PARK CITY HISTORIC PRESERVATION BOARD MEETING
SUMMIT COUNTY, UTAH
February 1, 2023

The Historic Preservation Board of Park City, Utah, will hold its regular meeting in person at the Marsac Municipal Building, Council Chambers, at 445 Marsac Avenue, Park City, Utah 84060. Meetings will also be available online with options to listen, watch, or participate virtually. Click here for more information.

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MEETING CALLED TO ORDER AT 5:00 PM.

1. **ROLL CALL**

2. **MINUTES APPROVAL**

    2.A Consideration to Approve the Historic Preservation Board Meeting Minutes from December 7, 2022.
    12.07.2022 Meeting Minutes

3. **PUBLIC COMMUNICATIONS**

4. **STAFF AND BOARD COMMUNICATIONS AND DISCLOSURES**

5. **WORK SESSION**

    5.A **2023 Historic District Grant Program** - The Historic Preservation Board will Review the Submitted Applications for the 2023 Fiscal Year Historic District Grant Program Cycle.
    2023 Grant Program Work Session Staff Report
    Exhibit A: Grading Rubric
    Exhibit B: RDA Map
    Exhibit C: Duval Companies Study

6. **REGULAR AGENDA**

    6.A **Cindy Matsumoto Historic Preservation Award 2023** - The Historic Preservation Board Will Review Nominees for the Annual Cindy Matsumoto Historic Preservation Award, Select the 2023 Awardees, and Select Members to Serve on the Artist Selection Committee.
    Preservation Awards Staff Report

7. **ADJOURN**

Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the Planning Department at 435-615-5060 or planning@parkcity.org at least 24 hours prior to the meeting.

***Parking is available at no charge for Council meeting attendees who park in the China Bridge parking structure.**

Agenda Item No: 2.A

Historic Preservation Board Agenda Item Report

Meeting Date: February 1, 2023
Submitted by: Levi Jensen
Submitting Department: Planning
Item Type: Minutes
Agenda Section: MINUTES APPROVAL

Subject:
Consideration to Approve the Historic Preservation Board Meeting Minutes from December 7, 2022.

Suggested Action:

Attachments:
12.07.2022 Meeting Minutes

PARK CITY MUNICIPAL CORPORATION
HISTORIC PRESERVATION BOARD MEETING
SUMMIT COUNTY, UTAH
MINUTES OF DECEMBER 7, 2022

BOARD MEMBERS IN ATTENDANCE: Randy Scott-Chair, Lola Beatlebrox, Puggy Holmgren, Jack Hodgkins, John Hutchings, Douglas Stephens, Alan Long

EX OFFICIO MEMBERS: Gretchen Milliken, Planning Director; Rebecca Ward, Assistant Planning Director; Spencer Cawley, City Planner; Caitlyn Tubbs, Senior Historic Preservation Planner; Mark Harrington, Senior City Attorney; Julie Schultz, Executive Office Administrator

1. ROLL CALL

Chair Randy Scott called the meeting to order at 5:09 p.m. He conducted a roll call and confirmed the presence of all Board Members.

2. MINUTES APPROVAL

A. Consideration to Approve the Historic Preservation Board Meeting Minutes from November 2, 2022.

MOTION: Board Member Holmgren moved to APPROVE the Minutes of November 2, 2022, as written. Board Member Stephens seconded the motion.

VOTE: The motion passed with the unanimous consent of the Board. Board Member Hutchings abstained from the vote as he was not present at the November 2, 2022 meeting.

3. PUBLIC COMMUNICATIONS

There were no public communications.

4. STAFF AND BOARD COMMUNICATIONS AND DISCLOSURES

A. Historic Preservation Board Chair Election.

Chair Scott reported that he has served as Board Chair for the past year and would be happy to continue in that role in 2023. He stated that there might be three meetings that he would be unavailable to attend in person.

MOTION: Board Member Holmgren moved to re-elect Chair Scott as Board Chair for 2023. Board Member Beatlebrox seconded the motion.

VOTE: The motion passed with the unanimous consent of the Board.

Board Member Stephens asked Senior City Attorney, Mark Harrington about appointing a Vice Chair. Mr. Harrington explained that the Code was changed to specify that Vice Chairs would be appointed only for meetings in which they are needed. He stated that they would proceed on an ad hoc basis based on if and when Chair Scott is unavailable for a meeting. The Board could elect by quorum any Board Member in attendance.

5. <u>REGULAR AGENDA</u>

A. <u>Consideration to Adopt Resolution 01-2022, a Resolution Authorizing Participation in Meeting by Electronic Communication.</u>

Mr. Harrington explained that this is required following an amendment to State law that clarified the requirement of adopting an Electronic Meeting Resolution that specified eligibility as a quorum. All of the Boards, Commissions, and City Councils drafted the same Resolution. He advised that this Resolution made no substantive change to the Board's use of Zoom and instead does not allow a Board Member to be counted for purposes of a quorum if he or she uses a different methodology that does not allow for the specified interaction.

MOTION: Board Member Hutchings moved to ADOPT Resolution 01-2022. Board Member Stephens seconded the motion.

VOTE: The motion passed with the unanimous consent of the Board.

B. <u>Consideration to Adopt Historic Preservation Board Regular Meeting Dates for 2023.</u>

MOTION: Board Member Holmgren moved to ADOPT Historic Preservation Board Regular Meeting Dates for 2023. Board Member Hutchings seconded the motion.

VOTE: The motion passed with the unanimous consent of the Board.

C. <u>517 Park Avenue - Modification of Approval - The Applicant Proposes Disassembly and Reassembly of the Front Bay Window of a Landmark Historic Structure Using Existing Historic Materials. PL-22-05452.</u>

City Planner, Spencer Cawley reported that the Landmark Historic Structure on the subject property was constructed circa 1888 and is on the City's Historic Sites Inventory. An Italianate-style box bay window is located on the front of the cross-wing with paired double-hung windows above. He presented a photograph submitted by the applicant showing the bay window. He reported that on July 6, 2022, the Historic Preservation Board ("HPB") reviewed a Historic District Design Review ("HDDR") application and unanimously approved the applicant's request for material deconstruction of a portion of the rear façade to accommodate a deck addition to the second story of the structure.

Planner Cawley reported that on July 28, 2022, the Planning Director reviewed and approved the HDDR application for the remodel of the Historic Structure. The applicant entered into an agreement with the City for a Historic Preservation Guarantee in the amount of $279,200. The existing structural integrity of the bay window was compromised and not adequately attached to the front façade. The configurations of the wall framing and floor joists, which run parallel to the bay window, have resulted in this compromise. He added that the bay window is only held together by the windowpanes and was not otherwise attached to the wall framing.

Planner Cawley noted that replacement of the windows was approved with the HDDR application. He presented interior photographs of the bay window that showed the joists running parallel to the window and the bay window leaning toward the front of the structure. He commented that the applicant's engineer submitted a letter stating that during a site visit they reviewed the framing of the existing main floor bay window and highly recommended reconstructing the bay window with modern construction methods and materials while maintaining the historic appearance. The engineer added that the existing framing was in poor condition and not structurally adequate.

Planner Cawley stated that the applicant seeks to panelize the bay window and use the Historic materials to re-assemble the bay window. Staff recommended the HPB approve the disassembly and reassembly of a portion of the front façade to allow for structural upgrades to the bay window. Pursuant to Land Management Code ("LMC") Section 15-11-14, the HPB must find that the project complies with the following criteria:

- A licensed structural engineer has certified that the Historic Structure cannot reasonably be moved intact; and

- At least one of the following:

    - The proposed disassembly and reassembly will abate demolition of the Historic Structure on the Site; or

    - The Historic Structure is found by the Chief Building Official to be hazardous or dangerous, pursuant to Chapter 116.1 of the International Building Code; or

    - The HPB determines, with input from the Planning Director and Chief Building Official, that unique conditions include, but are not limited to:

- Problematic site or structural conditions preclude temporarily lifting or moving the building as a single unit;
- The physical conditions of the existing materials prevent temporary lifting or moving a building;
- The applicant demonstrated that panelization would result in preservation of a greater amount of Historic material; or
- All other alternatives were shown to result in additional damage or loss of Historic materials.

Planner Cawley referenced Exhibit E in the Packet, which is a letter from the Chief Building Official and the Planning Director recommending disassembly and reassembly of the bay window.

Staff also recommended the following Conditions of Approval:

- The applicant is to reassemble the bay window using the original materials that are found to be safe and/or in serviceable condition. Otherwise, the applicant must supplement with new, comparable materials. The bay window shall be reassembled in its original form, location, placement, and orientation.
- Disassembly and reassembly shall be done using recognized preservation methods.
- Measured drawings of the element to be disassembled and reassembled shall be completed and provided to Staff prior to the work being done on the bay window.
- The applicant will provide the Planning and Building Departments with a plan that details the disassembly and reassembly steps and procedures prior to updating the Building Permit.
- In order to minimize the loss of historic fabric, the bay window shall be disassembled in the largest workable pieces possible.
- To ensure accurate reassembly, all parts of the building, structure, or element shall be marked as they are systematically separated from the structure. Contrasting colors of paint or carpenter wax crayons shall be used to establish a marking code for each component. The markings shall

be removable or shall be made on surfaces that will be hidden from view when reassembled.

- Important architectural features of the historic building or structure shall be removed, marked, and stored before the structure or element of the structure is disassembled.

- The process of disassembly of the bay window shall be recorded through photographic, still, or video means.

- As each component of a historic building is disassembled, the physical condition shall be noted, particularly if it differs from the condition stated in pre-disassembly documentation. When a component is too deteriorated to remove, it shall be carefully documented with photographs and written notes on its dimensions, finish, textures and colors to facilitate accurate reproduction.

- The large panels shall be protected with rigid materials, such as sheets of plywood when there is a risk of damage during the disassembly, storage, and reassembly process.

- Disassembled components such as trim, windows, wall panels, and roof elements shall be securely stored on-site in a storage trailer, or off-site in a garage, warehouse or trailer until needed for reassembly.

Staff requested that the HPB determine whether the applicant should retain the non-Historic trim paneling at the base of the bay window that was added around 1994. He presented a photograph of the trim paneling for the Board's review. He referenced the 1994 remodel of the structure and presented photographs of the home showing where the additional trim was added. Several other small details were also added in 1994. The applicant proposed to remove the trim detail as part of the panelization.

The Design Guidelines encourage maintaining and preserving Historic window openings, windows, window surrounds, and decorative window features; however, he noted that this detail would also not detract from the Historic character. He reported that Staff did not receive any public input prior to this meeting. He offered that the Board might approve panelization of the bay window, deny the panelization, and direct Staff to make findings for that denial, or may request additional information and continue the discussion to a date certain.

Board Member Stephens asked if this really involved a panelization or whether it would be removed in pieces. It was noted by the applicant, Jeff Love, that most of the bay window is window and there is not much structure. It was added that it would involve cataloging the moldings and reusing those. Board Member Stephens asked about the materials used during the restoration in the 1990s and whether the applicant wanted to remove those materials. Mr. Love stated that they could either leave it the way it currently looks or take it back to the pre-1990s design.

There was a comment that as part of the 1990s refurbishment, the owner added a structural component on the bottom of the window that cantilevered out to try and catch the bay window. The trim on the bottom just hides the additional structural element and would no longer be needed after the proposed work.

Board Member Beatlebrox assumed that the applicant would like to make the bay window look as it does now, as opposed to the pre-1990s remodel. Mr. Love confirmed that to be the case, and noted that other than the addition at the bottom, the window looks very similar to how it looked pre-1990s.

Chair Scott opened the public hearing. There was no public comment. Chair Scott closed the public hearing.

Chair Scott noted that the Board needed to consider the non-Historic paneling. Board Member Stephens noted that if there would be no architectural benefit to having the trim at the bottom of the window, he would recommend going back to the pre-1994 addition. Board Member Hutchings agreed.

MOTION: Board Member Holmgren moved to APPROVE the Modification of the Approval for 517 Park Avenue, based on the Findings of Fact, Conclusions of Law, and Conditions of Approval as follows:

<u>Findings of Fact</u>

1. The property is located at 517 Park Avenue.

2. The site is in the Historic Residential (HR-1) Zoning District.

3. The property is listed with Summit County as Parcel number PC-73.

4. The property contains a T/L cottage constructed circa 1888 and is on the Park City Historic Sites Inventory.

5. An Italianate-style box bay window is located on the front façade.

6. On July 6, 2022, the Historic Preservation Board unanimously approved Material Deconstruction for a portion of the rear façade of the Landmark Structure and approved the removal of a non-historic porch on the south elevation.

7. On July 28, 2022, the Planning Director reviewed and approved a Historic District Design Review application to remodel the Historic Structure and remove the non-historic porch that encroaches onto the neighboring Lot (PL-22-05118).

8. The Applicant proposes to dissemble/reassemble the bay window to address structural issues.

9. Public notice was posted to the property on November 22, 2022. Staff mailed courtesy notice to property owners within 300 feet on November 22, 2022. Staff published notice on the City's website and the Utah Public notice website on November 23, 2022. The Park Record published notice on November 23, 2022.

10. The findings in the Analysis section of the Staff Report are incorporated herein.

Conclusions of Law

1. The proposal complies with the Land Management Code requirements pursuant to Chapter 15-2.2, Historic Residential (HR-1) District and LMC § 15-11-14, Disassembly and Reassembly Of A Historic Building or Historic Structure.

2. The proposed Use, as conditioned, is compatible with the surrounding structures, in use, scale, mass, and circulation.

3. The effects of any difference in use or scale have been mitigated through careful planning.

Conditions of Approval

1. Final building plans and construction details shall reflect substantial compliance with the modified plans approved on December 7, 2022, by the Historic Preservation Board. Any changes, modifications, or deviations may result in a stop work order.
2.
3. The Applicant shall reassemble the bay window using the original materials that are found to be safe and/or in serviceable condition, otherwise supplement with new materials. The bay window shall be reassembled in its original form, location, placement, and orientation.

4. Disassembly/reassembly shall be done using recognized preservation methods.
5.

6. Measured drawings of the element to be disassembled/reassembled shall be completed.

7. The Applicant shall provide the Planning and Building Departments with a plan detailing the disassembly and reassembly steps and procedures.

8. In order to minimize the loss of historic fabric, the bay window shall be disassembled in the largest workable pieces possible.

9. To ensure accurate reassembly, all parts of the building, structure, or element shall be marked as they are systematically separated from the structure. Contrasting colors of paint or carpenter wax crayons shall be used to establish a marking code for each component. The markings shall be removable or shall be made on surfaces that will be hidden from view when the structure is reassembled.

10. Important architectural features of a historic building or structure shall be removed, marked, and stored before the structure or element of the structure is disassembled.

11. The process of disassembly of the bay window shall be recorded through photographic, still or video, means.

12. As each component of a historic building is disassembled, the physical condition shall be noted, particularly if it differs from the condition stated in pre-disassembly documentation. When a component is too deteriorated to remove, it shall be carefully documented — with photographs and written notes on its dimensions, finish, texture, color, etc.— to facilitate accurate reproduction.

13. Large panels shall be protected with rigid materials, such as sheets of plywood when there is a risk of damage during the disassembly/storage/reassembly process.

14. Disassembled components such as trim, windows, wall panels, roof elements, etc., shall be securely stored on-site in a storage trailer or off-site in a garage/warehouse/trailer until needed for reassembly.

15. All Conditions of Approval from the July 6, 2022, Historic Preservation Board hearing still apply.

16. All Conditions of Approval from the July 28, 2022, Historic District Design Review hearing still apply.

Board Member Beatlebrox seconded the motion.

VOTE: The motion passed with the unanimous consent of the Board.

There was a request to allow public comment during the Work Session.

Board Member Holmgren commented that the Packet provided to the Board was very well done.

