and work on other historic preservation efforts.

State of South Dakota SHPO

The State Historic Preservation Office (SHPO) in South Dakota provides support to the Brookings historic preservation program in a variety of ways. The SHPO manages the National Register of Historic Places program for the state, which surveys, inventories, and registers historic properties. It also conducts reviews under section 11.1 of the state statute, which is explained later in this report, especially when a Case Report is required. Sometimes, SHPO staff are available to visit a property to discuss potential changes with the property owner prior to beginning a project that may require 11.1 review. The South Dakota SHPO also coordinates the Certified Local Government (CLG) program, of which Brookings is a member, and maintains a statewide historic preservation plan. The CLG program is also explained later in this report.

National

Additional preservation partners are found at the national level, which support preservation efforts at the local, regional, and state levels. At the national level, historic preservation is operated by the National Parks Service (NPS). The National Historic Preservation Act of 1966 created many provisions for preservation including the establishment of the National Register of Historic Places and creating a provision for considering the impacts of any federal undertaking on National Register properties. The National Register of Historic Places is the official list of the nation's historic places and is part of the national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archaeological resources. The National Register listing honors a property by recognizing its importance to the community, state, or nation. Listing provides protection from harm by federal or state activity but does not place restrictions on the actions of property owners. It also makes properties eligible for federal and state tax credits for certain types of rehabilitation work. Additional organizations that support preservation efforts at the national level include the National Trust for Historic Preservation (NTHP), and the National Alliance for Preservation Commissions (NAPC).

How is this document used?

This Existing Conditions Report is the first step in creating a Historic Preservation Plan for the City of Brookings. As its title indicates, it documents the current state of preservation in Brookings, and divides the information into program components, which are discussed in the next section. After describing the current state of each of the program components, current issues and future opportunities are presented.

If the future phases of the Historic Preservation Plan effort are funded, this Existing Conditions Report will serve as the starting point for the community to begin identifying goals, policies, and actions for the future of the Brookings historic preservation program.

STATE OF BROOKINGS' HISTORIC PRESERVATION PROGRAM

Many groups, policies, and procedures contribute to the City's preservation program using a range of strategies and tools that work together to form its essential components. This section outlines the six strategic components and their current operation.

Identification

The identification component of the preservation program focuses on surveying historic structures and evaluating them for potential historic significance. Creating and maintaining a comprehensive, up-to-date survey provides property owners and public officials important information that informs their decisions about acquisition, designation, maintenance and stewardship of historic structures.

How is it determined that a property has historic significance? Professionals in the fields of history, historic preservation and historical architecture work with staff, commission members and advocates to evaluate properties, using standards that are recognized nationally. They employ a variety of research tools to assist them in making those determinations. Research tools include summaries of historical patterns, defined as "contexts" and "themes," along with descriptions of the typical property types and building styles associated with them. Incorporating this information into the Geographic Information System (GIS) controlled either by the City or County is one way that many communities manage survey data and make it available to the public.

Historic Contexts and Themes

Historic contexts are narratives that group information related to existing historic structures based on themes, specific time periods, or geographic areas. The relative importance of an individual historic structure can be better understood by determining how it relates to these historic contexts. An individual historic structure may relate to more than one of these areas. The South Dakota State Historical Society, or the SHPO, has published a series of historic contexts, including:

- Architectural History in South Dakota
- Churches in South Dakota
- Historic Bridges of South Dakota
- Homesteading and Agricultural Development
- Schools in South Dakota
- South Dakota's Railroads

These historic contexts and others published by the SHPO may be applicable to historic resources in Brookings.

Historic bridge in Brookings County; from the South Dakota Digital Archives (South Dakota State Historical Society)

Surveys

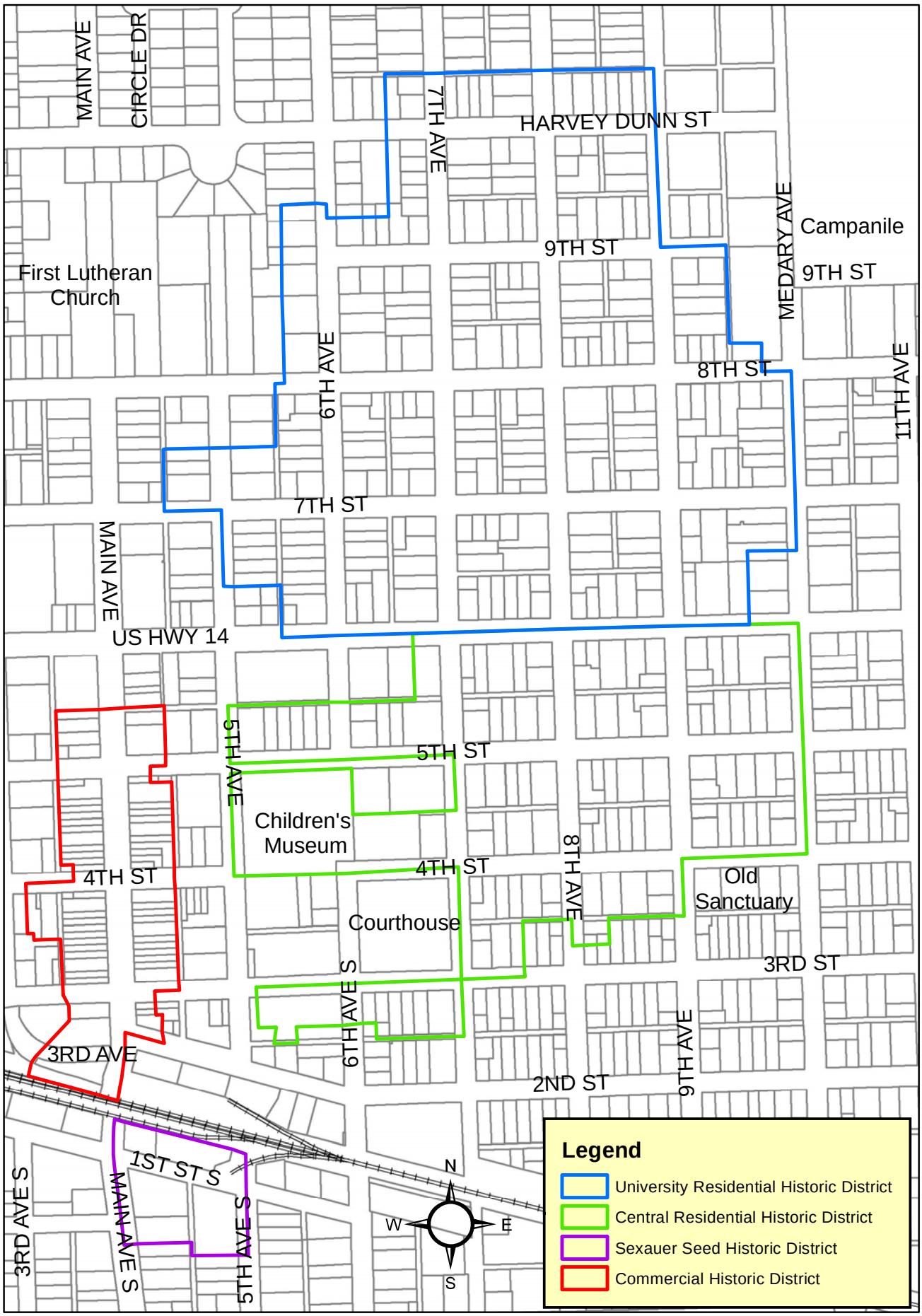
Historic resource surveys collect information about the history and disposition of properties citywide or in selected areas. They use adopted criteria for determining which properties or districts have historic or archaeological significance.

Communities initiate historic resource surveys in order to determine whether structures have historic significance and to properly document the historic resources. Based on survey results, a community may decide to designate individual structures as historic at the local, state, and or national levels. The survey may also provide evidence that a historic district designation is possible. Updates to historic surveys are conducted when new information or resources are available about a historic structure or district, if the cultural significance has yet to be incorporated into the survey, if the criteria for designation have changed, or if the condition of the property needs to be examined.