6. CONTINUATIONS

A. Parking on Driveways in Historic Districts Work Session Has Been Continued to a Date Uncertain.

7. WORK SESSION

A. Discussion Regarding Lot Combinations in Historic Districts.

Senior Historic Preservation Planner, Caitlyn Tubbs reported that the Code contains Lot Standards, including Lot Minimum Sizes, Lot Minimum Widths, and Maximum Building Footprints. These standards were the result of a deliberate and involved public process in the early 2000s. At that time, the Planning Commission and City Council approved LMC Amendments with a new calculation formula that replaced a more restrictive floor area ratio maximum. In 2014, the City updated its General Plan, which recommended maintaining smaller lots within Old Town in keeping with the historic character of the Miner-boom era and encouraging smaller building footprints. Traditionally, lots in Old Town were platted at 25' wide by 75' deep.

Planner Tubbs noted that the HPB, the Planning Commission, and City Council asked Staff to begin public stakeholder outreach in order to discuss potentially updating these Lot Standards and start the public process for any potential LMC Amendments for lot consolidations. When Staff returns to these bodies, they would include the Staff Reports previously drafted and presented to provide context on the reasoning behind the Maximum Building Footprint formula that currently exists in the Code.

Planner Tubbs presented a map showing the various Historic Zoning Districts. These Districts are primarily found in Old Town and along segments of Deer Valley and range from Historic Residential-Low Density to Historic-Commercial Business Centers. The uses for each zone vary in intensity depending on location within the City. Staff was currently examining the lot consolidations or Maximum Building Footprints in the Historic Residential Districts, which are HR-L, HR-1, HR-2, HR-M, and potentially HR-C.

Planner Tubbs referenced the options for consideration by the Board that were included in the Staff Report. The first option was to require any prospective applicant to survey the existing lots and determine the average lot size along the subject lot face; thereafter, the average could be set at the Maximum Lot Size for any new lot combinations. She explained that one of the benefits of Option 1 would be that it would be highly tailored to a specific neighborhood or section of the City; whereas with Option 2, the City would just adopt a zone-wide Maximum Lot Size that would not be tailored to a specific area and would apply to areas where lots might be either much smaller or much larger than the proposed maximum.

Option 3 would be to re-examine the Maximum Building Footprint formula. Planner Tubbs explained the Maximum Building Footprint as set forth in the Staff Report. She recognized that the current formula was somewhat daunting and stated that if the HPB recommended the facilitation of LMC Amendments, Staff would include prior Staff Reports to provide context of how this formula was derived.

Planner Tubbs referenced a table in the Staff Report and the normal Maximum Building Footprint that could be achieved under the existing formula. She pointed out that as the lot sizes get larger, the reduction also would also increase. She commented that the intent of the formula was to keep the buildings in scale with the existing neighborhoods. She presented a table as an example of what would occur if the City decided to change the Maximum Building Footprint to facilitate further reduction in building size and impact the Maximum Building Footprints. She highlighted the differences in calculations if the formula used a multiplier of .8 instead of the current multiplier of .9. She stated that this discussion would be very high level at this time and Staff did not have any proposed LMC Amendments for the Board's consideration. Staff was responding to the direction of the Board, Planning Commission, and City Council.

Staff requested that the Board indicate whether it would support amending the LMC to further restrict Maximum Building Footprint in Historic Residential Districts. If there was support, she asked the Board to define its preferred amendment option out of the three outlined in the Staff Report or any other option. Planner Tubbs added that in the HR-M Zones, the LMC does not currently have a Minimum or a Maximum Lot Size; therefore, there are no Maximum Building Footprints for that zone. She queried whether standards should be implemented in the HR-M Zone.

The last question posed by Planner Tubbs was whether the HR-L Zone should continue to require larger lots. She referenced the background of the HR-L Zone detailed in the Packet and advised that the Minimum Lot Size was required to be double the traditional lot size found in Old Town. Therefore, lots in the HR-L zone were required to be at least 50' x 75', as opposed to the traditional lot size of 25' x 75'. Per the Ordinance, the purpose of the larger lot requirement in HR-L Zones was to minimize the amount of development on the streets that the Ordinance recognized as not having the same capacity as other streets in Park City.

Chair Scott allowed Mr. Love to provide comment pursuant to his request made after conclusion of the Regular Agenda.

Jeff Love stated that he has been in Park City for 28 years and owns various properties in Old Town. He has been involved in over 50 applications to the City related to those properties. He expressed frustration with the proposal because he felt that the problem was not well defined. He noted that the information in the Staff Report proposed to change Maximum Building Footprints on all parcels, even a 25' x 75' lot that would not require a Plat Amendment. He questioned why all lots would be included.

Mr. Love commented that none of the options are good and stated that the regulations are not broken and do not need to be fixed. The Building Footprint has worked for 20 to 25 years and the formula is more restrictive as lots get larger. He referenced the question about HR-L Zoning Districts and commented that 89 King Road was redeveloped 3 to 4 years ago. It has a non-Historic Structure and consists of three Old Town lots. The current owner purchased it because HR-L has a Minimum Lot Size of two Old Town lots and the owner was forced to combine all three parcels and build a larger home. He added that the property owner would rather have had 2 ½ lots with two single homes; however, the LMC required them to do something they likely did not want to do. The Minimum Lot Size is two, and the owner had three lots that they could not subdivide or re-plat it into 2 ½ lots.

Mr. Love noted that subdividing into three lots would result in a loss of a considerable amount of footprint versus two independent lots. He reiterated that the current footprint formula works and predicted that the Board will receive a lot of pushback on amending this part of the Code. He stated that the impact of the proposed amendments would be substantial. He referenced the purposes defined in the Staff Report, and specifically highlighted the fourth purpose, which was "to encourage single-family development on combinations of 25' x 75' historic lots." He stated that people have been doing this, but now it was not what the Council, Planning Commission, and the Board wanted in the community.

As someone who has developed property in Park City, Mr. Love expressed frustration and felt that the City was a constantly moving target. He stated it is difficult to know what can and cannot be done. He referenced the Staff Report on his own Plat Amendment for 517 Park Avenue where Planner Cawley discovered that the Historic Structure was 42 square feet above the allowable Building Footprint for the parcel size. He noted that the structure also did not comply with Setbacks, nor could it ever comply with Setbacks, and added that the structure is seven feet higher than the zone height of 27 feet. He stressed that he owns a 130-year-old Historic home that he could not replicate if he had a vacant lot because the home does not comply with the current LMC Guidelines. Under this proposal, another 20% of the footprint would be taken away.

He mentioned several addresses along Park Avenue (139, 305, 325, 339, 351, 421, 424, 445, 455, 517, 543, The Washington Schoolhouse Hotel, and 703). Included in this list of addresses were the Catholic Church House and the Blue Church which were never residences but which are very large structures built in a residential neighborhood. Mr. Love stated that the homes for the other addresses listed are all on oversized lots, with 11 of them being Landmark Historic Structures and two as Significant Historic Structures.

Mr. Love commented that all of the homes listed likely exceeded the height limit. He stressed that there are large, historic homes in Old Town and he did not see an issue with someone building a new home that is larger than a miner's cottage. He felt that the LMC was restrictive enough and they did not need to go any further. Many of the larger, non-compatible buildings in town are large condominium buildings that were constructed in the 1980s that could never be built again as a result of changes to the LMC. He next addressed real estate values and noted that the General Plan includes statements regarding maintaining property values within Historic District destinations. He observed that this indicates that the City cared about property values.

Mr. Love referenced additional points in the General Plan that state that Historic District destinations have a number of neighborhood benefits, including that these destinations decrease investor uncertainty and insulate property values from wild swings in the housing market. He stressed that the Staff Report created a tremendous amount of uncertainty in the market. Anyone who owns a vacant lot, a Historic house that has not been redeveloped, or a non-Historic house that sits on multiple lots could never sell until the issues raised in the Staff Report were resolved. Mr. Love posited that if the issues were resolved as proposed by Staff, 20 to 30 percent of the property value would be taken away from the property owners.

Mr. Love stated that he has a real estate license and works in Park City. He noted that 587 and 593 Park Avenue are two vacant lots. He and his partner represented the sellers and those lots sold on November 20 for $3,450,000. The buyer would like to combine the parcels and build a single-family home. The current allowable footprint in Old Town is 1,519 square feet; however, as proposed, the footprint would be reduced to 1,200 square feet, which is a 20% reduction in what is currently allowed. He noted that this reduction would result in a reduction of 319 square feet of Building Footprint. He opined that in Old Town, new construction is worth between $5,000 and $7,000/square foot. One square foot of footprint equated to approximately 2 ½ to 3 feet of living space, depending on the design; therefore, the home would shrink by 957 square [sic] feet if the Building Footprint was reduced by 319 square feet.

Mr. Love added that a home off of Main Street recently closed at $2,159/square foot. Applying this to a 957-square-foot reduction would result in a loss of $2.1 million in value to someone who just paid $3,450,000 for the vacant lot. He noted that the people who just purchased those vacant lots were upset at the prospect of these changes to the LMC, and would not have purchased the lots had they known about the proposed changes. He commented that on a single Old Town Lot, the reduction from an 844 square-foot Building Footprint to 750 square feet would be a 94 square-foot reduction, or 11%. Mr. Love stated that the irony was that Setbacks or Building Heights would not change and on a 75’ x 25’ Lot, there is only space for a 19-foot-wide home. With the Building Footprint reduction, square footage would be taken off the back of the house.

Mr. Love again questioned what would be fixed as a result of this proposed change. He requested to know what the problem was that they intend to fix with the changes and asked for full transparency for the public as to what was going on because this would be extremely impactful and probably the most impactful change to the LMC that he has seen in 28 years. He urged the Board to leave this issue alone because the current Code works. The proposed changes would create uncertainty.

Rory Murphy agreed with Mr. Love's comments and was not sure why these changes were being proposed. He felt that the Code works and has worked for several decades. He remarked that the proposed changes will cause significant impacts and with the recent real estate surge, people have purchased these lots at a tremendous premium. The reductions in home sizes and footprints would be significant at the smaller end and staggering at the higher end. He opined that the charm of Old Town was in the variation and everything works. To arbitrarily conclude that everything should be smaller did not make sense. He noted that there were not many lots remaining in Old Town and changing the rules now would be fundamentally unfair. Mr. Murphy appreciated the work being done but did not understand why they were going in this direction.

Board Member Beatlebrox asked Mr. Murphy if the second proposal that would require an average based on neighboring properties would appeal to him. Mr. Murphy expressed that the Code was not broken but acknowledged that the second option would make a lot more sense than just implementing a mathematical formula. He understood the concern about neighborhood compatibility and felt that was always something that involved a fair application of the rules in Old Town. To arbitrarily impose a formula to reduce Building Footprint would create a significant impact to those who have bought lots within the last year. He reiterated that it was a matter of fairness. Mr. Murphy felt that compatibility would be a fair way to look at things.

Andrew Cross reported that he purchased 339 Park Avenue in May 2022 with the intention of obtaining a Plat Amendment to allow him to renovate and expand the Historic home on that lot. He was unsure whether he would be impacted by these proposed changes. He agreed with Mr. Love's comments and mentioned that his intent was to build a single-family home for his family; if the objective was to get single-family homes into Old Town he questioned how he could pencil his house out given the cost of construction. He added that if the Code were changed, he would lose a lot of value and questioned whether he would even make the renovations. He reiterated the question of what these changes were intended to solve. He questioned whether they were trying to preserve the historic character of the Town by reducing the home size or if the changes were simply to reduce the value to create more affordable housing.

Mr. Cross corrected his address to 161 Park Avenue, which is the blue house by the Church.

Chris Goff echoed the comments of the previous speakers. He was interested in the driving force behind the proposed changes. From a valuation standpoint, he noted that he has multiple lots in Old Town that would be affected. He also mentioned the architectural and design impacts that would result and commented that an 800-square-foot building footprint would result in an unattractive home with no design character. He added that many of these homes already did not have much in terms of design character and would be further restricted by these changes.

He questioned the basis behind the change in the formula from .9 to .8 as a multiplier. Mr. Goff observed that these changes would not just impact new construction but also remodels. He felt it would ultimately hurt the property owners. He noted that Park City is a mining town and lauded the preservation efforts that create the historic feel of the town; however, Park City was a poor mining town that is now the #1 destination in the United States. He recognized that they want to keep the historic feel but they also have to recognize that the time has passed. He expressed concern with the proposed changes and was not in favor of them. He hoped that this would go through the entire process so that the public and the Board could understand both sides.

Chair Scott noted that the beauty of what they do is the public process. He reminded those present that this is a Work Session and no decisions would be made. The Board consists of residents of Park City who want to ensure that they have a good understanding of this issue. He expressed appreciation to those who made comments because it provides the Board with feedback and information to help them make a good decision.

Board Member Stephens felt that this discussion was going to be about lot combinations and observed that footprint reductions did not seem to have anything to do with lot combinations. He requested clarification from Staff as to the issue before the Board.

Planner Tubbs stated that the proposed amendments began as lot combinations pursuant to the City Council’s direction; however, when Staff looked into the LMC and the existing regulations, they discovered that the Maximum Building Footprint formula had a significant impact on the overall size and design of incoming structures. As a result, they included the Building Footprint formula as an option for any LMC Amendments.

Board Member Long observed that anyone who wants to construct an addition to the back of a home in one of the Historic Districts would be held to the new formula. Planner Tubbs confirmed this and stated that the LMC formula exists currently and would apply to any additions. If the City chose to amend the formula, remove it, or otherwise change it then the regulations would change at that point.

Board Member Stephens asked if the intent was to reduce the mass of the buildings in Old Town and mentioned the issue of building massing that the Board addressed a few years ago that resulted in LMC Design Guidelines for Old Town. He felt that the City had been addressing the massing issue, and aside from the valuation issues, Board Member Stephens expressed concern about the unintended consequences of the awkward architecture that these changes could create on a 25-foot lot. He added that the massing issues on lot combinations of a single lot and double lots were already addressed through the Setbacks and Building Heights. He noted that they had seen examples where that was not implemented very well and suggested that perhaps they needed to look at that again. If they wanted to look at lot combinations of three or more lots, then there might be some issues regarding Building Footprint that they might need to address; however, the regulations have been in place on single and double lots for quite a while and it seemed to work.

Board Member Stephens was nervous about how the proposed changes will impact the 25-foot lots, the single lots, and two combined lots. He felt it might be more of a Design Guideline issue as opposed to building footprint issue.

Chair Scott stated that the new Design Guidelines have only been in effect for two years. He was open to having conversations about this issue but felt that the examples of scaling in the packet were dated. He would like to see examples of what they were trying to solve with these proposed changes, as he did not see any examples of where the current Design Guidelines gave them something that impacted character, size, and scale.

Board Member Holmgren commented that her home is on a Lot Line. She felt that the issues regarding mass had already been addressed and they need to reach more of a compromise.

Board Member Beatlebrox mentioned Mr. Murphy's point about compatibility in the neighborhood. She stated that they do not want to see a huge, modern structure that would be incompatible with a neighborhood. She liked the idea of looking at each neighborhood and evaluating what makes sense. She also urged them to look at the issue of 1½ lots out of three and felt that would be a great compromise.

Board Member Hutchings did not see that there was a problem with the Building Footprints and felt it was more about the design and whether it fits in with the neighborhood. He mentioned the home built on the southeast corner at 10th and Woodside, which was a nice house that did not fit in with the neighborhood. He was also sympathetic to Mr. Cross' comments that the current regulations provided enough challenges without further limiting them. He felt that if the City wanted to encourage families to come to Old Town, they should make the miner's cabins livable. He did not agree with a reduction but agreed with trying to maintain compatibility within neighborhoods.

Board Member Stephens suggested that they look at this issue more closely in the HR-L and HR-M Districts. He felt that they could get a much better architectural product on 1½ lots than they could get in three single lots. From an applicant's standpoint, he was nervous about making an applicant do a survey of the other properties on the street. He felt that in Old Town they should be able to come up with something in the table that would be clearer to allow an applicant to know what to expect. He felt that a survey could be a costly endeavor and recognized the uncertainty of property owners wishing to purchase property and build in Old Town.

In response to an inquiry regarding the scope of the proposed survey, Board Member Stephens noted that currently an applicant is required to submit a streetscape and show that the proposed architecture complies with the existing streetscape. He understood that the Staff Report states that applicants would be required to survey the actual footprints of surrounding properties and take the average from those to arrive at a compatible footprint. He felt they could probably come up with something to allow three lots to be combined into two lots and have the Setbacks consistent with other homes in Old Town.