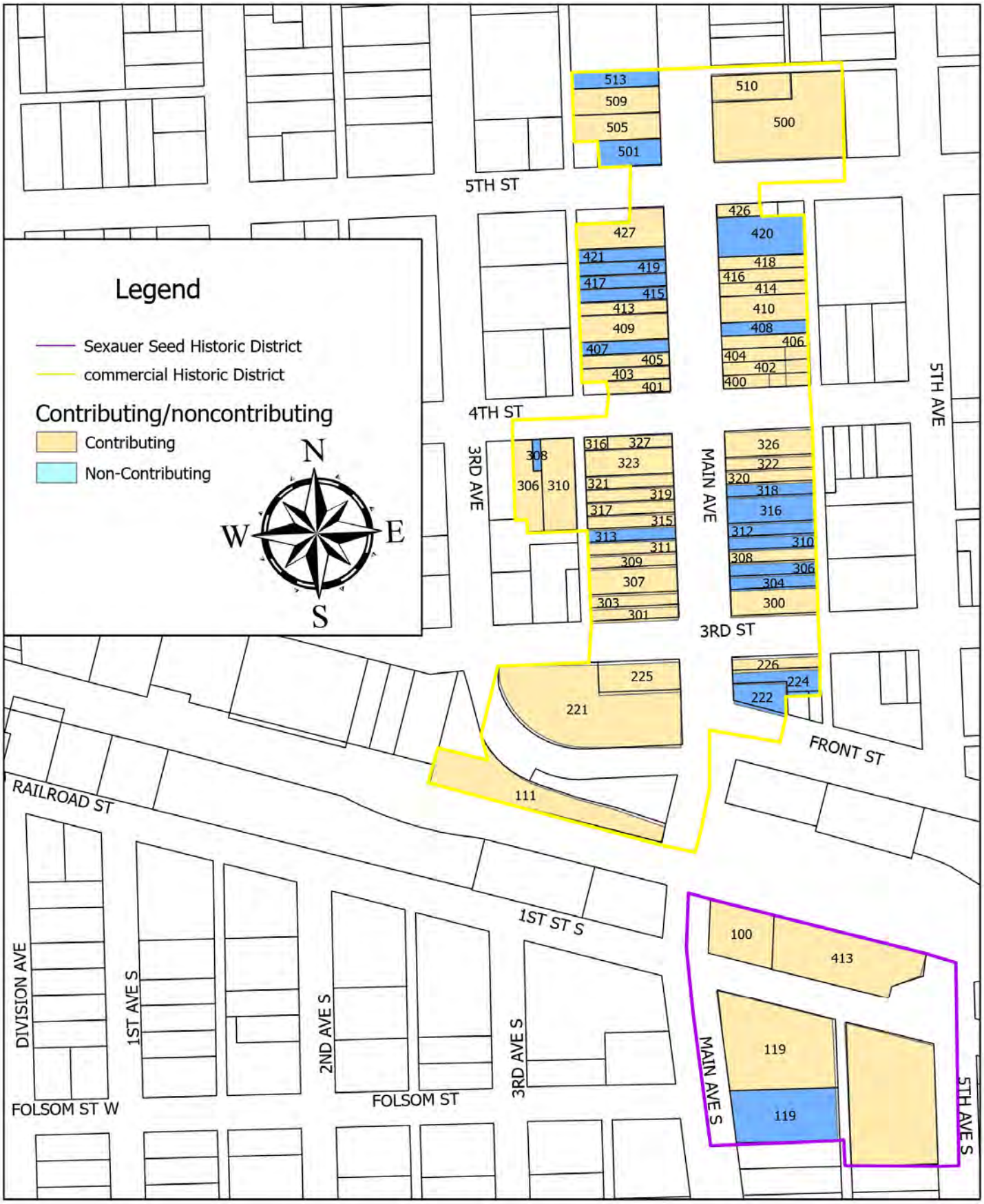
The survey process includes a field inspection, collecting historic information about the physical and cultural historic elements of the property and documenting it in photographs, drawings and maps. A survey should include a listing of all the properties researched, indicating the significance of each of the resources and, where applicable, should also include a description of the general character of the district. Additionally, the survey should include a definition of the key characteristics of individual properties as well as the defining characteristics of groups of neighborhoods or groups of buildings.

For archaeological surveys, fieldwork is commonly required to assess significance. In many cases, this involves the placement of hand-excavated probes to analyze site stratigraphy and identify any artifacts and subsurface deposits. The final product of any cultural resource study is a full and detailed report documenting the methods and results of the survey.

The most recent historic resource survey in Brookings was completed in 2008. While there is not a specific timeframe in which a survey should be conducted or updated, it is essential that survey data remains up-to-date for planning purposes.

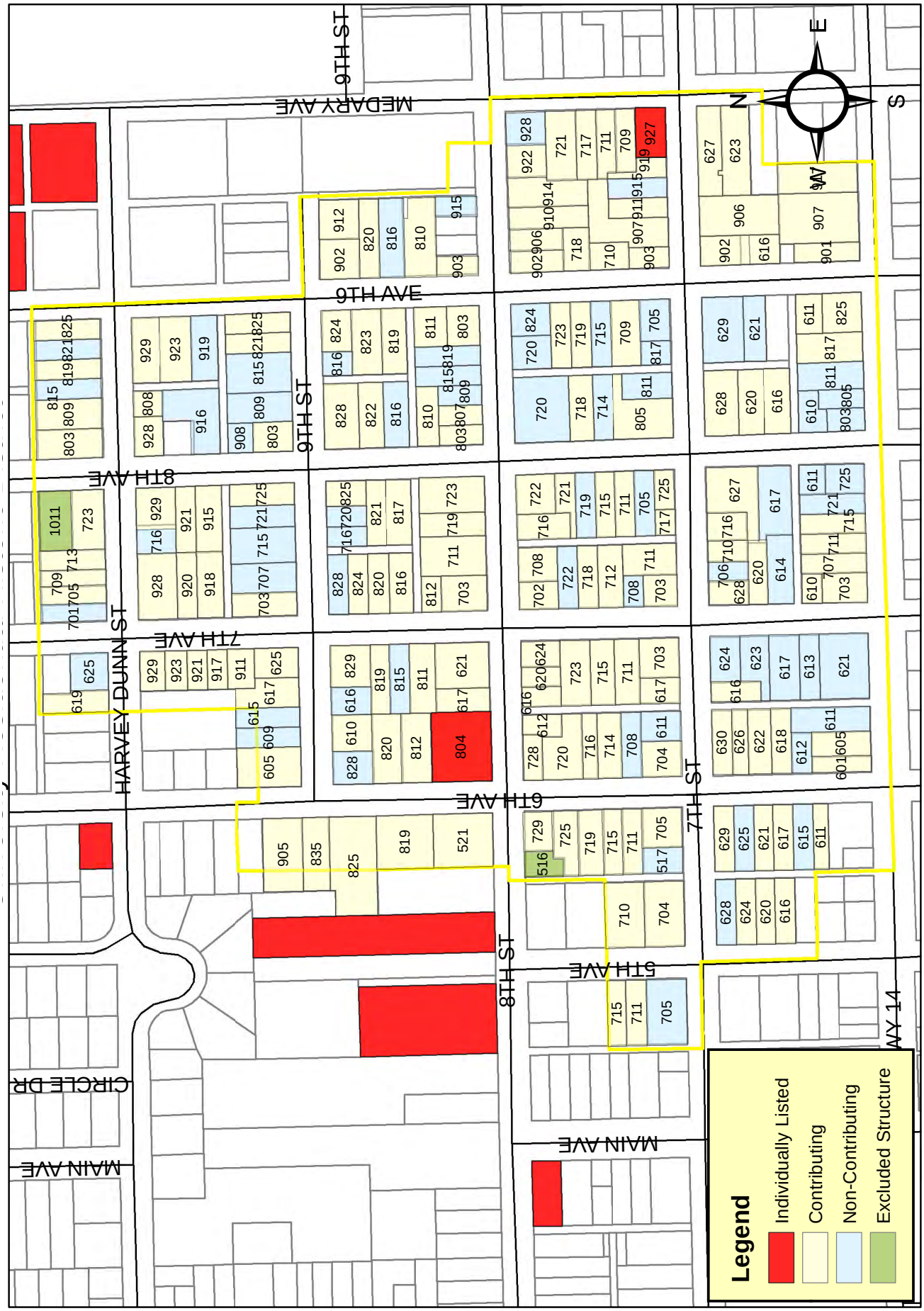


This map locates all four of Brookings' Historic Districts



The Commercial Historic District and Sexauer Seed Historic District

The Central Residential Historic District



The University Residential Historic District

New Survey Techniques
New technologies now allow data gathering and evaluation to occur more efficiently. An important innovation is linking survey data through a city's Geographic Information System. Combining historic records and building permit information in Geographic Information Systems improves recording and access to a wide range of property information.

Additional data may also be gathered by allowing property owners to upload information about their properties to a City website. When combined, these new technologies can support ongoing survey efforts that ensure up-to-date documentation of a community's historic resources.

Some communities are also using a tiered survey system that indicates varying levels of integrity and significance for historic structures. Such a survey may also identify new buildings that are compatible with their context. A tiered survey can be linked to a variety of planning objectives, or be calibrated to fit differing benefits and incentives, or review and permitting processes. For example, properties with a high level of historic significance may be subject to review by the BHPC, whereas a lesser level may be handled by staff.

Historic Properties

A historic survey documents how an individual property relates to the city's historic contexts, how it represents a property type, and how it meets requirements for potential designation as a historic resource. A historic resource can be a building, site, district, structure or object.