Board Member Beatlebrox asked about the basis for the City Council's direction to look at these issues. Director Milliken responded that there had been some concern expressed by the public to the City Council that the homes appear to be getting larger and owners are maximizing square footage in Old Town. There was a feeling that this was getting out of control and these large homes are coming into the neighborhoods.

Director Milliken added that currently there was no limitation on how many lots could be combined, so the Council asked Staff to look at this issue.

Mr. Harrington added that narrower questions had also been expressed by the Planning Commission in response to a couple of partial lot combinations that had come through. The question arose as to why the City would allow any lot combination that allowed anything larger or any addition to be built. He felt that part of this exercise involved re-education on the Historic regulations and existing Purpose Statements on Building Footprints. He commented that he heard solid input tonight on where there was room for improvement but did not hear support for restricting Historic homes to their original Building Footprint.

Mr. Harrington explained that they would have to spend more time with the Planning Commission and City Council to explain why they allow additions to historic structures; however, Staff wanted to begin these discussions with the HPB on some of the threads from the General Plan and long-term planning.

Board Member Stephens noted that the complaints referenced by Director Milliken were valid and mentioned the new style of construction and flat roofs that make homes appear larger. They tried addressing this previously by requiring the height restriction to be measured by the top plate. He suggested they might want to look at how they measure Building Height to address the massing issue. Director Milliken appreciated this feedback and added that the comment that some of these issues could likely be addressed through the Design Guidelines was another way to address the massing issues.

It was noted by Chair Scott that the homes that appear larger do not have a traditional roof and the development was done to maximize the square footage because there is value in every square foot that can be constructed. He agreed with the comments that each neighborhood had its own look and feel and it made sense to make sure development in each neighborhood would be compatible with the immediate neighborhood.

Chair Scott closed the Work Session.

8. ADJOURN

MOTION: Board Member Hutchings moved to ADJOURN. Board Member Beatlebrox seconded the motion.

VOTE: The motion passed with the unanimous consent of the Board.

The Historic Preservation Board Meeting adjourned at approximately 6:40 p.m.

Approved by ________________________________
Randy Scott, Chair
Historic Preservation Board

Historic Preservation Board
Staff Report

Subject: 2023 Historic District Grant Program
Applications: Multiple, See Below
Author: Caitlyn Tubbs, AICP
Sr. Historic Preservation Planner
Date: February 2, 2023
Type of Item: Work Session

Recommendation

Staff recommends the Historic Preservation Board (HPB) review and discuss the submitted applications for the 2023 Historic District Grant Program (HDGP) cycle. A final review and selection of the grant awardees is scheduled for HPB review on March 1, 2023 when a recommendation will be forwarded by the HPB to the City Council for final approval. Staff recommends the HPB conduct a cursory review of the submitted applications and conduct a final review (along with completing the included rubric) at the March 1, 2023 meeting.

Acronyms

HDGP – Historic District Grant Program
HPB – Historic Preservation Board
HSI – Historic Sites Inventory
PCMC – Park City Municipal Corporation

Summary

Park City is home to more than 400 historic sites, two National Historic Districts, and six local Historic Zoning Districts. Park City has an extensive history in supporting the preservation of its historic architectural resources and sites. The City has established multiple programs to encourage the preservation of historic buildings, including offering grant funding to property owners who repair, restore, or rehabilitate their historic structures. Park City has awarded grant funding to numerous properties since 1987.

Eight property owners of historic structures located within Park City's Historic Districts have submitted requests for competitive grant funding to facilitate a variety of projects.

Background

Beginning in 1987, Park City has awarded hundreds of thousands of dollars to the rehabilitation and historic preservation of dozens of Significant and Landmark Historic Structures. Money is set aside in the General Fund, the Lower Park Avenue RDA, and the Main Street RDA to fund these grant requests. Historic Sites located in the Lower Park RDA and Main Street RDA boundaries qualify for their respective funding and sites outside of the boundaries of the two RDAs qualify for funding from the City's General Fund. A map of the two RDA boundaries is included as Exhibit B.

Currently, the HDGP has an awardable budget of $100,506.00, however, these funds are also intended to cover expenses for emergency grants as well.

The Mission Statement of the HDGP is: "*The Park City Historic District Grant Program is designed to financially incentivize the Preservation, Rehabilitation, Restoration, and Reconstruction of Historic Structures and Sites in order to create a community that honors its past and encourages Historic Preservation*." The HDGP is available for Historic Residential or Commercial Structures listed on the Park City Historic Sites Inventory (HSI) or for studies/surveys needed to list a property on the HSI.

The HDGP was put on hold in 2015 to further refine the policies and administration of the program. In 2017, the City hired Duval Companies to evaluate the HDGP and to make recommendations. In 2018, Duval Companies submitted a Historic Grant Study. The City Council and HPB conducted several work sessions on the HDGP beginning in 2014, and continuing through 2018, 2019 and 2020, and provided input to staff. In 2020, the City Council reinstated the Program, however, due to the ongoing pandemic it was administered at the staff-level and not all funds were allocated.

On April 7, 2021, the HPB conducted a work session to outline the FY 2022 HDGP process. The process required staff to evaluate the submitted grant applications and provide a review for the HPB's recommendation to City Council (Staff Report; Minutes, p. 11). The same process has been continued in this year's cycle – staff will review the eight applications and provide a recommendation to the HPB, who will then conduct a review, fill out the rubric, and forward a recommendation to the City Council for final approval.

The Grant Program provides a 50% matching grant that requires the applicant to fund at least 50% of the proposed costs. Eligible work may include interior and/or exterior repair, Preservation, Rehabilitation, or Restoration, including Historic Architectural features and structural elements, as well as mechanical systems. Depending on the existing conditions and specific project scope, some examples of eligible work include, but are not limited to:

- Repairing/restoring/replacing windows
- Repointing masonry
- Repairing or replacing roofs
- Electrical updating
- Upgrading mechanical systems
- Upgrading insulation
- Reconstructing Historic porches
- Restoring Historic features (e.g. siding, windows, etc.)

Ineligible work includes, but is not limited to:

- Acquisition costs
- New additions
- Landscaping/flatwork
- Interior remodeling/new finishes
- Interior paint

A page on the City's official website was created with information regarding the HDGP as well as the application submittal requirements and the application deadline. Additionally, a notice was mailed to all property owners within the City's Historic Districts detailing the application period, Staff's contact information, and the application's online location. Additionally, the notice noted "eligible projects could be awarded up to $15,000." In prior award years the HPB has set a funding cap at $15,000 per project. However, at the end of the last award cycle (FY 22) the HPB voted to remove this cap. Some applications have requested over $15,000 and others have requested exactly $15,000 with additional unmatched expenses. The HPB has the authority to recommend funding above what is requested and has done so in previous grant cycles. The HPB could consider awarding additional funding to this year's applicant pool.

Any grant award over the amount of $25,000 would require the property owner(s) to grant a façade easement in favor of Park City Municipal Corporation (PCMC). A façade easement is a legal document that would be recorded with Summit County detailing the exterior historical features of the subject building to be preserved and protected. The property owner would convey an easement over these features to PCMC who would then have the ability to require the proper preservation and maintenance of historically-significant features. Easements such as these are typically granted in perpetuity and will run with the land, meaning if the property is sold in the future the City would still have the right to require conservation or preservation of the exterior features.

Additionally, any recipient of grant funding will be required to enter into a five-year lien with the City. Should the property be sold within the five-year period, the applicant is responsible for repaying the City a pro-rated amount of the grant disbursement.

2023 Applications

The following table provides a general outline of the scope of work and requested grant funding for each of the eight applications:

Permit Number	Address	Proposed Work	Amount Requested	Fund
PL-22-05403	690/698 Park Avenue (HSI Form 690, HSI Form 698)	Re-roof two historic structures	$16,290.00	Main Street RDA
PL-22-05434	1128 Park	Excavation to	$113,000.00	Lower Park

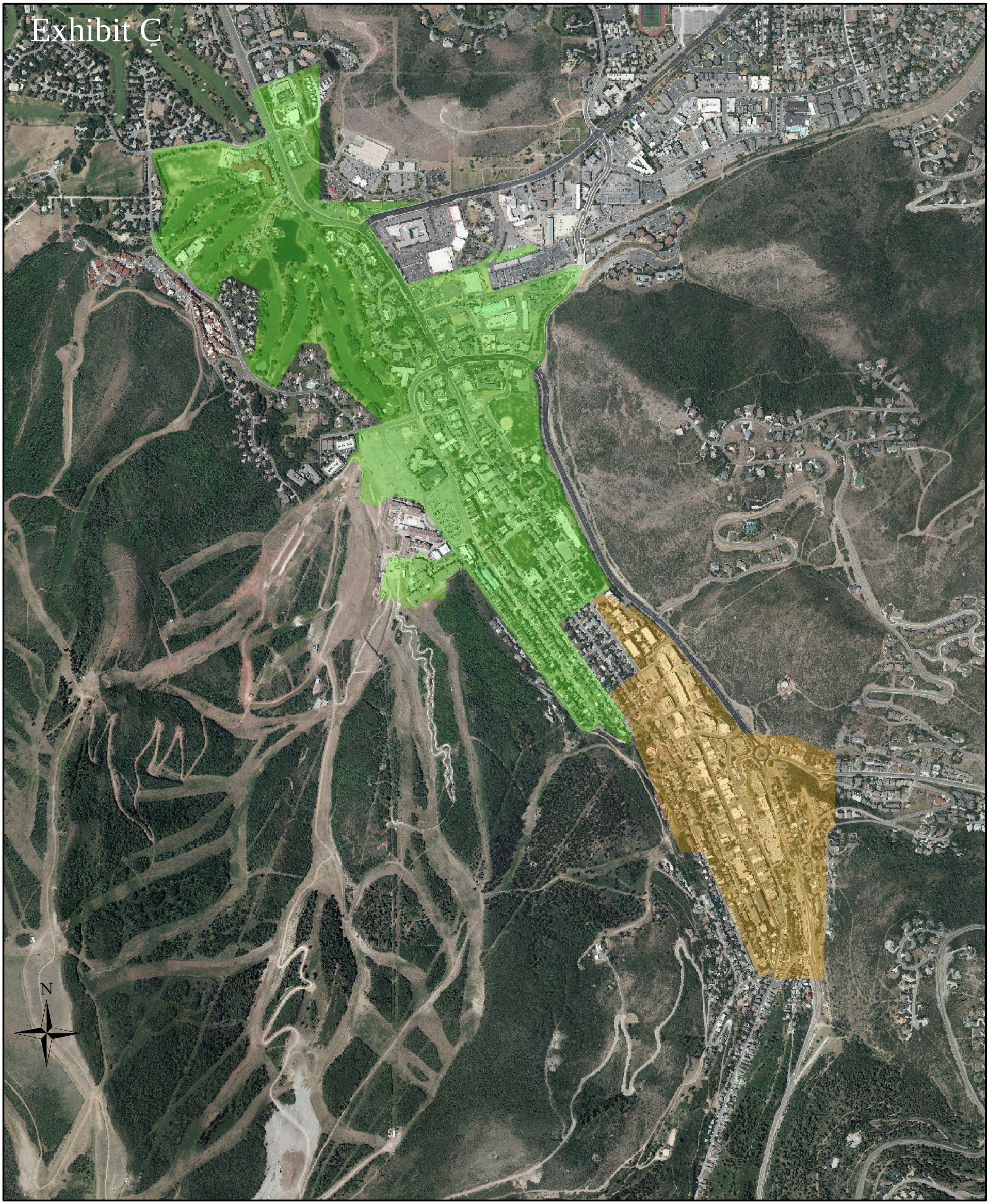
	Avenue (HSI Form)	install new foundation and basement addition, replacing/repairing windows, doors, and siding, add interior framing,		Ave RDA
PL-23-05527	22 Prospect Avenue (HSI Form)	Repair/replace trim and facia, then sand, prep, caulk and paint exterior.	$8,000.00	Main Street RDA
PL-23-05528	40 Sampson Avenue (HSI Form)	Prepping, sanding and painting of exterior siding, doors, windows, coal shed, and deck railings.	$15,000.00	General Fund
PL-23-05529	408 Main Street (HSI Form)	Tenant improvement for Roots Clothing; including exterior lighting fixture, front door replacement, window refurbishment, plumbing, HVAC, electrical, and interior improvements.	$15,000.00	Main Street RDA
PL-23-05530	517 Park Avenue (HSI Form)	Renovations to historic home including: demolition, new windows, finish carpentry, material preservation and reconditioning, waterproofing, roofing, exterior paint and interior carpentry and paint.	$18,500.00	Main Street RDA

PL-23-05531	Thaynes Mine Hoist House (HSI Form)	Asbestos and debris removal	$15,000.00	General Fund
PL-23-05532	Silver King Hoist House (HSI Form)	Asbestos and debris removal	$15,000.00	General Fund

Exhibits
Exhibit A: Grading Rubric
Exhibit B: RDA Map
Exhibit C: Duvall Companies Study

Criteria Evaluation	Scoring Value	Staff Score	HPB Score
Character defining historic elements of the structure and/or site will be preserved and/or restored as viewed from the primary right-of-way.	0: Non-visible historic elements will be preserved or restored 1: Few visible historic elements will be preserved or restored 2: Several visible historic elements will be preserved or restored 3: Majority of visible historic elements will be preserved or restored 4: All visible historic elements will be preserved or restored		
Proposed improvements to the site will positively impact the vitality of the historic context of the neighborhood.	0: No proposed improvements 1: Minimal positive impact 2: General positive impact 3: Significant positive impact		
Proposed design and scope of work uses best practices for the treatment of historic materials.	0: None 1: Insufficient 2: Average 3: Above average 4: Exceeds expectations		
The historic features and elements of the structure and/or site will be enhanced by the proposed work.	0: Minimally enhanced 1: Generally enhance 2: Exceeds expectations		
Proposed work facilitates reversal of non-historic elements or alterations.	0: None 1: Some 2: Exceeds expectations *Note: If no non-historic elements or alterations are present mark N/A.		

Priority is given to restoration and treatment of historic materials, rather than replacing historic materials and features in-kind.	0: No priority given to restoration 1: Minimum priority given 2: Some priority given 3: General priority given 4: Exceeds expectations		



0 0.25 0.5 Miles

Legend

Main Street RDA

Lower Park Ave RI

Historic Grant Study

Park City
Planning Department

2018

www.parkcity.org

Copyright

Set with Galaxie Polaris.

This report was prepared by Duval Development (www.duvalcompanies.com) under the direction of Kjersti Monson.

RIGHT: *Main Street, Park City*

Foreword from the Mayor

Park City's historic architecture contributes to our sense of place while paying tribute to our industrial mining history. We have the opportunity to embrace our past through our historic preservation efforts while encouraging new architecture that is both of its time and paying tribute to our historical roots. Since 1987, the Historic District Grant program has incentivized private investment in historic preservation through a matching grant program that invests public funds to offset the often restrictive costs of restoration projects. The success of the Historic District Grant program's early efforts contributed to Old Town's transformation from a dilapidated ghost town into the thriving downtown that exists today.

Historic preservation has not only revitalized our downtown but spurred the local economy. Property values within Park City's two (2) National Register Historic Districts—the 1979 Main Street National Register Historic District and the 1984 Mining Era Residences Thematic National Register District—are some of the highest statewide. Additionally, historic preservation efforts have led to Main Street emerging as the cultural heart of our community. Small-scale commercial buildings such as the Old County Sheriff's Office at 509 Main Street have served as incubator spaces for start-ups while rehabilitation projects such as that at High West Distillery, formerly the National Garage, at 703 Park Avenue are embraced by local businesses that provide vibrancy to our local entertainment district.

Historic preservation has also contributed to City Council's goals for sustainability. For decades, the historic preservation movement has recognized that existing buildings are inherently greener when compared to demolition and new construction, particularly when considering their embodied energy and the carbon impacts generated by new construction. The Historic District Grant program encourages property owners to maintain and restore existing historic materials, reducing the demand for new milled lumber and demolition waste.

The buildings and sites that contribute to our community's historic fabric promote economic vitality, socially equity, and a strong, resilient complete community. Much of the restoration work to bring back the vibrancy of these structures is credited to the Historic District Grant program. This study is key to helping us move forward with restructuring the grant program so that it may continue to incentivize and promote historic preservation efforts in our community.

Sincerely,

Jack Thomas
Mayor
January 2014 - January 2018

Andy Beerman
Mayor
January 2018 - Present

Preface

As early as the 1970s, Park City recognized the need to safeguard its industrial mining history through historic preservation. These early efforts were initiated by local residents utilizing private investment to rehabilitate their historic miner's shacks and commercial buildings; however, by 1987, the City had established the Historic District Grant program to further incentivize preserving historic buildings through a collaborative public-private partnership. The grant program played a significant role in promoting historic preservation while also spurring investment. Park City's commitment to historic preservation has continued to prosper, and today the City has some of the highest property values in the state.

Since its creation in 1987, Park City's Historic District Grant program has been modified to continue to serve the needs of the community. Initially developed as a matching grant program to offset the costs of exterior restorations, grant requests were reviewed on an annual basis and small expenditures provided seed money for small projects. As the grant program matured and costs of construction increased, the grant program was reviewed on a "first-come, first serve" basis with grant distributions increasing to cover the costs of whole-house renovations. As grant awards increased, staff and the Historic Preservation Board began to question the effectiveness of this public-private investment.

Changes to government accounting rules (GASB) in 2014 to the Historic District Grant program led to the Park City Planning Department engaging Kjersti Monson of Duval Development, LLC in 2017. Ms. Monson has provided a detailed history of the grant program in order to aid staff and decision makers in understanding the history of the program. On November 16, 2017, Ms. Monson engaged leadership in an in-depth, robust work session with City Council and the Historic Preservation Board (HPB) to identify current priorities, conditions, and trends. The outcome of that discussion, as well as her community engagement, has served as the basis for her recommendations in this report to restructure the program going forward.

This report is intended to aid staff in considering options and priorities as we continue to revise and adapt the grant program to changing demands. Originally, the Historic District Grant program served as a catalyst to incentivizing historic preservation by helping to offset the costs of expensive exterior restorations; however, as real estate prices have increased and the trend in renovations has shifted from small-scale to larger, more intensive projects, the goals and priorities of the grant program have changed. As we move forward with restructuring the Historic District Grant program, it will be imperative that we find a way to balance these changing demands while still encouraging and promoting historic preservation in throughout the community.

Sincerely,

Bruce Erickson, AICP
Planning Director

Doug Stephens
Historic Preservation Board Chair

Acknowledgments

City Council

Andy Beerman, Mayor (2018-present)
Jack Thomas, Mayor (2014-2017)
Becca Gerber
Tim Henney
Steve Joyce
Lynn Ware Peek
Nann Worel
Cindy Matsumoto, Councilperson (2010-2017); City Council liaison to HPB

Historic Preservation Board

Douglas Stephens, Chair
Jack Hodgkins
Randy Scott
Puggy Holmgren
Lola Beatlebrox
John Hutchings
Alex Weiner
David White, HPB Chair (2012- 2017)
Cheryl Hewett, HPB member (2014-2017)

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Assistant City Attorney Polly Samuels McLean
City Attorney Mark Harrington
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City Manager Diane Foster

County Staff

IT Director Ron Boyer

Public

David & Patricia Constable
Jonathan DeGray
Allison Kuhlow
Michael LeClerc
Russell Long
Ruth Meintsma
Sandra Morrison

Introduction

Park City has benefited culturally and economically from the community's longstanding dedication to historic preservation. The initial success in 1979 of achieving national designation for the historic Main Street district, followed by the creation of a dedicated commission in the early 1980s (the Historic District Commission, which in 2003 was restructured as the Historic Preservation Board) focused on preservation matters, led to purposeful and strategic public investments in restoration, enhancement, and interpretation.

It was the Historic District Commission (HDC) that designed and implemented the Historic District Grant (HDG) program.

the goal of incentivizing private investment through an injection of public dollars.

The overwhelming private response to the grant program over many years has resulted in hundreds of properties improved through not only investment of dollars, but through cultivation of knowledge and a culture of preservation.

Applicant property owners entered into purposeful dialogue with the City and the HDC as they explored their options and achieved compliance with guiding preservation policies. Newspaper articles highlighted and interpreted significant renovation stories, and in so doing served to celebrate the town's history.

Historic preservation has contributed to Park City's vibrant Main Street.

The character and charm of historic Main Street has contributed to Park City's appeal as a destination for both tourism and events. Economic activity has risen as a result of the community's policies and investments in preservation.

Because funds for the HDG program originated with the Redevelopment Agency (RDA) – which remained the funder for much of the life of the grant, there was an underlying framework of economic development thinking in the program's formation and administration. It was a dollar-for-dollar matching grant program designed as a public-private initiative, and was fully intentioned about

The Park City Historical Society and Museum recognized achievements in historic preservation with certificates and plaques. As more properties were renovated and became contributing properties, the downtown that was once considered "blighted" became one of the most desirable places to live in the country: a place of great character and a viable second home option for many.

The overwhelming success of Park City's historic-building investments, to which the Historic District Grant program has been a core contributor, has led to a different set of challenges and issues for the community. Policymakers are now wrestling with how to maintain affordability in housing, and how to retain local primary residents in light of the area's desirability as a second home and short term rental option.

The Historic District Grant program has been a major player in the growth and success of Park City as a tourist destination and a valued community. The program has had a long and illustrious life, with great success over many decades, and it has evolved over time. The grant program of today is not the same as the program that was launched in 1987. Levels of funding, types of grants, and eligible expenditures have all evolved numerous times over the course of the grant program's life, and the City has sensed that the program must evolve again to adapt to new community realities and to reflect current City goals.

The purpose of this study, commissioned and overseen by the Planning Department, has been to document the grant's history, understand and contextualize the grant through the lens of current priorities and conditions as well trends through time, and to make recommendations for how to shape the grant going forward so that it can continue to contribute to both the character and the values of Park City.

History

ABOUT THE PROGRAM

In 1977, the Park City Redevelopment Agency was created with multiple goals in mind, most notably the improvement of Main Street. In 1979, as part of a burgeoning preservation movement, the City succeeded in having Main Street designated as a National Register Historic District, and city leaders envisioned enhancements to downtown that would contribute to Park City becoming a recreational and touristic destination.

Under the same leadership who sought the National Register designation, additional historic residential and historic commercial zoning was put in place by the City over the next couple of years, and historic properties were identified. In 1981, the Historic District Commission was created by ordinance and given broad powers within the historic districts, including authority over the review and approval of building permits, demolition permits, and shaping preservation policy.

Although there was significant interest in preservation and renovation in these early years, demonstrated through formal actions of government in ordinance and policy, there were very limited resources to undertake renovation of historic properties. A headline on December 18, 1986 in the Park Record declared "Renovation is expensive, but it may be the only hope." The article laments historic properties in limbo – homes that are too run down to be rented or inhabited, yet too expensive to fix.

In their first few years, the Historic District Commission explored several ways to incentivize restoration of historic properties by owners, including a revolving loan program, a matching grant program, and a no-strings-attached grant program. In March 1987, the HDC conducted surveys to identify homeowner needs pertinent to historic renovation activities, and a month later they presented their finalized proposal for the preferred incentive program: a matching grant program for historic renovations.

The Historic District Grant program, approved that spring, was part of a proposed 3-year, $2.5 million initiative of the RDA to improve downtown Park City, including park, street, historic property, and parking enhancements. It was initially conceived as a three-year program, but was so successful and popular that it became institutionalized. In the first year, 33 projects were funded. In the second, 40, and in the third, 47. It was designed to be simple, with a one page application once a year, and the results were immediate and dramatic, leveraging an incredible private response of over 100 projects completed in the first 5 years (by 1991) with approximately half a million public dollars invested.

This pace heated up, with 224 projects reported complete just three years later, in 1994. Over the next two decades, hundreds of projects would be completed, and more than $2 million would be invested, transforming Park City into a quaint destination with a strong sense of place and touristic appeal.

CHANGES & ADAPTATION

The goals and criteria for the program changed over time. From 1987 to 1991, the grant was for exteriors only – intended to fund "physical improvements to the outside of the building so all residents would benefit." In 1992, foundation and stabilization work became eligible. Wiring heating and plumbing became eligible expenditure in 1995. By 1997, critical structural and foundation work became the major focus and priority of the grant.

Funding levels and the number of grants also changed over time. The initial $5,000 residential maximum and $10,000 commercial maximum became $10,000/$15,000 respectively in 1998, and during that same year a $50,000 grant was offered for the first time. Grant maximums by type were eventually phased out and replaced by a common pool of allocated funds distributed to eligible and approved projects on a first come first served basis. This was one of the changes implemented under new grant governance put in place in 2003.

Changing Authorities & Governance

In July 2003, a sweeping set of actions disbanded the Historic District Commission and replaced it with the Historic Preservation Board, which was given more limited authority. During this time, the City also streamlined and restructured other parts of government leading to the departure or dismissal of three department directors: community development, administrative services, and leisure services.

The HDC had become the subject of ire by many who claimed that the Commissioners held too much power to make subjective decisions, and that their authority was unchecked. Initial indications by elected officials that the Commission would be eliminated were not well received, however, and a restructuring by ordinance was pursued instead. In the restructuring, a new body was formed with diminished authority. City staff would now take on the authority to review and approve permit applications – a power previously held by the HDC. Demolition permit decisions in historic districts were shifted to an independent hearing board. The newly formed Historic Preservation Board would retain the authority to shape city policy on preservation, and would continue to oversee the grant program.

One of the first changes made to the Historic District Grant program was to end the annual application and award cycle and replace it with year-round applications and awards, a change which remains a popular characteristic of the program today. Although the change was a welcome one for homeowners, it had the potentially unintended consequence of reducing opportunities for annual press coverage of the program.

In past years, reporters covered announcements of the upcoming deadline, informational meetings were organized in the weeks leading up to the deadline, metrics from the previous grant cycle were published (including fun facts like which street had received the most investment that year), and human interest stories were featured about very significant properties or projects renovated that year. The annual cycle also inspired events and awards, for instance the Historical Society honoring the best projects with certificates and plaques at an annual event.

Adapting to New Rules

In 2014, changes to government accounting rules (GASB) resulted in a finding that the City could no longer fund capital improvement projects with Capital Improvement Project (CIP) funds for projects or assets the City does not own. Historic District Grants constituted capital improvement projects of this type.

The Historic District Grant program was originally housed in the CIP and funded with the Main Street and Lower Park Avenue (LoPA) RDA funds as directed by Council and included in the RDA resolutions. The funding questions raised in 2014 spurred broader questions about administering the program including a review of the application process and eligibility criteria, which reflected an interest in aligning the program more closely with other City priorities and objectives.

In 2012, City Council adopted the Park City 2030 Long Range Strategic Plan, and defined a set of priorities that reflected a significant policy focus on housing, transportation, and energy. The top priority identified was affordability. Staff and elected officials observed that Park City was becoming an expensive place to live, and, in particular, the historic districts were becoming popular second home communities where locals and primary residents were at risk of being priced out.

In a conversation with Planning Director Bruce Erickson, it was evident that this trend was perceived as not only a housing challenge, but a vibrancy challenge. In addition to promoting an equitable and complete community, Erickson is focused on keeping a local influence on and around Main Street and elsewhere, noting that chains and franchises diminish the value of Park City as a place with a unique local flavor that tourists and residents both value.

To keep local influence vibrant, it's important to make it possible for primary residents, who comprise local business owners and the workforce that supports them, to remain in Park City, owning and operating authentic local establishments and not being driven out by rising costs of housing. For many reasons, affordable housing is a major initiative of the City and a value that policymakers and staff seek to embed in public dollars expended.

The HPB was asked to review recommended changes to the program, and to provide direction regarding the application process and policy for administration of the program.

At that time, the HPB approved the following changes, which began to reflect consideration of primary versus secondary homeowners and their eligibility to receive Historic District Grants:

▪ Houses lived in by primary residents (those houses in which the homeowner or a renter lives in full time) can be awarded up to 50% of

Locally owned and operated businesses contribute to the vibrancy and authenticity of Main Street. It's important to support primary residents in Park City.

Main Street is home to many unique local businesses and establishments. A sense of authenticity and local flavor is generated as a result of local influence and investment.

Recommended Changes Approved

Issues directly and tangentially pertinent to an update of the Historic District Grant program were fleshed out by staff with leadership at a Council working session on October 9, 2014. In a staff report to City Council, a recommendation was made for Council to review and adopt a new policy for the administration of the Historic District Grant program. Staff brought the matter to the Historic Preservation Board on November 5, 2014.

their eligible costs, while homes which are to be used as secondary homes or nightly rentals (i.e. not lived in by the primary residents) can be awarded up to 40% of eligible costs.

▪ Commercial properties continue to be eligible for up to 50% of construction costs regardless of ownership.

▪ An additional 10% may be awarded to those property owners committed to renovating a significant structure to elevate its status to *landmark*.

Staff sought and received a positive recommendation from the HPB to City Council on the proposed changes, and on December 4, 2014, staff recommended to City Council that they review recommended changes and adopt a policy for administration of the program.

In January 2015, staff submitted a report to City Council consistent with this recommendation, and Council supported staff recommendations. Throughout 2015-2016, staff considered ways to adjust the program in light of the funding question and adopted City priorities. On January 5, 2017, the following staff report was made to City Council:

"Since 1987, the Historic District Grant program has operated continuously with the support of City Council and the Historic Preservation Board (HPB). The Historic Preservation Grant program was originally housed in the Capital Improvement Project (CIP) and funded with the Main Street and Lower Park Avenue (LoPA) RDA funds as directed by Council and included in the RDA resolutions.

With changes to the government accounting rules (GASB) in 2014, the City can no longer fund capital improvement projects with CIP funds for projects or assets the City does not own such as properties awarded grants through the Historic District Grant program. In 2015, staff revised the Historic District Grant program in order to reflect changes to the GASB.

Due to the concerns and feedback we received from the Historic Preservation Board (HPB) in early 2015-2016, staff has been analyzing ways in which to restructure the grant program."

The Planning Department engaged Duval to document the grant's history, understand and contextualize the grant through the lens of current priorities and conditions as well trends through time, and to make recommendations for how to shape the grant going forward so that it can continue to contribute to both the character and the values of Park City. This report is the outcome of that engagement, and is intended to inform staff and policymakers as they consider options and make decisions about the grant program in its next iteration.

Analysis

An analysis of history and trends was necessary to inform the process of defining the next iteration of the Historic District Grant program. Considerations included Park City land value trends, a study of buying power of grant dollars over time based on costs of construction, ownership trends, economic impacts, and City values and priorities.

SOURCES & METHODS

For this study, decades of parcel data from multiple sources was utilized, including Summit County, the City of Park City, and the US Census. Additional non-parcel data sources include the ENR Construction Cost Index, City staff reports, adopted plans and policies, and news archives (Park City Record) spanning 1979-2004. Finally, direct engagement was undertaken, including stakeholder interviews, a facilitated workshop with leadership and a technical advisory meeting with staff.

FINDINGS & OBSERVATIONS

Our analysis has considered property values, income, ownership trends, economic impact of historic preservation, and the grant's performance over time. A summary of findings follows.

Based on sample data, Park City property values have risen more and at a faster rate in historic districts than in the city generally. 1990 data was too incomplete to analyze, but the trend of a widening gap is legible in an analysis of data from 2000-16..

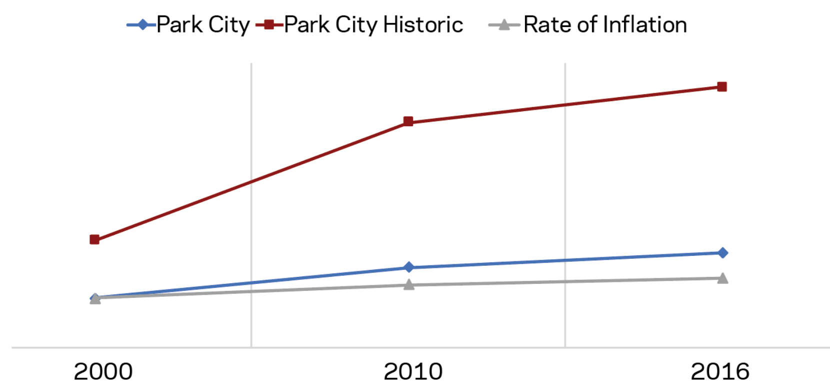
The City completed a housing assessment and plan in 2012 aimed at addressing growing challenges of affordability, and these issues have been raised by both City staff and stakeholders as an important consideration in determining how to shape and administer the grant.