National Register

The National Register of Historic Places (NRHP) is the official list of the Nation's historic places that are worthy of being preserved and recognized at the national level. The NRHP was created in 1966 through the adoption of the National Historic Preservation Act. To be eligible for the NRHP, a property's age, significance and integrity are examined. Properties listed in the National Register are also eligible for federally administered preservation tax credits. Brookings has several nationally-designated properties and districts:

- Commercial Historic District
  - » 59 structures, built predominantly between 1884 and 1928
  - » District established in 1988
- Central Residential Historic District
  - » 127 primary structures and 93 secondary structures, built between 1891 and 1941
  - » Established in 1994 and amended in 2001 with a boundary increase
- University Residential Historic District
  - » 248 houses, 177 secondary buildings, built between 1895 and 1948
  - » Established in 1999
- Sexauer Seed Historic District
  - » 10 structures
  - » Established in 2001

- 23 individually listed historic resources
    1. Brookings City Hall, 310 4th St*
    2. Brookings County Courthouse, 4th Street and 6th Ave
    3. W.A. Caldwell House, 804 Sixth Ave*
    4. Carnegie Public Library, 524 4th Street
    5. Chicago and Northwestern Railroad Depot, Main Ave*
    6. Ivan Cobel House, 727 Main Ave*
    7. Coolidge Sylvan Theater, Medary Avenue, SDSU
    8. Coughlin Campanile, Medary Avenue, SDSU
    9. Experimental Rammed Earth Machine Shed, NW corner SDSU campus
    10. Experimental Rammed Earth Wall, Medary Avenue
    11. Fishback House and Boundary Increase, 501 8th St
    12. Graham House, 927 7th St*
    13. E.E. Haugen House, 202 5th St
    14. Lockhart House, 1001 6th Ave
    15. G.A. Mathews House, 423 Eighth St
    16. Nick's Hamburger Shop, 427 Main Ave
    17. Pioneer Park Bandshell, SW Corner Junction US14 and 1st Ave
    18. George P. Sexauer House, 949 4th Street
    19. Stock Judging Pavilion, 11th Street and Medary Ave
    20. Trygstad Law and Commerce Building, 401 Main Ave
    21. Wenona Hall and Wecota Hall, Medary Ave, SDSU
    22. Woodbine Cottage, 929 Harvey Dunn Street
    23. Woodbine Cottage Experimental Rammed Earth Wall, west of junction at 10th Street and Medary Ave, SDSU

* Also located in a historic district

More information about each of these National Register-designated historic resources can be found on the City's website.

State Register

The South Dakota State Register of Historic Places is maintained by the South Dakota State Historical Society (SHPO). All the resources listed in the National Register are automatically included on the State Register. In addition to the National Register properties listed on the previous page, only one additional property in Brookings is listed in the State Register – the Horticulture Building on the SDSU Campus, which was listed in 1981.

Local Register

The Brookings Local Register of Historic Places is established in Section 46-44 of the city's municipal code. For an individual property, building, or structure, or for a historic district to be eligible for designation to the Local Register, the property(s) must possess integrity of location, design, setting, materials, workmanship, feeling and association, and must meet at least one of the following criteria:

1. The property is associated with events that have made significant contributions in the broad patterns of local, regional, or state history, including settlement, agriculture, commerce and transportation
2. The property is associated with the lives of persons significant in the past of this city or state or the past of a region of this state
3. The property represents distinctive types, periods, or methods

of construction; they represent the work of a master; they possess high artistic values; or they represent cultural or regional building patterns
4. The property is associated with prehistoric or historic archaeology
5. The property has historical, architectural, archaeological or cultural significance
6. The property is suitable for preservation or restoration
7. The property has educational value
8. The property's cost of acquisition, restoration, maintenance, operation or repair, and
9. The administrative and financial responsibility of any person or organization willing to underwrite all or a portion of such costs.

Any individual, BHPC member, Council member or organization can nominate a property to the Brookings Local Register of Historic Places. The BHPC will then notify the owners and occupants of the individual property or properties if a district is under consideration. A hearing will then be held to determine whether the property should be listed on the Local Register. While the City of Brookings has established the Local Register, no historic resources or districts have been designated.

Identification Component Analysis

Issues

- Lack of survey information to determine potential for future historic resource designations
- Lack of Geographic Information System (GIS) to catalog survey and designation information
- Shortage of funding for surveying and designation

Opportunities

- Consider designating properties that are listed in the National Register to the Local Register in order to provide demolition delay and delay for house moving to protect listed properties. Demolition of historic resources is further discussed in the Management Tools program component.
- Consider conducting a survey of residential resources, particularly those built in the "mid-century" time period and style to determine whether they are eligible for the Local, State, and/or National Register

Management Tools

Management tools are the mechanisms for protecting historic properties and providing technical assistance related to preservation. Brookings' primary management tools are the ordinances that guide historic preservation efforts. Underlying zoning regulations and design review often help manage the treatment of the city's historic districts and resources. The 11.1 review process, explained below in this program component, that is outlined in the state statute is another important component. Together, these provide an effective framework for preservation. In some cases, however, individual tools lack sufficient clarity, or could be made stronger.

As improvements to existing management tools are considered to strengthen the preservation program, it will be important to understand how they interact with other City regulations. For example, in some cases the existing zoning may allow building densities and forms that are not in character with the single-family residential context in the residential historic districts. Modifying the underlying zoning in an established historic district to more closely reflect traditional development patterns could reduce potential conflicts later in design review. In other neighborhoods that are not designated as historic districts, applying an overlay or developing a conservation district tool may also be a consideration.

Zoning Ordinance

The basic regulations that shape development throughout Brookings are part of the city's zoning code, which is provided in Chapter 94 of the City's Municipal Code. The zoning code defines permitted uses and densities as well as dimensional limits such as setbacks and building heights. These regulations apply to both historic and non-historic properties.

The zoning code includes base zone districts and overlay districts. Base zone districts provide the regulations that apply to all properties throughout the city, while overlays provide additional context-specific regulations for certain areas. The code includes base zone districts for residential, commercial, industrial and other uses at varying densities and scales. While none of the overlay districts are specific to the designated historic districts, two address the campus edge, which is near or in the University Residential Historic District.

In some cases, the existing zoning districts may conflict with the goals and objectives for historic preservation because they allow for development that is out of character with the historic pattern. For example, if maintaining low scale is a goal, zoning regulations that allow significant height increases could be incompatible. In other cases, zoning regulations may be incompatible with preservation goals because they are too restrictive. For example, if a goal is to preserve the character of a neighborhood where houses were typically built very close together, zoning regulations that require a significant setback between properties could be incompatible. One such zoning and historic preservation conflict is that of the R-2 zone district, of which both residential historic districts are zoned. In addition to single-family dwellings, the R-2 zone district currently permits two family dwellings, townhomes and dwellings with up to 18 dwelling units per acre, which is not in character with the historic nature of these districts.

Require features in low density developments that create a sense of community

Ultimately, creating great places involves more than just a building; it includes creating a public realm that may include walkways, landscaping, public spaces to meet or enjoy, shapes and edges, public art, street furniture, water, and other ingredients. It is very difficult to legislate good places for people but the city should strive to create projects that, even when they seem routine, contribute something to the beauty and welfare of the city.

MAINTAIN THE CITY'S HERITAGE THROUGH HISTORIC PRESERVATION

Brookings historic districts and structures hold a special place in the hearts of many residents. Preservation of these places should add to the quality of life and create a vibrant urban environment. Retaining the historic quality of districts and buildings is important to safeguard history but should also benefit the community as a whole. Preservation should enhance the environmental quality of the city, improve the economic potential of a neighborhood or building, and strengthen property values.

Revise the city-wide historic preservation assessment and implement historic preservation plans and programs

Brookings should improve its understanding of the extent and condition of its existing historic resources and the state of current practice. This should be done through the development of a historic preservation assessment that quantifies the impact of current development patterns and existing policies and regulations on the city's historic resources. A comprehensive historic preservation plan should identify future preservation and rehabilitation initiatives. Historic preservation programs should implement the basis for new and improved policies, review guidelines, and incentives to conserve the city's spectrum of historic assets.

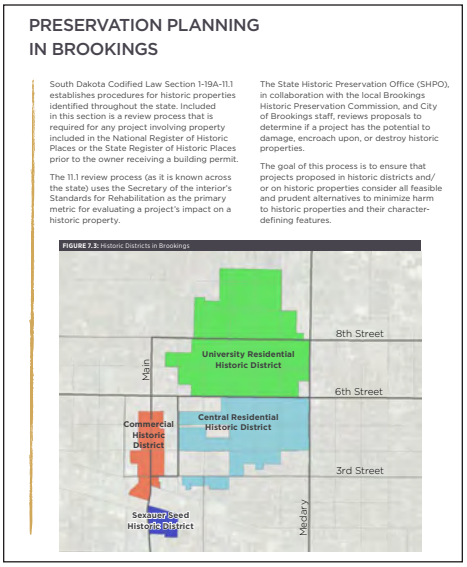
Create targeted incentives for preservation, aimed at potential obstacles

Cities and developers have used a wide variety of tools to remove the obstacles to historic preservation. These have included low-interest or forgivable loans, Tax Increment Financing, historic tax credits, preservation easements, and expedited review processes. These strategies should focus on two general areas: financing gaps created by some of the contingencies of historically appropriate preservation (see Department of Interior Standards) and adaptive reuse, and concerns by developers about delays or uncertainties during the project development process.

Develop guidelines for development in the downtown or other historic districts

Development should respect the historic character of downtown and adjacent historic neighborhood districts. However, historic design guidelines should be just that, "guidelines" and not prescriptive regulations that deter redevelopment and result in continued deterioration of historic structures. The guidelines should be a guide to building owners, contractors and project reviewers prior to work being initiated and should support the compatible use of a property through repair, alteration, or addition while preserving those portions or features which convey its historical, cultural, or architectural value.

This excerpt from the Comprehensive Plan discusses the importance of planning with historic resources in mind, and planning for the future of these historic resources as they are important character-defining features in the community.