Park City's investments in historic preservation, as well as the success the city has seen as a ski and resort destination, have created lasting value and appeal, which brings both benefits and costs.

Because land value in Park City has outpaced the rate of inflation over decades, and land value in historic districts has risen at an even greater rate than Citywide, affordability and

Property values in Park City have risen faster than inflation, especially in historic districts.

LAND VALUE $ / ACRE



A random sample of parcels was analyzed, showing the value of land per acre over a sixteen year period in Park City. Values in historic districts were greater and rose faster than the city-wide average.

equity concerns have now become a focus of policymaker attention.

Wealthy Households a Large Share of Total

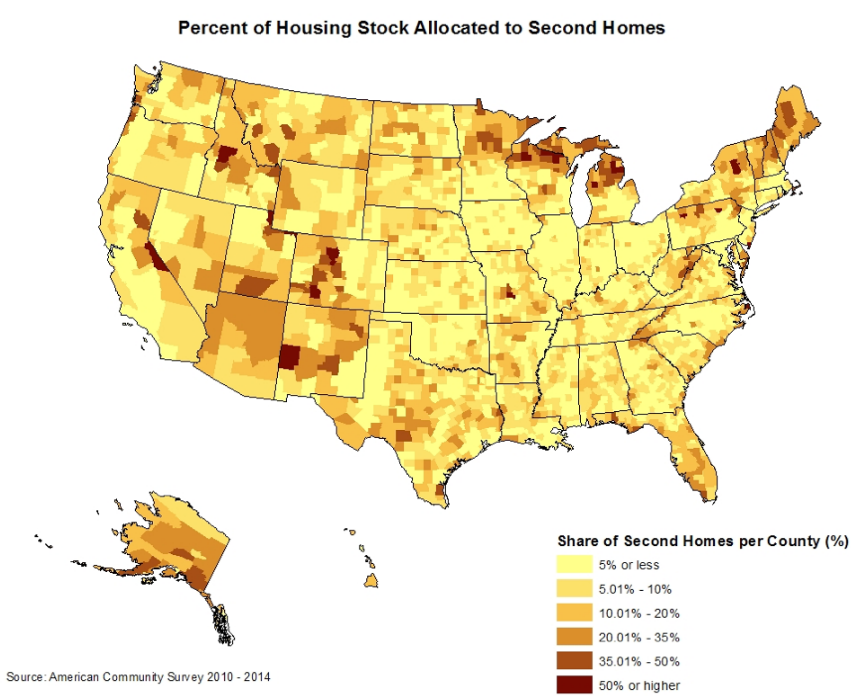
Park City's median household income in 2015 was $105,102, which is almost twice the US median income of $53,889. It also exceeds the median income in the state of Utah ($60,727) and Summit County ($91,773). The median household income in Park City grew from $90,567 in 2000 to $1,050,102 in 2015, outpacing inflation by over 15%, while the US median household income shrank over that same period from $79,542 in 2000 to $53,889 in 2015.

Households with income over $200,000 per year comprise over 25% of households in Park City; by comparison, households earning over $200,000 per year make up just over 5% of all households in the U.S.

Affordability of housing is a major concern of Park City leadership, who commissioned a housing study in 2010 and have since taken steps to make the issue a policy priority. Deeper consideration of this issue is beyond the purview of this report, but it is included as an observation due to the interest of some stakeholders in addressing affordability goals in the expenditure of public dollars, including grant dollars.

Secondary Homeownership is a Factor

The National Association of Home Builders (NAHB) estimated from American Community Survey data that in 2014, the share of second homes among the entire U.S. housing stock was 5.6% . For those areas with robust second home markets like Summit County, there are pros and cons to having a much higher rate of non-primary owners. In a 2011 analysis , the Summit County



With access to scenic beauty, skiing and recreation, Summit County has become a popular second home market.

More than half of residences in Summit County are second homes.

Authentic locally owned businesses are an important part of Park City's character and identity.

Assessor found that more than half the homes in the County were in non-primary ownership. This places Summit County in company with other major second home markets, though still not breaking into the range of the top ten counties which range from 62% (Dukes County, Massachusetts) to nearly 80% (Hamilton County, NY) second homes.

According to the Assessor, the tax benefits garnered by the presence of second home owners are desirable, but are countered for some by a sense of diminishing community cohesion.

Two themes pertinent to second home ownership rates have been specifically identified through outreach and engagement. One is about maintaining housing affordability so that Park City remains a complete community with a strong sense of local identity. The other is about ensuring that the City retains its authenticity and unique character through the viability of locally owned and operated businesses. If the owners of these vibrant establishments can no longer afford to be a resident of Park City, they could be lost and replaced by establishments with less interest in reflecting local identity.

These issues are a consideration of the Historic District Grant program design inasmuch as the City and the Historic Preservation Board have directed that ownership type should inform levels of eligibility for grant support.

Historic Preservation has Economic Impact

PlaceEconomics, with the University of Pennsylvania, prepared a study for the Advisory Council on Historic Preservation (AHCP) in 2011 (updated in 2013) called Measuring Economic Impacts of Historic Preservation. The study proposes a number of metrics for use in placing economic value on historic preservation, including:

- Jobs / Household Income
- Property Values
- History/Culture Tourism
- Environmental Measurements
- Downtown Revitalization

The study outlines the definition and purpose of such metrics, as well as potential methods of analysis. Detailed work on the subject of economic impact is beyond the scope of this study, and yet the economic impact of historic preservation has been a substantial part of Park City's story and is important to observe in this context.

Metrics are a Valuable Tool

Leadership may wish to pursue the development of metrics for Park City to guide future policy and to test several hypotheses that can be made based on a more casual analysis of the facts:

- Jobs have grown along with businesses, events, and resorts in Park City, and the City's investment in historic resources like Main Street has contributed to that.

- Property values have grown in part due to historic investments, with values in historic districts above the City average.

- Tourism has boomed in Park City; natural resources and character-building historic resources are both major contributors to Park City's appeal as a destination.

- Restoration of older properties contributes to sustainability with building efficiency and compact development benefits. Metrics for environmental/historic preservation outcomes could be developed.

- Downtown revitalization was the original purpose that drove the RDA and HDC to pursue public investments in both infrastructure and historic preservation in the 1980s. That trajectory has transformed historic Park City and created economic value.

Buying Power Outpaced the Cost of Construction

The average cost of construction nationally, according to the ENR Construction Cost Index (CCI), has risen by 2.37 times from the time of the grant's launch in 1987 to the current day, meaning in short that it has become more expensive to build things. In 1987, the CCI was $4,406 and by 2016 the CCI had risen to $10,443.

Many stakeholders who were interviewed during the engagement process identified *rising construction costs* as a reason for the diminished perceived relevance of the grant program. However, the rise in construction costs over time was matched and exceeded by a more significant rise in the buying power made possible by the rising value of grant awards over time.

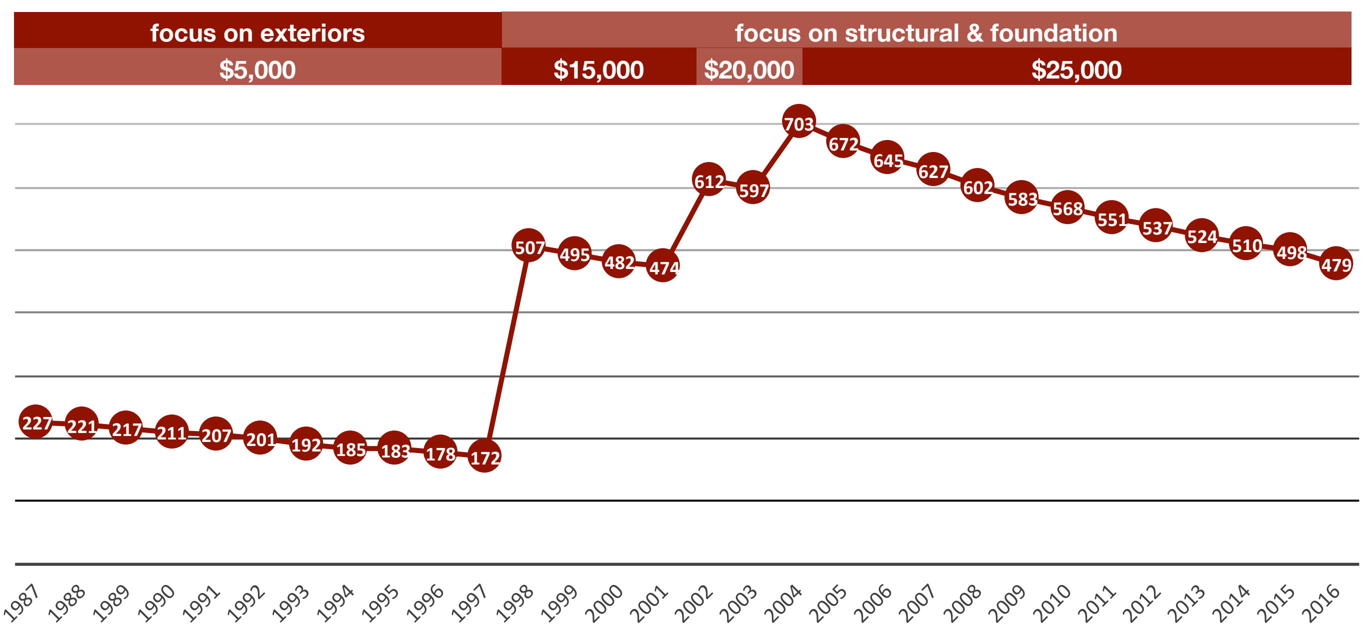
An analysis was conducted of historical data for the grant program and the "buying power" it has provided. Grant awards were logged over time based on City data and newspaper records. The maximum allowable grant value for each year was recorded, and that was converted to "buying power" for that year using the ENR Construction Cost Index data for the same year.

It's clear that each grant dollar can buy a certain amount of materials and labor in a given year. What was less clear prior to the analysis was whether the grant's buying power had diminished over time due to construction costs.

The data demonstrates that the buying power of the maximum grant declined over the first decade, but then rose at a higher rate than construction costs due to grant

Rising construction costs were matched and exceeded by the rising value of grant awards.

BUYING POWER OF THE RESIDENTIAL GRANT



"Buying power" is a unit of labor hours + materials that the maximum grant in a given year could buy based on the ENR Construction Cost Index for that year. The chart shows, for instance, that from 1987 to 1997, the buying power of a $5,000 grant steadily decreased, but when the maximum award grew to $15,000 in 1998, buying power was more than double what it was in the initial year of the grant.

Average grant size has risen slightly over time.

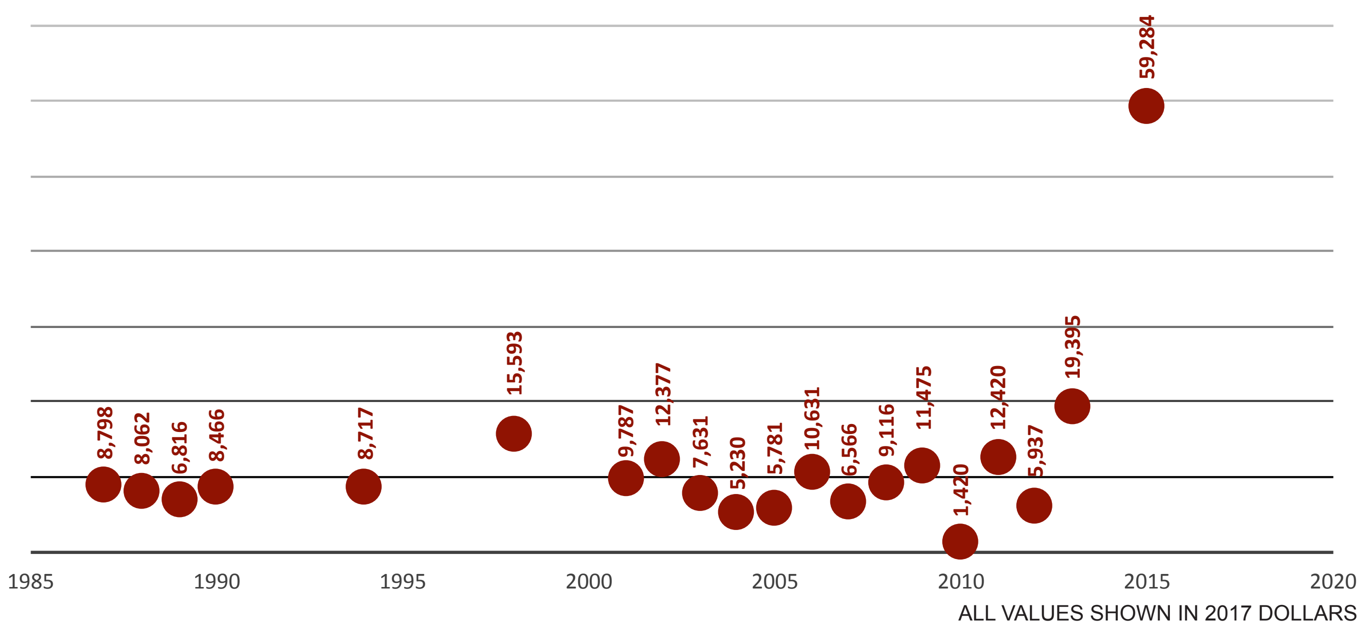
awards becoming larger over time. For approximately the first decade of the grant's life, residential awards were capped at $5,000 and commercial at $10,000. Both residential and commercial caps were raised to $15,000 in 1988, then raised again in the early 2000s to $20,000. The current maximum award that the HPB can approve is $25,000, though larger awards can be given with approval of Council. The buying power generated by these "raises" over time have enabled residents to buy more labor hours and materials in the latter life of the grant than they could in the early years - even accounting for the rising cost of construction. These findings are inconsistent with the prevailing assumption that the grant had more buying power in its early years. It would be more accurate to say that there were a larger number of grants awarded in the early years, and that the impact of the grant to numerous properties was more widely known and publicized.

Average Grant Value Rose Slightly Over Time

The average grant size is the total dollars awarded for a given year divided by the number of grants awarded, adjusted to 2017 dollars. For those years between 1987 and 2016 where data was available about both the *total annual grant dollars awarded* and the *total number of grants awarded*, an average grant size was discernible.

Because early years are characterized by large numbers of grants whereas later years have few total grants, there is more deviation from year to year in later years.

AVERAGE GRANT SIZE



Average grant size was analyzed for all years where the total value of grant money awarded and the total number of grants awarded were both known. It is shown here with all values adjusted to 2017 dollars. There is more deviation in recent years due to far fewer grants being awarded, and there is a significant outlier in 2015 when a single large grant was awarded..

Number of Grants Dropped in 2003

In 2003, significant structural program changes to governance and administration occurred which may have, with other factors such as the 2002 Winter Olympics, dampened the number of applicants to the grant.