PRESERVATION PLANNING IN BROOKINGS

South Dakota Codified Law Section 1-19A-11.1 establishes procedures for historic properties identified throughout the state. Included in this section is a review process that is required for any project involving property included in the National Register of Historic Places or the State Register of Historic Places prior to the owner receiving a building permit.

The 11.1 review process (as it is known across the state) uses the Secretary of the Interior's Standards for Rehabilitation as the primary metric for evaluating a project's impact on a historic property.

The State Historic Preservation Office (SHPO), in collaboration with the local Brookings Historic Preservation Commission, and City of Brookings staff, reviews proposals to determine if a project has the potential to damage, encroach upon, or destroy historic properties.

The goal of this process is to ensure that projects proposed in historic districts and/or on historic properties consider all feasible and prudent alternatives to minimize harm to historic properties and their character-defining features.

FIGURE 7.3: Historic Districts in Brookings

Another excerpt from the Comprehensive Plan shows a map of the historic districts in Brookings and discusses the state law that establishes the review process for historic resources.

- *Historic Preservation Ordinance*
  The historic preservation ordinance can be found in Chapter 46 of the zoning code. This chapter establishes a comprehensive program of historic preservation, and covers a variety of topics. Chapter 46 establishes the Historic Preservation Commission (HPC), and explains how members of the Brookings HPC are appointed, how vacancies are filled, and their powers and authorities. The historic preservation ordinance also provides information regarding historic landmarks and establishes the Brookings Local Register of Historic Properties. It provides criteria by which properties can be locally designated and the process by which they can be nominated and approved. Historic districts are also discussed in this chapter – how they're established, the composition of a local historic district commission, and how Certificates of Appropriateness work and what exterior features they apply to.

Building Code

Requirements for fire safety, emergency exiting, and other construction-related issues are part of the building code. The City utilizes the International Existing Building Code (IEBC) and the International Building Code (IBC). The versions for each of the IBCs that are enforced can be found on the City's "Building Permits/Applications" webpage. City staff may be able to assist applicants with flexible design solutions that promote preservation objectives while still meeting code requirements.

Comprehensive Plan

The City of Brookings Comprehensive Plan: Planning for 2040 "provides a vision for the future of Brookings with a focus on priorities, policies, and public investments over the next 20 years." The primary roles of the Comprehensive Plan are Community Building, the Legal Basis for Land Use Regulations and Decisions, Guidance for Decision Makers, and that it is Responsive to a Changing World.

The directive to establish this Historic Preservation Plan stems from the Comprehensive Plan, which states that "a comprehensive historic preservation plan should identify future preservation and rehabilitation initiatives."

Historic preservation-related findings are primarily found in Chapter 7 of the Comprehensive Plan, which focuses on Quality of Life, of which one of the 11 recommendations is to "Maintain the city's heritage through historic preservation." This goal notes that the historic structures and districts in Brookings are a "special part of the character of the community and the preservation of these places should add to the quality of life and create a vibrant urban environment." It also recognizes that safeguarding history through educational efforts is a crucial component to a preservation program. In order to accomplish this recommendation, three objectives are outlined:

- Revise the city-wide historic preservation assessment and implement historic preservation plans and programs
- Create targeted incentives for preservation, aimed at potential obstacles
- Develop guidelines for development in the downtown or other historic districts

The Plan also explains the current review process as outlined in South Dakota Codified Law Section 1-19A-11.1, and also includes the Secretary of Interior Standards for Rehabilitation.

In addition to the preservation-specific section of the Comprehensive Plan, other sections of the Plan establish policies that are preservation-related. These include the following:

- Support Healthy Lifestyles (one of the Engagement Themes)
  This theme recognizes the importance of a community that is physically built to create a safe environment for walking, biking, and riding the bus for people of all ages. While historic neighborhoods are not specifically mentioned here, the linear, tree-lined streets in Brookings' historic districts contribute to this sense of a comfortable physical environment that contributes to the ability to maintain a healthy lifestyle.

- Strong and Affordable Neighborhoods (one of the Engagement Themes)
  This theme recognizes that the quality of the neighborhoods in Brookings is part of what makes the City unique and that makes it a desirable place to live. "Strong neighborhood design, quality of life features, and a diversity of housing products" are all part of what makes strong and affordable neighborhoods, and Brookings' historic resources contribute to this as well.

- Quality of Life: Community and Neighborhood Character
  In the existing conditions for the Quality of Life section of the Plan, it is noted that "Brookings' identity remains strong as evident from its historic neighborhoods and downtown." The community's historic resources are a key part of its unique character.

- Revitalize and Stabilize Older Neighborhoods
  In Chapter 4: Housing and Neighborhoods, one of the seven recommendations for action is to "revitalize and stabilize older neighborhoods." This action recognizes that maintaining a stock of affordable housing is key, and that older neighborhoods often assist in accomplishing this goal, along with preserving the "culture, history and identity of the community." The historic districts in Brookings are a key part of revitalizing and stabilizing older neighborhoods, and may provide an opportunity for affordable housing, while educating residents and visitors about the culture, history and identity of the community.

  Within this particular recommendation are two key objectives. The first is to "Establish or continue to fund rehabilitation programs." This objective focuses on the need for a mix of owner and renter assistance programs to assist with emergency repairs, rehabilitation loan programs for low income households, and energy efficiency loans. It recognizes that rental assistance programs are more challenging but would likely be paired with code enforcement in order to remain effective. However, by providing assistance to rental properties, it means that they can stay competitive with the new construction units, especially those around the university.

The second key objective within this recommendation is to expand the demolition program that would likely focus on removing vacant or abandoned manufactured homes. This objective does recognize that "special considerations should be rendered to demolition activities when contemplating historic resources."

- Strategic Development Areas: 6th Street Corridor
  In planning for this corridor, the public identified as one of their priorities that impacts to the adjacent historic districts should be mitigated by "encouraging a graceful transition between those properties with frontage on 6th Street to those with frontage on 7th and 5th Streets respectively." This priority noted by the public recognizes the importance of preserving the community's historic resources when considering new development, and the importance of making development compatible with adjacent or nearby historic resources.

- Strategic Development Areas: Downtown Brookings
  A key approach to Downtown Brookings is to preserve its historic assets. This approach explains the importance of the designated historic district and its role as an economic development tool for the community. By highlighting these historic resources, the downtown cultural experience can be enhanced when combined with "walkability, attractive landscaping, and diverse social opportunities."

Design Assistance & Review

Design assistance materials are found on the City's website and include the *Downtown Brookings Design Guidelines*. Design guidelines provide criteria for determining the appropriateness of proposed work affecting historic structures. They inform a property owner in advance of how a proposal will be evaluated. Effective design guidelines provide clear examples of design treatments. In addition, they define the range of flexibility that may be available for alterations and additions to properties. They can also help to identify which features are significant and should be preserved, and conversely, which features are less critical to the integrity of a historic resource, thereby indicating whether greater flexibility may be afforded.

Design assistance can also be found in the form of the Secretary of the Interior's Standards for Rehabilitation, the National Park Services Preservation Briefs and the National Park Service Interpreting the Standards Briefs.

Design review is a collaborative process used to examine public and private projects for their aesthetic, architectural, or urban design quality, historic appropriateness, and compatibility with surrounding context. A well-organized design review process helps protect a community's historic character. It is a management tool that applies in addition to zoning regulations that may provide some context-sensitive standards.

Currently, design review is required when a permit application is submitted that may negatively impact a historic resource. When this determination is made, the 11.1 review process begins, which is described on the following page.