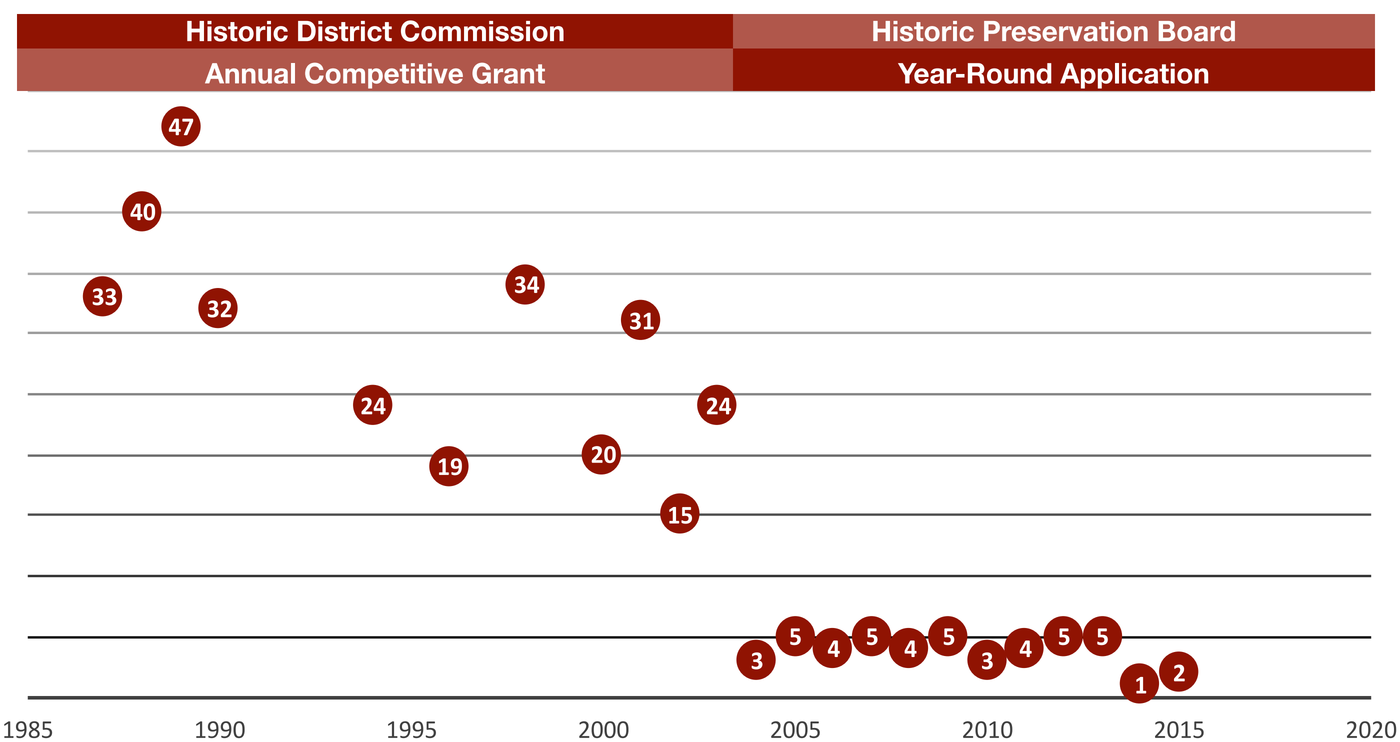
First, the governing body was restructured: the Historic District Commission was dissolved due to perceptions of overreaching authority, and replaced by the Historic Preservation Board. Second, the grant ceased to be administered as an annual competitive process and became a year-round application.

After 2003, it appears the grant became less visible to the community. The pre-2003 program had, by virtue of the nature of a competitive award, driven a community information and news cycle. Informational meetings would take place leading up to the deadline; detailed human interest stories would take place about projects and results from the last year's awards; and the newspaper would publicize the list of winning properties along with some analysis such as which streets garnered the most investment. All of these touchpoints provided fertile ground for community dialogue and preservation awareness.

Historically, the grant has leveraged significant private investment in hundreds of properties within the historic districts, and through regular coverage in the newspaper, it has raised the public consciousness about the value of the community's history, resulting in a growing sense of common purpose and commitment to invest. The grant has raised the perceived appeal of historic districts and their desirability for additional private investments, including business, tourism, and programming investments.

The Historic District Commission administered an annual competitive grant program until 2003. Thereafter, the Historic Preservation Board and City of Park City have supported year-round applications.

TOTAL NUMBER OF GRANTS AWARDED ANNUALLY



The number of grants awarded annually dropped in 2003 and remained low. Also in 2003, which is also the year that two significant changes in grant administration occurred: the restructuring of the governing board and the shift from an annual competitive cycle to year-round applications.

Engagement

STAKEHOLDER ENGAGEMENT
Interviews with Program Users

Assessment of Grant Program Through User Experience Interviews

A selected group of users were contacted and interviewed about their direct experience with the program.

One of the most useful sources of information for any study is community engagement. For this study, valuable insights were drawn from stakeholder interview subjects, “goals workshop” participants, and technical advisors. A summary of engagement outcomes follows.

STAKEHOLDER INTERVIEWS

Eleven stakeholders were contacted for interviews about the Historic District Grant program, resulting in 7 interviews being conducted over two weeks in March 2017. Interview subjects represented differing expert or firsthand perspectives on the program, and included grant recipients, an architect, representatives of stakeholder organizations such as the Chamber of Commerce, the Park City Historical Society & Museum, and the oversight body, the Historic Preservation Board.

Interview Questions

Interviewees were asked the following seven questions:

1. What is your personal experience with the Historic District Grant program?

2. Do you and your peers have a generally held perspective on the Historic District Grant program? If you were to take the temperature of peers on preservation matters, and specifically grants to properties for restoration, what would the general feeling be? Is it your opinion that the general view of you and your peers is shared by most people?

3. Have you experienced a process with the Historic Preservation Board? What are your thoughts about the role of the HPB?

4. What do you think is necessary for the City to understand in crafting revisions to the Historic District Grant program? What’s most important and successful about the program and its goals, and what may need another look?

5. What criteria do you think are most important to include in evaluating the eligibility of an applicant?

6. Are there any difficulties to be aware of? Are there any ways that you feel the program has been mis-used in the past?

7. Can you share a success story about the grant?

SUMMARY OF STAKEHOLDER OBSERVATIONS

In answering each of the questions posed, common themes were touched on among interviewees. Themes included an assessment of the program's value, comments on the process, and ways that the program could be improved. A summary of "interview takeaways" on these broad themes follows.

Perceived Value of the Historic District Grant Program

- The program is valued by those that have used it – however, most people don't really know very much about the program.

- On the commercial side, property owners are one step removed from the issue. Business owners have a stake in the character of Main Street, but they are renting – the property owners are one step removed.

- Preservation is a commonly held value, but issues like affordability and transportation are potentially more pressing topics today.

Success of the Historic District Grant Program

- It was very successful 20 years ago when it supported local people trying to invest in the community and build their own equity as residents. Created a sense of personal pride and investment.

- It is still useful, but due to rising construction costs, it's not as much of a carrot as it used to be.

- It is still useful, but due to rising home values and changing demographics (rising numbers of millionaire second home owners in Old Town), the grant is not serving the purpose it once did.

- It contributes to historic character, which is very important to people. Historic home tours and historic home dinners are very popular.

- Preservation contributes to sustained stable property values and economic value for tourism.

- One inadvertent negative outcome of the improved historic district is that locals get pushed out due to high property values and nightly rentals.

Ease and Value of Participating in the Program

- Homeowner interviewees who had participated directly in the program thought it was worth it, and stated that it was not an unreasonable process to go through for their project.

- It was observed that many property owners of historic properties would view the grant amount as inconsequential, and could take it or leave it.

- Many people either don't know about the program or don't bother to apply because of the sense that it will be a lot of work.

- Professionals who had some history with the program cautioned about avoiding leaving room for subjective decision-making by governing entities.

- It is perceived as a benefit to homeowners that grants are awarded as reimbursement at the end of the process, since there are often unanticipated costs along the way.

SUMMARY OF STAKEHOLDER RECOMMENDED IMPROVEMENTS

Interviewees provided detailed recommendations about program goals, grant award amount, criteria/ eligibility, and administration. Their detailed comments follow.

Definition of Goals

- Restate the goals of the program in a way that's relevant to today. There is a perception that the people who own historic properties are well off and don't need grant assistance.

- The original goal was to support Park City residents and to restore homes in need of work that otherwise would not be restored. There is general agreement among interviewees that this dynamic has changed along with the demographics and property values in Old Town.

- Enhance and sustain Old Town in a way that contributes to the city's economy, increasing tourism and economic value.

- Ensure that Old Town retains its character by preserving historic structures, and offering interpretive opportunities.

- Focus the dollars on incentivizing higher levels of quality than are required by minimum compliance, for instance, incentivizing premium wood windows rather than standard, by making windows a grant eligible improvement.

- Using the defined goals, make a clear framework for decision-making by City staff, the HPB, and users.

- Clearly stated goals and criteria should be defined to manage homeowner expectations and avoid the perception of subjective decision-making.

- A point system should be developed.

- Staff and commissioners should be trained.

Size of Grant

- There is a common perception that the grants are small and inconsequential to historic property owners. There was consideration of making grant awards larger, reflecting today's real costs and home values.

- Typical grant amounts currently available will not get any project over the "but for" hurdle. Most people doing these projects today are not going to be swayed by a $10,000 grant. One respondent suggested that $40-$50,000 would be a meaningful grant level.

- The grant is valued by homeowners doing smaller projects like roof work, or those doing the work themselves who are less impacted by rising costs of construction.

- It was suggested that a case could be made for increased public investment by measuring the amount of private investment that has been spurred by public dollars.

- There was consideration of making the grant "smarter" to be more of an incentive to achieving specific "above-minimum requirements outcomes."

- Doing things above minimum requirements costs more for homeowners, and having an incentive to do so would drive higher quality outcomes.

Criteria

- There is a general sense among interviewees that awarding grants to those who do not need public assistance to make their renovation feasible is not ideal, but there is little consensus about how to address the issue.

- Some interviewees felt that although there may be a perception issue, the grant is not a social program and the real goal is to save and improve historic stock – so who owns the property is a secondary issue that should not drive criteria.

- Other interviewees felt differently, and discussed the possibility of means testing as criteria for eligibility. Some observed that the grant is simply a non-issue in the calculus of a second home buyer who is planning a million-dollar renovation, so perhaps trying to “tune” the grant based on this factor isn’t going to be impactful.

Eligibility

- The City could identify homes that remain to be restored, assess the kind of work they need, and seek to understand why owners are choosing not to do the work. This may help to define criteria, and to design the grant to assist.

- Staff seek clear criteria for eligible types of work. Should the focus be on work that contributes to saving a building like foundation, structural, or roofing? Or the opposite: work that incentivizes above-minimum standard details, like windows and trim? Should tear-downs that are reconstructed be eligible?

- Should the grant privilege primary over secondary owners? Or focus on property restoration, with no preference for characteristics of ownership? It was observed that a lot of locals are moving out of Old Town, and that the community has changed in ways that the grant will not reverse.

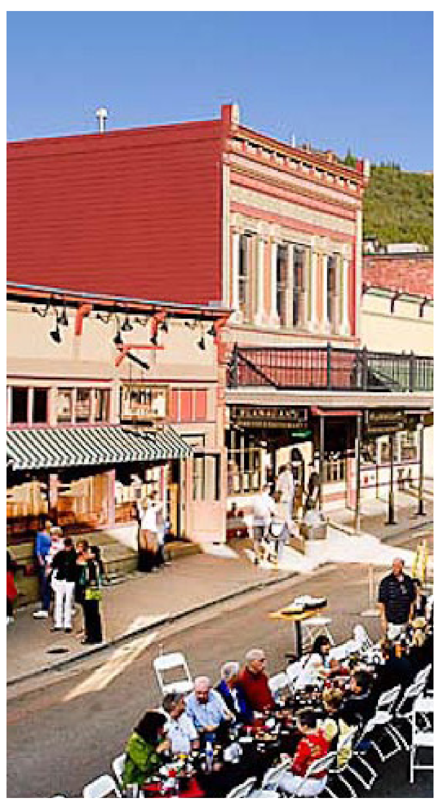
Administration

- Interviewees encourage the City to make sure resources are available year-round.

- Include as much staff-level decision-making about eligibility and so on as possible to avoid uncertainty going in to the Historic Preservation Board process.

- Establish clear, specific language defining what decisions need to be made by the HPB (and conversely, what is not the purview of the HPB, including design), and establish an objective path to making decisions.

- Provide training to HPB members on their specific authorities, and on the Park City Historic District Guidelines that they are to apply to their decisions; also, ensure that there is common understanding by Board members of the fact that the National Park Service guidelines are different, more stringent, and not required.



Park City residents with direct experience of the grant program were interviewed and provided detailed feedback.

STAFF ENGAGEMENT
Technical Advisory Meetings

Issues Identification with Staff and Technical Experts

Two technical advisory meetings were held with staff, with one focused on funding and one focused on administration. Expert staff were engaged with detailed questions that emerged out of research and stakeholder engagement. Staff contributed their insights and observations about the grant program.

The following issues, which should inform the design of the next iteration of the Historic District Grant Program, were identified.

ISSUE 1: Funding Sources and Dynamics

The grant funding source has shifted from capital to operating dollars, so rollover is no longer an option. Budgets are on a one-year cycle, and unexpended funds cannot be retained for use in the next budget year. This presents a challenge because the time between the grant being awarded and the funds being dispersed is more than one year. The result is uncertainty and risk with regard to how many grants are outstanding at any given time, and when payments will come due.

Because the program allocation is a set amount, which does not change from year to year based on, for instance, projected distributions; and because no rollover is possible; and because funds are not pooled but split into three buckets tied to specific geographies; and because a single grant can be a fairly substantial chunk of allocated funds for an eligible area; it is hypothetically possible that all funds could be expended in one area very early in a given year, with other grants coming due and no resources to pay them. This uncertainty is currently being managed by staff, but additional steps could be considered to mitigate the risk. Factors to consider in administering the grant include:

- The grant funding source is operations, not capital
- There is no rollover
- The period between award and distribution is likely 2 years
- Grant sizes are growing
- The total program allocation is currently split between three buckets

It is additionally relevant to note that the Main Street RDA will expire in four years. Staff is aware of this and will work with policymakers on an extension. They are already anticipating what needs to be done to anticipate and manage grants that will be coming due during a period of potential uncertainty.

ISSUE 2: Alignment with City Goals

The mission and principles guiding the grant should be aligned with city goals and values. For instance: How could the grant encourage consideration of affordability? Could assistance with the cost of renovation help some owners to preserve naturally occurring affordable housing by mitigating the need for debt service on loans that could drive rents up?

Projects with the potential or intention to contribute to city goals through enhanced outcomes could be identified in the following ways:

- at Design Review;
- through a checklist on the application; and,
- with a scoring system that rewards required elements as well as including the opportunity to earn bonus points for “bid enhancement”

ISSUE 3: Competitive Grant Cycle

Staff and technical advisors endorsed the notion of a regular schedule of application deadlines throughout the year that would introduce merits and competition to the selection. Multiple deadlines per year would be necessary considering the fluidity of project starts.

A regular cycle of deadlines and decisions would have multiple benefits. (1) It would be easier for staff to administer; (2) it would lead to applications competing on the merits; (3) applicants in competition would be more incentivized to be responsive to City goals by identifying and delivering enhanced outcomes; (4) it would be newsworthy and therefore give the city an opportunity to communicate on a regular basis about program goals and successes. This kind of communication can build a sense of community through greater awareness of the town's historic places and assets.

ISSUE 4: Grant Administration

Staff expressed concern that current eligibility requirements may not provide sufficiently specific tools to ensure that grant dollars are not inadvertently subsidizing projects that don't need assistance or would happen anyway as a matter of course with existing regulations. Staff and policymakers want to ensure that funds are used wisely, in a targeted fashion, to implement City goals. This will require a more robust framework governing eligibility and requirements.

Options that were suggested to ensure successful administration of funds include the creation of specific criteria that lead to more targeted grants, potential means testing, scoring for enhancements, and even adopting the practice of promoting and implementing an "investment target" for each grant cycle.

Technical advisory meetings informed the study and recommendations. City staff identified issues and provided insight into grant funding and administration.

Park City staff provided technical, budgetary, and administrative insights.

LEADERSHIP ENGAGEMENT
Elected Officials & Historic Preservation Board

Mission, Values and Goals Workshop with Leadership

An engagement workshop was held with the Mayor, City Council, and Historic Preservation Board, which oversees the grant program. Leadership was engaged with questions intended to shape the mission and values for the future of the grant program.

On November 16, 2017, Park City planning staff and their consultant conducted an engagement workshop with the Historic Preservation Board and Mayor at the Council's regular meeting. After a presentation summarizing the grant's history, takeaways from stakeholder outreach, and draft recommendations for the next iteration of the grant program, the Board and Mayor participated in an interactive discussion focused on three topics: Mission and Values; Outcomes; and, Principles and Criteria for the grant. The meeting was noticed, and was open to the public, and the presentation and engagement exercise were recorded.

Participants' comments were noted by scribes on large notepads. Also, participants filled out and submitted worksheets, which were scanned and saved. The following fill-in-the-blank statements were the basis of discussion.

Engagement Statements

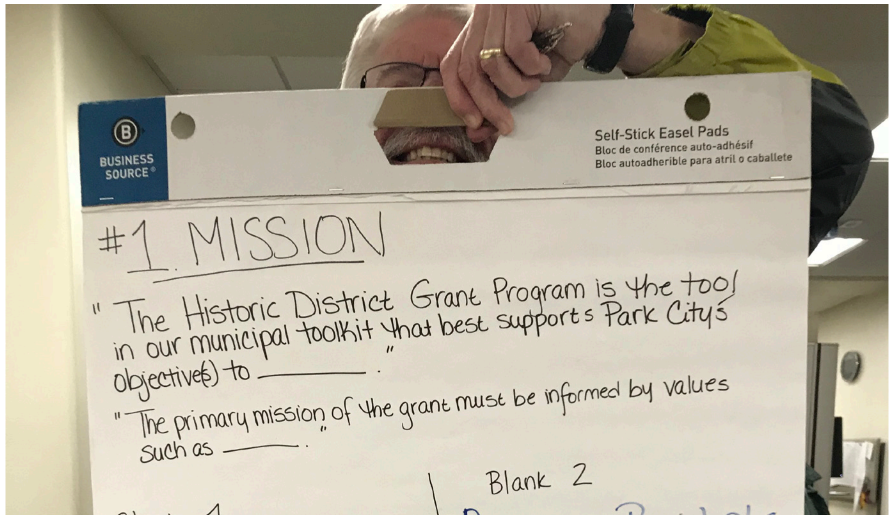
Participants discussed Mission, Values, Outcomes, and Principles/Criteria for the grant. They considered these fill-in-the-blank statements:

- "The Historic District Grant program is the tool in our municipal toolkit that best supports Park City's objective(s) to ______." (Mission & Values)
- "The primary mission of the grant must be informed by values such as ______." (Mission & Values)
- "The primary outcome of the grant should be ______." (Outcomes)
- "Pursuing enhanced outcomes for the Historic District Grant program does/does not make sense because ______." (Outcomes)
- "This grant could help Park City meet these additional goals: ______." (Outcomes)
- "Determinations for applicant eligibility should include consideration of ______." (Principles & Criteria)
- "The best way to make sure that we are targeting investment in areas consistent with our mission is to apply criteria such as ______." (Principles & Criteria)

Elected and Board leadership participated in an interactive working session focused on the mission, values, and desired outcomes for the grant program.

Engagement of leadership occurred in a regular Historic District Preservation meeting in Council Chambers. It was a noticed public meeting.

Workshop participants were given prompting statements to spur discussion about mission, values, and criteria for the next iteration of the grant program.



Park City Historic Preservation Board members and elected leadership participated in a facilitated discussion focused on mission, values, principles and criteria for the future of the grant program. Participants provided observations rooted in current policy focus areas and adopted City goals and objectives.

High Level Takeaways from Leadership Engagement

- The **mission** of the grant program should be to tell Park City's story, promote community knowledge and engagement, and make a meaningful difference.
- The **values** that should inform the next iteration of this grant program include our commitment to an affordable, complete community, responsible and impactful stewardship of public dollars, and an authentic sense of place.
- The most important **outcomes** of the grant are (1) to make the story of Park City visible and present, through all the town's periods of significance; and (2) to make a proactive and positive difference in the lives of our residents and businesses. Ideally, the grant should be applied to projects or outcomes that may not happen but for the investment.
- In addition to primary outcomes, the grant should seek to reward applications with the potential for achieving **enhanced outcomes**, including those that build community identity by contributing to a greater awareness of history; contribute to affordability and social equity; and support a quality Main Street.
- Applicant **criteria** should include a preference for full-time residents of Park City. The grant should also consider ways to target investment through project criteria supporting authentic mass, form and scale; and above minimum compliance in material selection and details.

Detailed Comments from Leadership Engagement: MISSION >>

The grant should contribute to telling the story of Park City.

- Preserve historic character, neighborhood character, and historic building stock.
- Save historic structures from neglect
- Tell the story of buildings, and the people who lived in them.
- Build knowledge in the community about the town and its history.

Promote community knowledge and engagement.

- Get the community involved and engaged through greater awareness.
- Don't just regulate. Encourage qualitative outcomes.
- Instead of focusing on regulation and minimum compliance, focus on encouraging better restoration.

Use public dollars responsibly. Make a difference.

- Define how and where the grant can make a difference.
- The City has changed since the grant was introduced in the 80s. This grant level is not a difference-maker to investor-owners. Residents for whom it is significant are fewer now.
- Where can this grant play a role in today's environment?
  - o Public buildings
  - o Distressed properties
  - o Roof repairs and smaller repairs
  - o Large remodels
  - o Historic Mine structures

Detailed Comments from Leadership Engagement: VALUES >>

We want a complete community, with permanent residents, locally owned businesses, and affordability.

- We want residents permanently living in these houses.
- Support local people; they are the ones who own and operate authentic local businesses.
- Support residents who want to preserve their family homes.
- Support residents who want to stay in town.

We want to target the grant dollars where they can make a difference.

- *Impact Investing*: The grant should make a difference in large project feasibility, even if it's just one project per year (impact investing rather than "spreading peanut butter"). Make sure we can respond to those big opportunities.
- *Incentivize Better Outcomes*: Inspire more authentic restoration by incentivizing recipients to exceed minimum standards for windows, corner boards, roof details, scale, and materials.

We want the physical environment of our community to tell our story, and to feel authentic.

- The grant should support telling our story, and should take an interest in mining structures, as well as family and community history.
- The grant should contribute to our community's authenticity.

In the discussion of outcomes, leadership focused on two key objectives:

(1) To make the story of Park City visible and present, through all the town's periods of significance.

(2) To make a proactive and positive difference in the lives of our residents and businesses.

Detailed Comments from Leadership Engagement: **OUTCOMES >>**

We want to make our community's story visible.

- Contribute to the story of Park City with restoration that reflects the town's unique story.
- Reveal the Mining legacy: We can tell a 150-year history, unlike many mountain resort towns. That's a differentiating feature.
- Tell the whole story; ensure we're revealing all of the periods of significance
- Enhance Main Street.

We want our investment to matter.

- Don't throw money at something that doesn't move the needle.
- We can make a difference on mining legacy.
- We can make a difference with targeted big investment.
- We can move the needle on details and quality exceeding minimum standards..

The grant should fully support our values.

- Outcomes should fully support the values identified through discussion and outlined above.

We want to take care of our community and be proactive.

- Owners of distressed homes should be made aware of the opportunity for assistance (homes needing new roofs, structural work, stairs, and so on). Social equity and residents in need should be a consideration.
- Commercial buildings and businesses that contribute to telling Park City's story should be proactively approached. Support businesses and properties (for instance on Main Street) through facade improvement grants to assist with visual narrative.

Build a sense of community by expanding historical awareness and recognizing good people doing good things.

- Create awareness of town, district, neighborhood, and street narrative and history.
- Recognize and acknowledge people doing great things. People take a lot of pride in their homes - make sure we're telling their stories (newspaper, awards and recognition) and celebrating the work they're doing to contribute to the town.

Contribute to affordability and equity, and be inclusive.

- Find ways for the grant to contribute to social equity.
- Ensure that the grant contributes to preservation being understood as an activity that is not just for the wealthy - it should be inclusive.

"We need to tell Park City's story."

"We need to take care of our community."

"We shouldn't throw money at something that doesn't move the needle."

Leadership seeks to keep the grant true to its core mission of preservation, while making it responsive to new City goals and priorities.

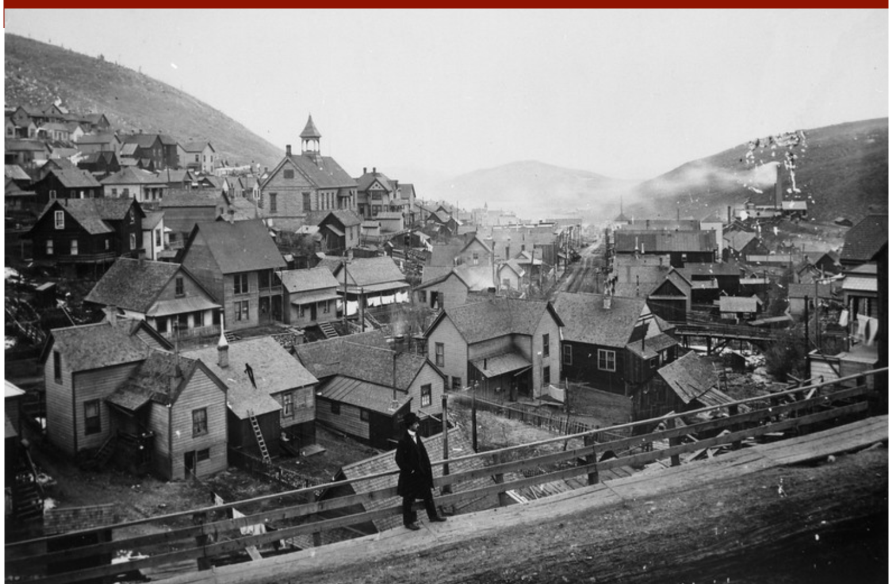


PHOTO COURTESY OF PARK CITY MUSEUM & HISTORICAL SOCIETY

Unlike many destination communities, Park City has an engaging history that stretches back hundreds of years. The community's history as a silver mining town is an important part of the town's, and its residents, identity.

Detailed Comments from Leadership Engagement: **PRINCIPLES & CRITERIA>>**

Applicant eligibility criteria should support our goals and values.

- Ownership type. Participants all agreed that preference should be given to full-time residents.

- There was discussion but not affirmation of applying means testing to ensure that grant dollars are awarded to applicants in need of assistance.

We should target our investment.

- Our public investment should contribute to the authenticity of mass, form, and scale.

- We should seek above minimum compliance in material selection, details and form.

We should use the grant for its core purpose.

- Consensus about supporting the core mission of restoration and preservation, and "telling Park City's story," was strong.

- There was not consensus about using the grant program to influence trends having little to do with preservation, such as nightly rentals.

Observations

Summary of Observations from Analysis and Engagement

A number of high level observations were derived from a review of the grant's history (as documented in news archives), trends discernible in an analysis of City and County data, and themes identified through outreach and engagement with staff and stakeholders.

1) The primary objective of the grant is the restoration of historic property..

The grant should focus first and foremost on what it was designed for: restoration of historic properties; but because there is a strong desire for all public dollars spent to contribute to adopted City Council Priorities and Goals, the application process could incorporate other values through the use of "bid enhancement goals.

a) Preserve the stock

b) Support permanent residents

c) Support transient residents

d) Consider other enhancement goals

2) The grant program is a public investment that should continue.

The grant is perceived as valuable by those who have participated in the program, and should continue to be made available. However:

3) Public awareness of the grant should be expanded.

There is very low awareness of the grant compared to what is evidenced in the early years; note that the grant became much less visible (both as a news item and in terms of the number of awards given) after the restructuring in 2003 when the HDC was disbanded. Strategies such as hosting public information sessions, soliciting news coverage to report on metrics or highlight subject properties and owners, and giving awards, could be re-introduced.

4) Year-round applications & awards are desirable.

The grant shifted from being a once-per-year application and award program to being open to applications year-round in 2003. Consensus is that it should continue to be available year-round.

5) The buying power of grant dollars has not diminished over time.

The buying power of the maximum residential award today exceeds the buying power of the maximum residential award in the first decade of the grant's life, calling into question the prevailing assumption that more funds are needed per grantee to make the grant relevant.

6) The grant can be designed to encourage better-than-minimum compliance outcomes.

The grant is not perceived to meet the "but for" test for most renovations today. It will not be a significant factor for homeowners in deciding whether a renovation happens or doesn't happen, but depending on the design of the program, it could influence the standards by which certain design and construction decisions in the renovation are made (such as choosing details and finishes that are higher quality than minimum standards require).

The community values its visual character, and seeks to tell a story about identity and history through preservation.

7) Applicants desire clarity on fundamentals.

There is a perceived need for more clarity during the process, especially on these matters:

a) Available Funding at Any Given Time

b) Detailed Criteria for Approval by the HPB

8) Training and education will enhance outcomes.

Education and training could enhance the success of the program and its outcomes; consider the following:

a) Train Historic Preservation Board members on the Board's authorities, and on the proper policy standards to apply in making decision to approve or not approve a project.

b) Train contractors and building professionals in policies and practices pertinent to historic preservation, and provide certification with regular renewals.

c) Educate the public about the value of historic properties, and contextualize historic properties in the story of the City.

d) Assuming the City introduces a preferred vendor or vendor training program, inform applicants about the City's trained vendor list.

Recommendations

The Historic District Grant program has contributed substantially to the character and vitality of Park City. With thoughtful refinement, it will continue to do so.

Much has changed since the origin of the grant program in the early 1980s, including residency and tourism dynamics, historic resource conditions, population growth, development, and economic conditions. These changes, along with resulting administrative and implementation challenges identified by staff and stakeholders, led to the review and reconsideration of the grant program. This study, and the recommendations herein, are the outcome of that review.

Policymakers, staff, stakeholders, and the Historic Preservation Board have contributed time, talent, and expertise to this assessment of the current program, and their input has shaped objectives for the future program. Qualitative research and quantitative data analysis laid a foundation of knowledge about existing conditions, and along with engagement outcomes, informed the resulting recommendations.

The recommendations that follow are presented as a roadmap for Park City staff and leadership to refine what has historically been a very successful grant program, and to bring it up to date in accordance with current conditions, values, and opportunities for impact.

1. Adopt a Historic District Grant program mission statement that reflects contemporary conditions, values, and opportunities for impact.

1.1. Adopt a mission statement and identify values to guide grant investments.

> 1.1.1. Draft a mission statement based on adopted City goals and objectives, and the values and engagement outcomes that emerged from this study.

1.2. Establish primary and enhanced target outcomes.

> 1.2.1. Define primary outcomes that the grant should measurably impact, including preservation of neighborhood character, preservation of historic stock, achieving higher than minimum standard outcomes, and telling Park City's story through the physical environment.
>
> 1.2.2. Define supplemental or enhanced outcomes that the grant could incentivize, such as affordability, public realm enhancement, resident retention, or assisting residents in need.
>
> 1.2.3. Review and revise the list of eligible improvements.
>
> 1.2.4. Ensure desired outcomes are consistent with eligible uses of funds.

1.3. Establish goals and topics for regular reporting.

1.3.1. Define reporting objectives based on the outcomes from Recommendations 1.1 and 1.2.

1.3.2. Establish metrics for tracking and reporting outcomes, and apply them to Recommendation 5.

1.3.3. Establish a regular annual cycle of reporting. Audiences for regular reporting include the Historic Preservation Board, Mayor and City Council, and the general public.

2. Create Historic District Grant program guidelines that enable grant administrators to responsibly steward impactful public investment.

2.1. Update grant eligibility requirements according to defined mission and target outcomes.

2.1.1. *Projects*. Review existing Project type eligibility, and refine according to the updated program mission and goals.

2.1.1.1. Ensure that grant dollars are not subsidizing outcomes that would happen anyway under existing regulations.

2.1.1.2. Define a target list of investment priorities where the grant can make a difference, and review it annually to keep it current. Consider public projects, historic mine structures, distressed properties, roof replacements, large remodels, and incentivizing above-minimum-standard outcomes (form, materials, details).

2.1.2. *Applicants*. Review existing Applicant eligibility requirements, and refine according to the updated program mission and goals.