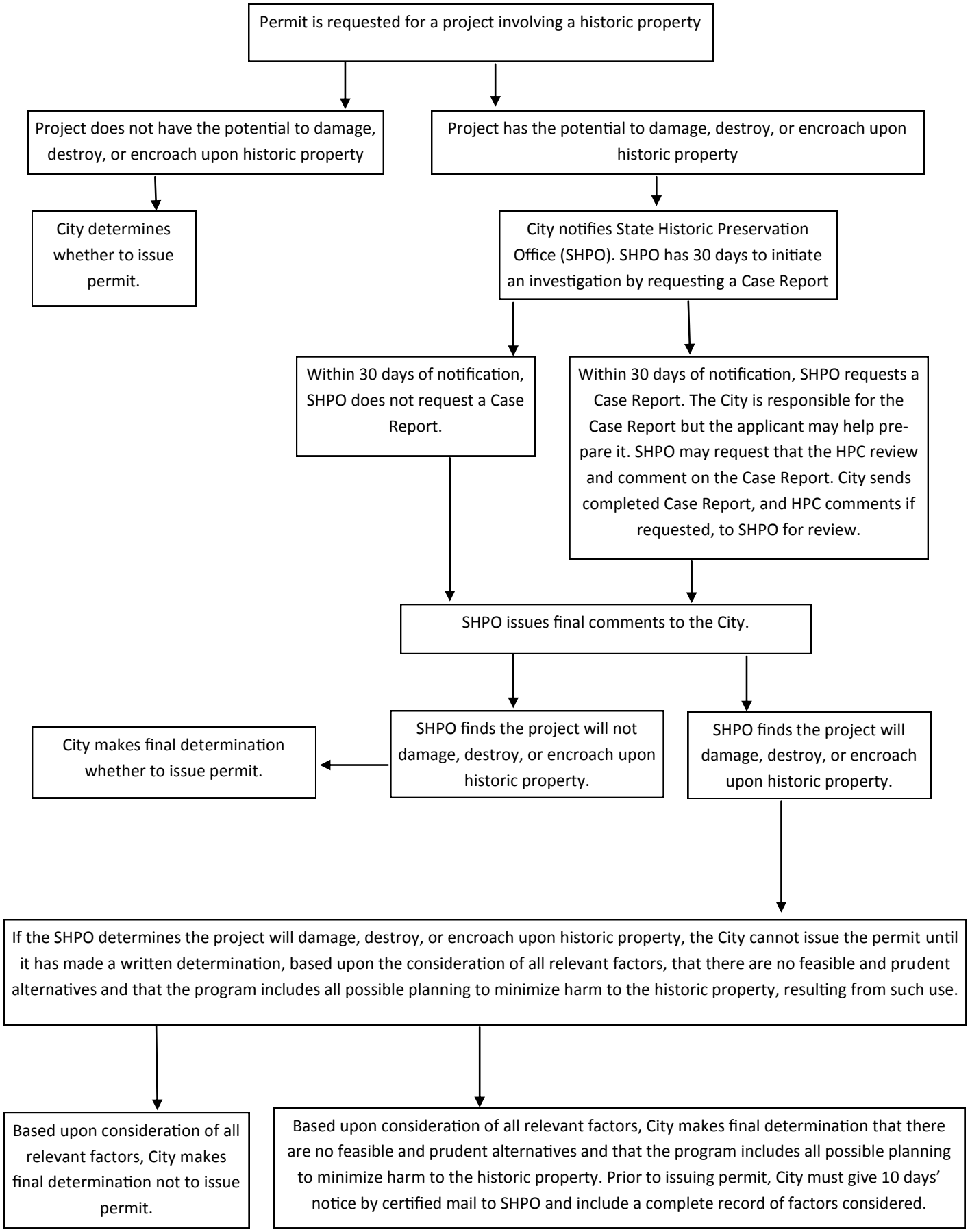
State Plans and Policies

- *State Statute: 11.1 Review Process*
  SDCL 1-19A-11.1, or "11.1 Review" process as it is referred to by the Brookings Historic Preservation Commission, begins with a permit request for a project involving a historic property. This permit request is submitted to the City Planner, who then determines whether the project has the potential to damage, destroy, or encroach upon historic property. If it is determined that the project does have that potential, the City Planner then notifies the SHPO of the project. Upon receiving the notification, SHPO may request a Case Report, which is the responsibility of the local government, who may also request that the applicant help prepare it. In these cases, the BHPC may also review and comment on the Case Report. The Case Report and any comments are then submitted to the SHPO for review and comment on whether the permit application should be approved. If SHPO determines the project will not damage, destroy, or encroach upon historic property, a permit can be issued; however, if it is found the project will damage, destroy or encroach upon historic property, the City cannot issue the permit unless it is determined there are no feasible and prudent alternatives and that all possible planning to minimize harm to the historic property is being completed.

  A flowchart explaining the full 11.1 review process can be seen on the following page. The "11.1 Review Process" webpage on the City of Brookings website includes a series of other helpful forms and informational pages to explain the 11.1 Review Process.

- *Statewide Preservation Plan (2016 – 2020)*
  The South Dakota Statewide Preservation Plan is a guide for preservation efforts taken on by communities, preservation organizations, and individuals throughout the state. It seeks to establish priorities and direction for historic preservation in South Dakota over a five year period. After recognizing a series of new opportunities for preservation to take advantage of including heritage tourism, the Plan notes a range of threats to historic resources throughout the state including neglect, natural resources, lack of awareness and economic development pressures. The Plan outlines four primary goals for historic preservation in the state:
  - » Goal 1: Increase the promotion of historic preservation in South Dakota.
  - » Goal 2: Expand access to educational opportunities.
  - » Goal 3: Maintain and increase the identification, protection, and registration of historic properties in South Dakota.
  - » Goal 4: Increase funding for historic preservation programs in South Dakota.

Summary of SDCL 1-19A-11.1 Review Process



National

- *Secretary of the Interior's Standards for Rehabilitation*
  Under the National Historic Preservation Act (NHPA), the Secretary of the Interior is responsible for providing guidance on the preservation of the nation's historic properties. While the Standards included in this document are regulatory for projects that receive the Historic Preservation Fund grant assistance and other federally assisted projects, they also provide general guidance for work on a historic building.

- *National Park Service Preservation Briefs*
  Similar to the Secretary Standards, the Preservation Briefs provide information on how to preserve, rehabilitate and restore a historic building. The Briefs are organized into 50 individual PDFs that cover a range of topics including improving energy efficiency in historic buildings, repairing historic wooden windows, and making historic properties accessible.

Other Management Tools

- *Conservation Districts*
  A Conservation District is a geographically definable area that conveys a distinct character that demonstrates traditional development patterns. Some communities adopt conservation districts as a complement to historic districts. It may contain individual historic structures and components or groupings of historic structures. Regulations focus on major alterations and new construction. Applying design guidelines or standards to a conservation district serves to maintain its unique character.

  Creating a conservation district is a zoning tool used to maintain traditional neighborhood character in areas where residents seek some form of protection, but where historic designation is not appropriate or is not desired. A conservation district helps shape the character of new development and redevelopment by providing specific design standards and/or design guidelines that apply in addition to base zoning standards. This may also enable specific incentives or benefits for the Conservation District. While the use of a conservation district might be a possibility in Brookings, their use and application need to be further analyzed.

- *Overlay Districts*
  An overlay district is a zoning tool that provides context-specific regulations in certain areas, in addition to the underlying base zone district. An overlay district can be used for a wide variety of purposes including regulating the height of an area to preserve views, creating design review for a specific area or providing design characteristics that define an area. For many communities with historic resources, an overlay district provides an opportunity for the Historic Preservation Commission to review modifications toward local landmarks and properties within historic districts. The process for adopting an overlay differs slightly depending on the community, but most overlay districts must go through a public hearing and allow opportunity for public input. It is often adopted by Council as it is an amendment to the zoning ordinance.

Management Tools Component Analysis

Issues

- The University Residential and Central Residential Historic Districts are both zoned R-2, which provides for two-family, townhouse and multiple-family residential uses in addition to single-family use. This puts pressure on properties in the residential historic districts to redevelop to higher density, especially close to the SDSU campus.
- Design guidelines currently only address the maintenance and improvement of commercial historic resources, and do not provide guidance on how to address residential historic resources. They are also written more as an informational document rather than design guidelines, which are most often written as direct statements.
- Property owners, especially those that have not been through the 11.1 review process, may not understand what constitutes appropriate and inappropriate changes to a historic resource. Without this knowledge, the 11.1 review process can be lengthy and costly.
- When emergency repairs are needed, such as water damage, the 11.1 review process often takes longer than a property owner has available.
- Historic resources are not protected from demolition, even if they are listed in the State or National Registers.
- Historic resources sometimes fall into disrepair due to neglect, and the current 11.1 process does not address this issue.

Opportunities

- Create a set of residential design guidelines to provide guidance to property owners of residential historic resources. This document should include guidance for appropriate additions, infill development that is sensitive to context, windows, and materials. In addition to text guidelines, they should also provide visual examples and options.
- Review and enhance the existing commercial design guidelines to provide further design assistance to property owners. These guidelines should also provide information about appropriate infill development, additions to historic buildings (including elevator additions), windows, materials, and accessibility. In addition to text guidelines, they should also provide visual examples and options.
- Explore the use of an overlay district to protect the design character of the University Residential and Central Residential Historic Districts.
- Establish an informal pre-application meeting to provide an opportunity for an applicant to review design questions and receive design advice prior to submitting a permit application.
    - » Note that this meeting should be with staff rather than a BHPC member because BHPC members meeting with applicants outside of a public meeting could lead to ex parte communications. Applicants are encouraged to seek BHPC consultation on a project during a meeting, prior to scheduling a formal 11.1 review meeting with the BHPC where a recommendation is provided.

- Create an informational pamphlet that pairs with the 11.1 review process flowchart that includes information on "things to watch out for" and "consider this" items for property owners to review prior to submitting a permit application that will go through the 11.1 review process.
- Explore the use of Conservation Districts in the residential areas of Brookings.
- Schedule a time (potentially quarterly) for SHPO staff to visit Brookings to meet with property owners considering submitting a permit application that will require the 11.1 Review process. This will provide early design feedback for property owners to ease the 11.1 process.
- Consider forming HPCs specific to each historic district, or subcommittees of the existing HPC to act as an informal homeowner's association.
- Explore ways to address demolition by neglect, such as working with the SHPO to add to the 11.1 review process or to strengthen or act on Sec. 46-42 of the historic preservation ordinance (Prevention of deterioration by neglect).
- Explore solutions with the SHPO to provide emergency relief when a project is needed but requires 11.1 review. Emergency relief may be needed after a natural disaster damages a property and exterior maintenance is required to keep the historic property safe and functioning for the occupants.
- Consider creating an overlay district that addresses the public realm of the historic districts and distinguishes them from other neighborhoods. For instance, extend the use of the historic streetlamps throughout the residential historic districts.
- Consider any code barriers that make it difficult to split a large commercial space downtown into smaller tenant spaces, without compromising the historic integrity of the structure, in order to accommodate the changing needs of non-retail businesses.
- Consider ways to encourage non-retail businesses to occupy upper floors in downtown buildings in order to reserve retail and active use spaces to the ground floor with windows.

Incentives and Benefits

The incentives and benefits component of the preservation program includes the tools that assist property owners in maintaining historic structures. Effective preservation programs offer special benefits to stimulate investment in historic structures, encourage owners to follow appropriate rehabilitation procedures and assist those with limited budgets.

Incentives and benefits take many different forms including:

- Financial assistance – property tax incentives and federal income tax credit programs are two examples
- Regulatory relief – focus on avoiding unintentional obstacles to preservation in other city regulations and also provide added flexibility in other regulations as they apply to historic resources
- Technical assistance – this is especially valuable to homeowners and small commercial properties, but may also be useful by institutional property owners

Property owners of designated historic resources may be eligible for one or more of the incentive and benefit programs.

National

- *Federal Historic Rehabilitation Tax Credit*
  The 20% income tax credit is available for the rehabilitation of historic income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service (NPS), to be "certified historic structures." In order to be eligible for this program, the property must be listed in the National Register of Historic Places. The SHPO office and the NPS review the rehabilitation work to ensure it complies with the Secretary Standards for Rehabilitation.

- *National Trust Preservation Fund*
  Grants from the National Trust Preservation Fund (NTPF) encourage preservation at the local level by providing money for preservation projects. These grants help stimulate public discussion, fund technical expertise for local groups for particular projects and introduce the public to preservation concepts and techniques. These grants provide seed money for a preservation project and encourage financial support from the private sector. Eligible projects include planning activities and/or educational efforts focused on preservation such as:
  - » Planning - support for obtaining professional expertise in areas such as architecture, archaeology, engineering, preservation planning, land-use planning, and law.
  - » Education and Outreach – support for preservation education activities aimed at the public. The National Trust is particularly interested in programs aimed at reaching new audiences. Funding will be provided to projects that employ innovative techniques and formats aimed at introducing new audiences to the preservation movement, whether that be through educational programming or conference sessions.

  Ineligible activities and expenses include:
  - » Building or construction activities
  - » Academic research

- » Acquisition of real property or objects
- » General support for conferences
- » Organizational capacity building activities (unless pre-approved by the National Trust)
- » Staff or faculty salaries
- » Organizational overhead costs
- » Catering, food and beverage, entertainment
- » Construction or other capital improvement costs
- » Expenses incurred prior to award date

These are competitive, matching grants and range from $2,500 to $5,000. Only Organizational Level Forum members or Main Street America members of the National Trust are eligible to apply for NTPF funding. Additionally, applicants must be either a public agency, 501(c) (3), or other non-profit organization. To learn more about this grant and if you're eligible, visit the SHPO website, or the National Trust for Historic Preservation's webpage.

- *Certified Local Government (CLG) Grant Program*
  The Certified Local Government Grant Program offers matching grants to cities and counties that have been "certified" as historic preservation partners with both the state and federal governments. The SHPO administers this program on behalf of the NPS. These grants can be used for a wide range of preservation projects, including National Register nominations, historic resource surveys, preservation education, preservation code development, building restoration, and preservation planning. CLG grants are matched dollar for dollar. More information about CLG grants including the application and allocation schedule can be found on the Historic Preservation Commission's webpage on the SD SHPO website.

State

- *State Property Tax Moratorium*
  The South Dakota Legislature has provided for certain property tax benefits for the rehabilitation of historic structures. If a certified historic structure qualifies for the tax benefit, an eight-year moratorium is placed on the property tax assessment of certified improvements. During the eight-year period, the property tax assessments may not be increased. In order to qualify for the property tax moratorium, the property must meet the following criteria:
  - » Be listed in the State or National Register of Historic Places individually or as a contributing resource in a historic district
  - » Rehabilitated according to the Secretary of the Interior's Standards for Rehabilitation
  - » Encumbered with a covenant attached to the deed of the property for the life of the moratorium guaranteeing the continued maintenance and protection of the building's historic features for the life of the moratorium

  Property owners interested in utilizing this incentive are strongly encouraged to submit plans and specifications to SHPO prior to beginning work to ensure the property will quality. Applications submitted will be forwarded to SHPO and the Resto-

ration Specialist, who will determine if there are any potentially controversial components of the project proposal. The Board of Trustees makes a final determination on whether the property meets the Secretary of the Interior's Standards for Rehabilitation and qualifies for the incentive.

More information about this incentive can be found on the City's "Historic Preservation Commission" page, or on the SHPO website.

- *Deadwood Fund Grant*
  The Deadwood Fund Grant is funded by a portion of gambling revenues that are generated in Deadwood, SD. Grants range from $1,000 to $25,000, and must be matched from non-federal and non-state sources. The grant is awarded to projects that "retain, restore, or rehabilitate historic buildings, structures, and archaeology sites in South Dakota for commercial, residential, or public purposes."

  To be eligible for the Deadwood Fund Grant, a property must meet the Secretary of the Interior's Standards for Rehabilitation. Applications are considered bi-annually. For more information about this grant – including the application packet, photographic documentation guidelines, and previous year grant recipients – visit the SHPO webpage.

- *South Dakota State Historic Preservation Office Funding Guide*
  In 2014, the SHPO developed a Funding Guide to assist property owners throughout the state with preservation and building projects. This guide provides information about grants and loans but does not guarantee that the funds are still available as this guide was published six years ago. It is up to the applicant to do due diligence to ensure that a grant or loan listed in this packet is available.

Local

- *Downtown Economic Development Incentive Fund*
  In early 2020, the Downtown Brookings Business District Committee relaunched the Downtown Economic Development Incentive Fund (DEDIF), a revolving loan fund. This loan program aims to stimulate private investment in downtown Brookings by lending funds to current or potential property owners. The low-interest loan can be utilized for real estate improvements, repairs and preservation work. More information about this loan program can be found by contacting the Downtown Brookings Business District Committee.

Incentives and Benefits Component Analysis

Issues

- While a variety of incentives are available for historic preservation projects, there is a lack of incentives (financial and regulatory) from the local level.
- The City's funding capability is limited.
- Existing incentives are insufficient to promote historic designation of properties to the Local Register

Opportunities

- Explore offering incentives for preservation at the local level. The following list includes a variety of incentives that some communities provide at the local level:
  - » Property tax incentives
  - » Incentives that put rehabilitation and adaptive reuse projects above scraping and rebuilding
  - » Incentives for accessory dwelling units.
  - » Reducing or removing tax on building materials for historic properties
- Explore offering an incentive that eases some regulations when a property (rental or owner-occupied) is properly maintained.
- Explore offering a cost break if partnering with SDSU construction management and/or architecture programs when working on a project.
- Consider creating a revolving fund to assist property owners with work on their historic structure.

The annual Mayor's Awards for Historic Preservation honors outstanding work on historic structures throughout the community.

In addition to walking tours, bikes are often used as a form of transportation to view and learn more about historic resources in Brookings.

Informational trolley rides are held in the Central Residential Historic District.

Education

Educational programs build awareness and strengthen skills that support preservation efforts in the community. Helping property owners learn how to maintain their historic structures as active, viable assets is key to a successful preservation program. Many property owners willingly follow appropriate rehabilitation procedures and develop compatible designs when they are well informed about preservation objectives.

Workshops that provide helpful information about rehabilitation techniques and publications that build an understanding of historic significance are examples of education and outreach strategies. Well-written design guidelines that provide useful information can also serve an educational role, in addition to a regulatory role as a management tool.

Education and outreach efforts help ensure that the importance of historic preservation is well understood within the community. Additionally, they may help property owners better understand the range of flexibility that is available in the adaptive reuse of historic structures.

In addition, providing education and training opportunities for staff and the HPC is integral to a strong preservation program.

Ongoing Programs

- *Mayor's Awards for Historic Preservation*
  Each year, the BHPC and the Mayor's office celebrate the best of preservation in Brookings by presenting Mayor's Awards to individuals, organizations, or businesses whose work on historic properties in Brookings demonstrates achievements in historic preservation. Eligible projects involve the rehabilitation of older homes, businesses, or rental properties judged on consistency in materials appropriate to the date of construction, quality of workmanship, and sensitivity to the environment. Nominations are due in May to the BHPC. For more information about how to apply and to see previous winners of the award, visit the "Mayor's Awards for Historic Preservation" webpage on the City's website.

- *Historic Walking Tours*
  In conjunction with other summer activities, the BHPC offers two (2) historic walking tours annually with the commission members serving as docents. A tour of the Central Residential Historic District and the Downtown Commercial Historic District provide an educational experience to the general public. Walking tour information for the Central Residential Historic District and the Downtown Commercial Historic District is also available for Apple products through an application titled "Yonward."

- *Trolley Rides*
  During the City's Festival of Lights, the BHPC sponsors a horse-drawn trolley ride through the Central Residential Historic District. Led by Commission members, the trolley rides provide an opportunity for community members to learn more about the history and architecture of the Central Residential Historic District in a unique format.

Intermittent Programs

- *Hands-on Workshops and GreenFest 2014*
  In May 2014, the BHPC sponsored Bob Yapp, a nationally-recognized historic preservation expert, to host a three-day series of hands-on workshops to address wood repair, painting and window restoration of historic structures. Bob's expertise was also highlighted the same year at GreenFest, an event sponsored by the BHPC, the Brookings Sustainability Council, SDSU Environmental Stewardship and Sustainability Committee, and the SDSU Ecology Club. During this event, Bob Yapp provided three shorter seminars.

- *Green Drinks*
  Green Drinks was an event sponsored by the Sustainability Committee that was held at a local brewery. The BHPC participated several times to address preservation topics that were also linked to sustainability. The committee liaison for the Sustainability Committee confirmed the Green Drinks events are no longer occurring. The BHPC decided in 2019 that they wanted to focus more commission energy on the Mayor's Awards, Walking Tours, and the Trolley Rides.

One-Time Events

- *"Welcome to the Neighborhood" event for university students*
  In order to create a stronger relationship between SDSU students living off-campus in the University Residential Historic District and residents of the District, a "Welcome to the Neighborhood" event was held once. This event created an opportunity for students and residents living in the same neighborhood to get to know one another, and to create a sense of community between the groups. This event was held once in the University Residential Historic District at the beginning of the academic year, and residents report that the relationship with students living in the neighborhood was more positive than in other years.

Educational Materials

- *Walking Tour Brochures*
  The Brookings BHPC created a series of walking tour brochures for residents and visitors to learn more about historic resources in Brookings. These brochures include:
  - » Brookings Commercial Historic District Walking Tour
  - » University Residential Historic District Walking Tour
  - » Central Historic District and Urban Arboretum Walking Tour

  The primary way for people to access these brochures is through the hard copies. In the beginning of 2020, these brochures were made more accessible at City Hall. The Commercial Historic District brochure is also available on the Visit Brookings website.

- *Educational Brochure*
  "In 2015, the BHPC created an educational brochure that was distributed to property owners in historic districts in 2015, 2016, and 2017. The brochure was also occasionally sent to realtors and contractors. This brochure primarily notified

Bob Yapp leads a hands-on workshop during GreenFest in May 2014.

Green Drinks flyer inviting community members to this event that the BHPC often participated in to present preservation topics as part of the agenda.

The Commercial Historic District Walking Tour brochure highlights structures throughout downtown with a sketch and historic information. The number next to each structure refers back to the district map that is also included in the brochure.

Did you know your property is located in one of Brookings' four historic districts?

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation.

Historic preservation is an important component in maintaining a vibrant cultural identity. The Brookings Historic Preservation Commission works in tandem with the State Historic Preservation Office to ensure our architectural treasures will live on for future generations.

Historic preservation plays an important role in South Dakota's economy through heritage tourism, tax and construction revenues, and job creation—just to name a few.

Be proud that your property is part of what makes Brookings amazing!

brookings

Brookings Historic Preservation Commission
520 Third Street, Suite 140
Brookings, SD 57006
(605) 692-6629

An excerpt from the 2016 Educational Brochure alerts property owners that their property is in a National Register Historic District.

The current Yonward platform for the Commercial Historic District.

anyone living in or working on a historic property that there were regulations to meet prior to beginning a project. During the time that the brochure was distributed, there were more consultations with city staff and the BHPC in advance of building permit applications. The brochure has not been sent in recent years, primarily because the shift of the BHPC support to the Community Development office has helped raise awareness among Building Permit and Code Enforcement staff who now help direct property owners of historic buildings to the City Planner prior to beginning a project. While it hasn't been used in a few years, the educational brochure is available for distribution if the BHPC feels it would be beneficial to notifying property owners and others working on or with historic properties about the regulations."

- *National Register Plaques*
  Plaques are provided for historic structures listed in the National Register of Historic places. These plaques are most often located near the front door of a residential or commercial property, but sometimes are located on a post on the sidewalk. Each plaque includes the name of the building, the year in which it was built, if it is part of a historic district, and the date on which it was placed on National Register of Historic Places. These plaques serve as an educational tool for residents and visitors.

Educational Component Analysis

Issues

- Many creative and successful efforts have occurred to promote preservation throughout Brookings but sustaining these efforts long-term has been difficult.
- Many SDSU students living off-campus in a historic district do not understand the history and the unique character of the districts, or how to properly care for a historic resource.
- Not all events that could be held as an annual event, such as the "Welcome to the Neighborhood" event, are being hosted on an annual basis due to the lack of organizational leadership.
- Some SDSU students do not understand the history of the community within which they are living.
- Property maintenance on many historic properties, especially rentals, is lacking, often due to the lack of information given to property owners regarding property upkeep.
- Some National Register plaques on designated historic buildings are in disrepair, have gone missing or have not been distributed to property owners.
- A lack of technical workshops for property owners hoping to repair windows, siding and other components of their historic structures makes it more difficult for them to find the information.

Opportunities

- Continue hosting educational events such as the "Welcome to the Neighborhood" event for SDSU students and resident neighbors in the University Residential Historic District to get to know one another. In order to do so, an organization would need to take leadership of this.
- Consider hosting the "Welcome to the Neighborhood" event in the Central Residential Historic District in addition to the

University Residential Historic District. As off-campus housing needs expand, this event may become applicable to both historic districts if students living off-campus begin living in both districts.

- Consider a mailing or newsletter to SDSU students that live off-campus to provide information about the historic district within which they live, and to also serve as an informational tool regarding property maintenance, especially for heat and water during a long break.
- While the Mayor's Awards celebrate the best of preservation projects in Brookings, recognize smaller preservation projects by sending a short, personal note to the owners of other successful projects to recognize their hard work and the importance of supporting preservation.
- Translate the walking brochures into a variety of languages so international students and other visitors can learn more about historic resources in Brookings.
- Expand the use of the Yonward app to Android devices, and include more walking tour information and information about other historic resources in Brookings.
- Replace missing and refurbish existing National Register plaques to serve as an educational tool for pedestrians in Brookings.
- Consider incorporating a tour of Brookings as part of a course requirement for SDSU students that highlights the history of the community, the architecture, important events, etc.
- Consider creating a welcome packet for new property owners in the historic districts that includes information about the 11.1 review process, resources, and who to contact with questions about their property. If possible, this welcome packet could be delivered by an HPC member, preferably one that lives in the district as well. Also make this packet available at the Community Development office.
- Explore hosting a series of technical workshops, such as the historic window re-glazing workshop in 2014, to assist property owners with appropriate maintenance of their historic structures.
- Consider resuming GreenDrinks annually to highlight the connection between historic preservation and sustainability.
- Consider hosting realtor workshops, preferably in a historic property, to discuss how to advertise and sell a historic property.
- Explore how to advertise historic properties that are for sale, as some potential homeowners seek out historic properties.
- Consider publishing a list of contractors in the area that have completed work on a historic property that has been successfully reviewed and approved by the 11.1 review process. (Ensure that this is simply a listing and is not recommending contractors.)
- Digitize tri-fold with information about each historic district and send to property owners. This should also include information about when and how to contact the HPC and the SHPO regarding a project.

National Register plaques placed on or near historic resources identify historic districts and buildings within the districts.

Explore hosting a series of technical workshops. Here, community members learn how to tuckpoint.

Advocacy

Advocacy programs promote policies and plans that support historic preservation. This includes lobbying for zoning codes that are compatible with traditional development patterns in older neighborhoods and supporting adoption of new incentives to maintain historic structures. They also work to expand the base of preservation players and engage partners in collaborative preservation programs.

Historic preservation efforts are often supported by private citizens and non-profit organizations in a community. In some cases, historic preservation is an organization's primary mandate. Other organizations focus on activities that are not directly related to preservation, but that do have a secondary relationship. Sometimes, these organizations provide opportunities for new partnerships.

Federal and State Preservation Partner Organizations

- *National Alliance for Preservation Commissions*
  The National Alliance for Preservation Commission (NAPC) was founded in 1983 in response to amendments to the National Historic Preservation Act of 1966. These amendments provide financial assistance to local governments that met requirements of the Certified Local Government (CLG) program, including the establishment of a local preservation ordinance and commission. NAPC provides a forum for commissions to discuss mutual problems and to serve as a national voice representing the particular needs of commissions. NAPC provides technical support and manages an information network to help local commissions accomplish their preservation objectives. Programs include a biennial FORUM conference and Commission Assistance and Mentoring Program (CAMP®). NAPC also serves as an advocate at federal, state and local levels of government to promote policies and programs that support preservation commission efforts.

- *South Dakota State Historical Society/State Historic Preservation Office*
  The South Dakota State Historic Preservation Office (SHPO) manages the National Register of Historic Places program of the National Park Service (NPS) in South Dakota. The program surveys, inventories, and registers historical properties. The SHPO also monitors state, federal, and local government activities which affect cultural and historic resources; provide advice on preservation methods; promote public education on historical properties; and supports municipal and county historic preservation commissions to advance the state's economic, social, and educational objectives.
  - » *Certified Local Government*
    The City of Brookings meets the requirements of a Certified Local Government (CLG) community, as outlined in the State Historic Preservation Office guidelines (as established by the National Park Service), and was certified as a CLG in 1985. These requirements include creating a historic preservation commission, adopting a preservation ordinance, agreement to participate in updating and expanding the state's historic building inventory and agreeing to review and comment on National Register of Historic Places nominations of properties in Brookings, and the affirmation that the city will fulfill its obligation to enforce existing state preservation laws.

- *National Trust for Historic Preservation*
  The National Trust for Historic Preservation is a privately funded non-profit preservation organization that was founded in 1949 by congressional charter to support the preservation of America's diverse historic buildings, neighborhoods, and heritage through its programs, resources, and advocacy efforts. The National Trust aims to save America's historic sites, tell the full American story, build stronger communities, and to invest in preservation's future. The organization accomplishes these goals through a variety of programs including:
  - » National Trust Historic Sites
  - » Fund for Sacred Places
  - » African American Cultural Heritage Action Fund
  - » America's 11 most Endangered Historic Places
  - » Preservation Leadership Forum
  - » PastForward National Preservation Conference

  - » *Main Street America*
    The National Main Street Center leads a movement committed to strengthening communities through preservation-based economic development in older and historic downtowns and neighborhood commercial districts. The National Main Street Center was established in 1980 as a program of the National Trust for Historic Preservation as a way to address the myriad issues facing older and historic downtowns. The BHPC is a member of Main Street America.

Local Partner Organizations

- *Chamber of Commerce*
  Founded in 1938, the Brookings Area Chamber of Commerce continues to be the leading business organization in the Brookings Area. With a mission of promoting, connecting, enriching and advocating for the Brookings area business community, they provide endless opportunities to help businesses succeed. Over 500 businesses are a member of the Chamber of Commerce.

- *Downtown Committee*
  The Downtown Committee is part of the Chamber of Commerce, and is funded by the City. The BHPC has representation on the Downtown Committee. Currently, the Downtown Committee is working on a variety of programs to promote preservation directly or indirectly including:
  - » An incentive to assist with preservation efforts including a revolving loan program to fund façade rehabilitation downtown
  - » A "Hidden Gems Tour" to highlight properties in downtown Brookings with unique facts and features including notes on the walls, tiling, etc. This tour is not technical but meant to spark interest in the history of the community
  - » Partnering with movie theaters to incorporate before and after photos in their lobbies
  - » Organizing a "Throwback Thursday" social media post to highlight historic photos from the community
  - » Walking campaign downtown to encourage people to park once and walk to different destinations downtown
  - » Incorporating benches, public art, and plantings downtown to make walking more enjoyable

- » Highlighting alley-entry businesses and beautifying the alleys
- » Changing signs to say "Downtown Parking" instead of "72-hour parking" to ensure residents and visitors understand that there's a place to park and frequent downtown Brookings

- *Brookings Public Arts Commission*
  The Brookings Public Arts Commission was established to develop a unified public art strategy for the City of Brookings and to oversee the Public Art Fund. The Commission also advises the City Council and other community groups and agencies who are initiating a public art project concerning the proposed site, selection of a professional artist, and commissioning of a public artwork. The Commission also guides and monitors design development, approves the final design prior to fabrication and approves the installation procedures and maintenance plan. The Commission's bylaws and guidelines are included on the City's webpage. The BHPC currently is represented on the Brookings Public Arts Commission.

- *Brookings Convention and Visitors Bureau*
  The Brookings Convention and Visitor's Bureau (CVB) is committed to assisting individuals, organizations, and meeting planners in the development of outstanding events. The organization also promotes events and places throughout Brookings, including the historic walking tours.

- *Brookings County History Museum*
  The Brookings County History Museum is located in Volga and aims to lead in the collection and promotion of the history of Brookings County and the surrounding area in order to ensure the area's history is preserved for the enrichment and benefit of present and future generations.

Advocacy Component Analysis

Issues

- A non-profit preservation organization does not exist that is dedicated to promoting preservation and engaging the community.
- Existing policies do not identify or provide a framework to involve groups and organizations that could assist with historic preservation efforts, even if their primary goals as an organization are not preservation related.
- No formal mechanism exists for advocacy groups and other partner organizations to communicate roles and collaborate on programming efforts.
- Minimal programs exist which target heritage tourists.
- Homeowners associations to assist with informational resource distribution do not exist in the residential neighborhoods.

Opportunities

- New partnerships with organizations and community members can be explored, and existing partnerships can be enhanced. Consider the following groups:
  - » SDSU – establishing a relationship with faculty, student organizations and the Office for Off-Campus Housing; in addition to partnering with the University, consider hosting regular events and other programming to promote preservation
  - » SDSU – International Student Center
  - » SDSU – construction management and architecture students to provide project estimating and scheduling assistance
  - » SDSU – geography and GIS students to help inventory and map historic properties, as well as digitize Sanborn maps
  - » Tourism
  - » Parks, Recreation, and Forestry Department
  - » Brookings County Museum
  - » Local events, such as Farmer's Markets and Hayrides
  - » Brookings School District – with teachers, students, and curriculum
  - » Technical colleges in the area, such as Lake Area Technical Institute
  - » Contractors, developers, and architects
  - » Homeowners associations
  - » Real estate agents
  - » Local farmers
  - » Bicycle organizations
  - » Rental property owners and landlords
  - » Local hotels to display historic photos of Brookings and provide walking tour brochures
  - » Children's Museum
  - » Local hospitals and healthcare agencies for "healthy walks"
  - » Pedal Pub (to design a route through a historic district)
  - » Register of Deeds – when a historic property is purchased, the property owner would also receive an informational packet about the historic district, the HPC, the 11.1 review process, and other information they may need to know regarding historic resources in Brookings
- Partner with organizations throughout Brookings that are hosting events to which a preservation aspect can be added. This will help reach new audiences while being cognizant of the time and availability of BHPC members' time.
- Partner with tradespeople that can work on historic buildings, such as tuckpointers, to schedule a week or two in Brookings to work on a number of buildings. Property owners could sign up for a time slot ahead of time so the tradesperson knows exactly how long he/she will be working in town.

Administration

Effective administration is a critical part of a successful historic preservation program. It includes overall organization, the roles of various City departments, staffing, and the procedures that work to assure effective operation of the preservation program.

City of Brookings

While the historic preservation program operated out of the City Clerk's office for over thirty years, it is now part of the Community Development office. Many property owners have noted that this change has been appreciated as it streamlines the permit application process.

Brookings Historic Preservation Commission

The Brookings Historic Preservation Commission (BHPC) was established and became part of the South Dakota Certified Local Government Program (CLG). Within their list of responsibilities, the BHPC administers historic preservation zoning, identifies and nominates properties to the National Register of Historic Places, and produces educational material regarding Brookings historic resources. Key to their list of responsibilities is the 11.1 review process, through which the BHPC provides review and comment, and may assist in the creation of a Case Report, if requested by the SHPO. BHPC members are appointed by the mayor, with the advice and consent of the council, for three-year terms. The BHPC consists of seven to ten members, two of which must be professionals in the fields of history, architecture, archaeology, paleontology, urban planning or law. Where possible, property owners from each historic district should be considered for membership. The BHPC meets on the second Thursday of the month.

City Staff

In addition to the HPC, city staff are involved with management of the historic preservation program. Currently, the Community Development Director oversees the preservation program and one City Planner administers the preservation program details – staffing the BHPC meetings, collecting 11.1 permit applications, and compiling Case Reports to send to the SHPO, among other tasks. City staff is also responsible for compiling the Certified Local Government (CLG) grant application and annual report. The recent move of the preservation program into the Community Development office created a "one-stop shop" that, according to property owners, contractors and developers, has been a much smoother and more effective process when submitting a permit application.

Administration Component Analysis

Issues

- More preservation staff time is needed to administer the program. Currently, it lacks sufficient resources to oversee a comprehensive preservation program, which will be even more true if additional historic resources are identified in the future.
- Other City development and sustainability policies could be more sufficiently integrated with the preservation program.

Opportunities

- Document and highlight successes of the program for the general public, such as those that are noted in the annual CLG report that is submitted to the state.

CONCLUSION AND NEXT STEPS

The Brookings historic preservation program has been an important part of planning efforts in the community for the past 35 years. The designation of numerous resources to the National Register of Historic Places, the myriad of educational outreach efforts to many community groups, and the efforts to partner with organizations that are not inherently preservation focused, but that work towards preservation goals from different directions, illustrate the efforts of the Brookings Historic Preservation Commission and City staff to ensure that preservation remains at the forefront of community planning efforts. In addition to the successes of the program outlined above, many opportunities remain for the historic preservation program to be made stronger. These ideas for future actions to improve the preservation program, and their effort to prioritize the actions, will be explored with staff and community members in Phases 2 and 3 of this update, should funding be awarded.

The completion of this Existing Conditions Report indicates the conclusion of Phase 1 of the updated Historic Preservation Plan. The second and third phases of this effort rely on future CLG grant funding from SHPO. If awarded, the second phase of the update will focus on identifying action items for each of the program components, which will be done in a community open house. The third phase of the project will focus on developing the plan, which will incorporate the information from this report, and the action items. The step of the final phase of the update will be to assist in the adoption hearings, including a presentation to City Council.