2.1.2.1. Ensure that grant dollars are not subsidizing applicants who don't need public assistance.

2.1.2.2. Build in preferred status for permanent residents.

2.1.2.3. Build in preferred status for locally owned and operated commercial properties.

2.2. Make the grant competitive.

2.2.1. Create a cycle of multiple application deadlines per year.

2.2.2. Create a clear and transparent scoring system.

2.2.2.1. Define the program's "core requirements" and craft a scoring system based on it. Consider the program mission outlined in the goals workshop with leadership, including the desire to preserve historic character, save historic structures from neglect, promote community knowledge and engagement, achieve better restoration outcomes, and invest public dollars in ways that make a difference ("move the needle").

2.2.2.2. Define desired "enhanced outcomes" and craft a system of bonus points based on it. Consider the values that emerged out of the goals workshop with leadership, including the objectives for complete community, equity, and affordability.

2.3. Use administrative discretion to achieve the greatest program impact in each cycle.

2.3.1. Give grant administrators discretion to select a single large project or many smaller projects in a cycle, depending on their assessment of how the grant will be most impactful.

2.3.2. Give grant administrators discretion to accept applications of all types, or to define themes for each grant cycle according to perceived need or opportunity.

3. Create an application manual to make the process informative and easy for everyone.

3.1. The manual should include a program description and guidelines.

3.2. The manual should provide information about the application process, including an overview of grant awards available, application deadlines, a process map, criteria for decision-making, and required forms and submittals.

3.3. The manual should refer applicants to the City's list of vendors who have completed the training program.

3.4. The manual should direct applicants to supplemental resources for those who wish to learn more about preservation, including links to guiding regulations, training and education opportunities, and Park City interpretive experiences.

3.5. The manual should provide information about program history and successes.

4. Define program funding sources and levels.

4.1. Work with City and Board leadership to right-size the grant commitment.

4.1.1. Review the current capacity of the grant in total and by source; and make a determination of whether to raise, reduce, or maintain the current level of funds in light of outcomes from Recommendation 1.1 and 1.2.

4.2. Mitigate constraints on funding sources.

4.2.1. Review the sustainability of funding sources (each RDA, General Fund) and take steps to ensure that needed capacity is maintained for out-year commitments.

4.2.2. Identify constraints resulting from the distribution of the total grant dollars by source, and consider how to mitigate for areas of need and opportunity that may be challenged as a result.

4.3. Ensure that there is clear and transparent definition of funding sources and constraints available to the public.

5. Build a database of grant supported projects for management and reporting purposes.

5.1. Create a database of projects to track them from the time a grant is awarded to the time the grant is paid out.

5.2. Apply metrics defined in Recommendation 1.3 into a program database, so that the performance and contribution of projects supported by the grant program can be measured.

5.3. Use the database to mitigate the management challenges inherent in the current disconnect between the fixed level of non-rollover funding sources (operations, not capital dollars) and the multi-year activities that the grant dollars fund, by incorporating projections over time.

5.3.1. Create a rolling 3- year schedule of projected grant payouts, including: project address, grant amount, estimated date of payout projected (year 0, 1, and 2), and project grant funding source (identify which pool dollars will come from).

5.3.2. Keep records of actuals for each project, including the amount and date of actual payout, and contribution to primary outcomes, consistent with Recommendation 1.2.1.

5.3.3. Record project contributions to enhanced outcomes, consistent with Recommendation 1.2.2.

5.4. Include data about the funding source for each project.

5.4.1. Identify the source and amount of funds committed to each project.

5.4.2. Use the database to project future years' available funds for each source based on grant commitments. For each application deadline, issue a report on the current (application) year plus the next two to three years. Because the grant is comprised of multiple pools of funding, each with unique constraints; and because grant commitments from a prior year may come due and reduce available funds in a given area at a given time depending on how project timelines converge; there has been difficulty in defining "available funds" at any given time.

5.4.3. Ensure that staff consider projected available funds by pool when they define target outcomes for the upcoming grant cycle, in keeping with Recommendation 2.3.

6. Introduce and sustain training and education to enhance preservation outcomes.

6.1. Create and administer a training program on policies and practices in historic construction, through which contractors and building professionals can be granted "preferred vendor" status by the City; assume regular renewals.

6.2. Create a City "preferred vendor" list of historic contractors. Make this list available to applicants, and incentivize them to utilize the services of trained professionals.

6.3. Continue on-boarding training for Historic Preservation Board members on the Board's authorities.

6.4. Create a publicly available brochure, the HPB Policy & Decision-Making Guide, outlining the Board's authorities, criteria, and timeline for decision-making.

6.5. Provide, or coordinate, community education about the impacts of historic preservation (cultural, economic, & environmental), policies & standards, and criteria for decision-making. Topics could range from practical learning about regulatory frameworks to local history.

7. Establish a communications strategy to raise awareness, build community knowledge and engagement, and tell Park City's story.

7.1. Establish a website with program information and resources.

7.1.1. Communicate program information (outcomes of Recommendation 1), and include downloadable program guidelines and application manual (outcomes of Recommendations 2 and 3)

7.1.2. Feature target themes and objectives for the upcoming funding round (as envisioned in Recommendation 2.3)

7.1.3. Feature program highlights: news coverage, photographs, resident or project spotlights (see Recommendation 7.3), goals and opportunities, and interest pieces about town history.

7.1.4. Provide links to supplemental resources including national standards, relevant Park City policies and zoning, community education opportunities (Recommendation 6.5), preferred vendor information (Recommendation 6.1), and the HPB Policy & Decision-Making Guide (outcome of Recommendation 6.4).

7.1.5. If feasible, create a tool for people to simply type in their address and receive preliminary feedback about their property's eligibility and upcoming deadlines.

7.2. Create opportunities for news coverage.

7.2.1. Issue news releases about upcoming application deadlines and funding round themes, regular reporting, project successes, grant history, and so on.

7.2.2. Alert news and media about upcoming decisions that will be on the agenda for Board and Council meetings.

7.3. Recognize projects and people who have made significant contributions through use of the grant.

7.3.1. Coordinate with preservation organizations on awards or honors for outstanding contributions to historic preservation and interpretation.

7.3.2. Recognize projects that have achieved enhanced outcomes.

Historic Preservation Board
Staff Report

Subject: 2023 Annual Historic Preservation Award
Application: GI-23-00495
Author: Caitlyn Tubbs, AICP
Sr. Historic Preservation Planner
Date: February 1, 2023
Type of Item: Action

Recommendation

Choose up to five awardees for the 2023 Historic Preservation Award and select up to three members to serve on an Artist Selection Committee.

Background

The Historic Preservation Board (HPB) started the Annual Historic Preservation Awards in 2011. The intent of the award is to honor a Project that demonstrates exemplary implementation of the *Design Guidelines for Historic Districts and Historic Sites*, Land Management Code (LMC) Chapter 15-13. Properties are selected for this award based on the following categories:

- Adaptive Re-Use
- Infill Development
- Excellence in Restoration
- Sustainable Preservation
- Embodiment of Historical Context
- Connectivity of Site

After a three-year pause from 2019 through 2022, this will be the tenth year that the HPB has honored projects in the Historic District.

Past Historic Preservation Award winners include:

- 2011: High West Distillery (artist Sid Ostergaard)
- 2012: Washington School House Hotel (artist Jan Perkins)
- 2013: House at 929 Park Avenue (artist Dori Pratt) and Talisker on Main/515 Main Street (artist Bill Kranstover)
- 2014: Garage at 101 Prospect (artist Bill Kranstover)
- 2015: 562 Main Street (artist Cara Jean Means)
- 2016: California Comstock (painting by Hilary Honadel). Additionally, plaques were awarded to 264 Ontario Avenue, 81 King Road, 257 McHenry, and 1102 Norfolk.
- 2017: Egyptian Theatre, 328 Main Street (artist Marianne Cone)
- 2018: Glenwood Cemetery, (artist Anna Leigh Moore)
- 2019: No projects awarded; program on pause
- 2020: No projects awarded; program on pause
- 2021: No projects awarded; program on pause

- 2022: 1141 Park Avenue, (artist Megan McCue). Additionally, plaques were awarded to 803 Norfolk, 1062 Park, 227 Main, and the Thaynes Mine Conveyor Gallery.

 2011 – High West Distillery	 2012 – Washington School House Hotel	 2013 – 929 Park Avenue
 2013 – Talisker on Main	 2014 – Garage at 101 Prospect	 2015 – 526 Main Street
 2016 – California Comstock Mine	 2017 – Egyptian Theater	 2018 – Glenwood Cemetery

2022 – 1129 Park Avenue

The owner(s) of the first-place award receive a print of the commissioned artwork. All award winners are awarded with a plaque, distributed at a City Council ceremony in May in honor of Historic Preservation Month. The art piece is unveiled at that time as well and will be installed in City Hall, becoming a part of the City's official collection.

Analysis

Staff recommends that the HPB choose one awardee to be selected for an art piece to be commissioned and up to four awardees for a plaque.

The Planning Department and members of the HPB recommend the nominees below for the 2023 Annual Historic Preservation Award. These projects have been completed since the award program was put on pause in 2019 and highlight the 2019 Design Guidelines.

1. **Daly West Headframe.** The Daly West Headframe is designated a Significant Site on Park City's Historic Sites Inventory (HSI) (HSI Form). In May 2015 the mine shaft below the headframe collapsed

***2**: Collapsed Daly West Headframe*

***1**: Restored Daly West Headframe*

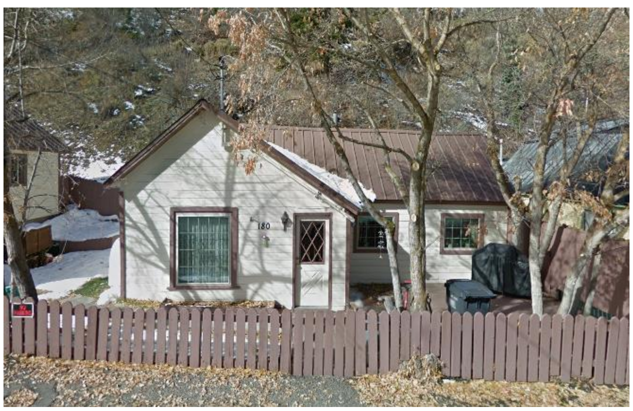
causing the structure to topple. The mine shaft was sealed off and the headframe structure was repaired, raised, and placed nearby its original location in 2022. This is a great example of excellence in restoration.

2. **King Con Ore Bin.** The King Con Ore Bin is a Significant Historic Site on Park City's Historic Sites Inventory (HSI Form). The structure is thought to have been constructed between 1907 and 1929 and was used to store the mined ore until it was ready for smelting. The structure deteriorated over time and in 2021 repairs began. A new flooring design was included to allow snowfall to pass through the structure onto the ground, thus limiting future water damage. This is a great example of excellence in restoration.

4: King Con Ore Bin, 1999

3: King Con Ore Bin, 2022

3. **180 Daly Avenue.** The Alma Hansen House, a Single-Family Dwelling, was constructed c. 1889 and is listed as a Significant Site on Park City's Historic Sites Inventory (HSI Form). Over time the original siding and windows were removed and replaced with incompatible casement windows and aluminum siding which diminished the home's historic character to the point that a 2016 Intensive Level Survey listed it as an ineligible/non-contributing property. In 2022 the homeowners were awarded a grant from Park City to replace the non-historic aluminum siding and windows with more historically appropriate wood siding and windows, and repaint the home. This is an excellent example of simple, compatible and non-intrusive restoration techniques.



__5__: Before renovations

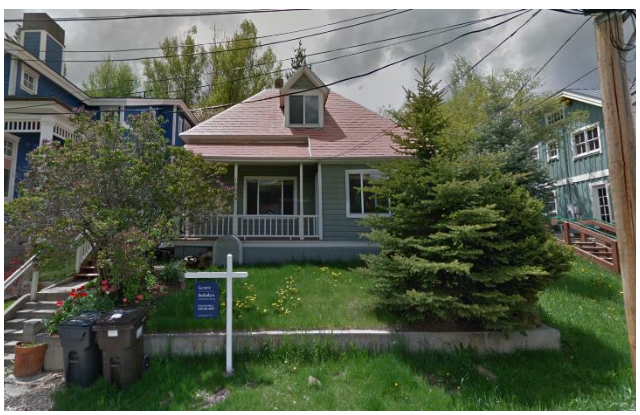
__6__: After renovations

4. **508 Marsac Avenue.** The Otis L. Brown House, a Single-Family Dwelling, is listed as a Significant Site on Park City's Historic Sites Inventory (HSI Form). The building was constructed c. 1885 near the Town Lift and was relocated to its current location in 1985. In 2022 the structure was rehabilitated with a new roof, and the non-original wood siding and windows were repaired where possible. This property was awarded a grant from the HPB in the 2022 grant cycle to replace damaged sections of siding and roofing, to repair the windows, and repaint the structure. This is a great example of sustainable preservation.

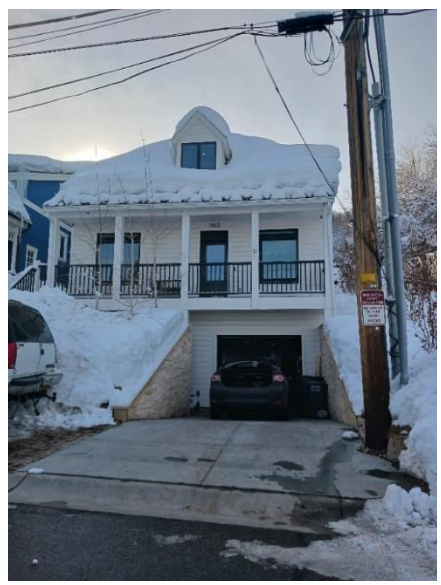
7: Before renovations

8: After renovations

5. **1063 Empire Avenue.** 1063 Empire Avenue, a Single-Family Dwelling, was constructed in c. 1903 and is listed as a Significant Site on Park City's Historic Sites Inventory (HSI Form). Prior to 1995, the porch was enclosed to be used as living space. In 2017 the enclosed porch addition was removed, and the original porch was restored. Also, in 2017, the historic site received structural upgrades and a basement garage was constructed that is compatible with the Design Guidelines for Historic Residential Sites. (Staff Report, Minutes). This is a great example of compatible and non-obtrusive infill development and excellence in restoration with the removal of the non-original addition at the front porch.

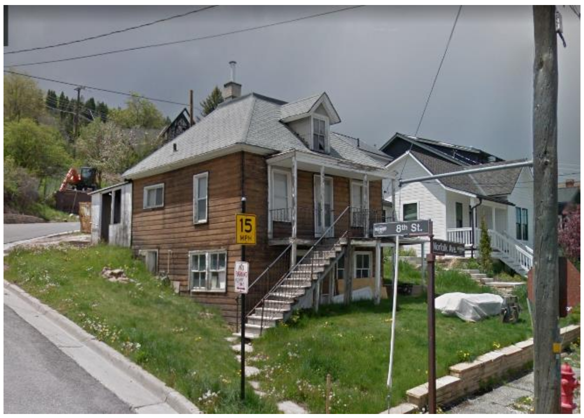


10: Before renovations



9: After renovations

6. **803 Norfolk Avenue.** The Prior-Jones House, constructed in c. 1916, is a Single-Family Dwelling and is listed as a Significant Site on Park City's Historic Sites Inventory (HSI Form). In 2017 several historic features, including the windows on the western and southern facades and the second-floor porch, were restored and the historic garage in the rear of the property was reconstructed. (Staff Report, Minutes). This is a great example of excellence in restoration because the Applicant removed the non-compatible porch railings and aluminum windows and reconstructed the front porch and 10 X 10 sleeping porch based off photographic evidence.



12: Before renovations

11: After renovations

Artist Selection Committee

Staff recommends that the HPB select up to three members to form an Artist Selection Committee. In all, the Artist Selection Committee will include up to three members of the HPB, one member of the Public Art Advisory Board (PAAB), and Planning Department staff.

Following the selection of the 2023 awardees, the Planning team will release a request for proposals (RFP) for the creation of the winning property's art piece. Interested artists will be asked to submit up to ten images of previous artwork, a resume, and supporting materials such as articles and letters of support. The Artist Selection Committee will invite interested finalists to interview with the Committee in March 2023. The Artist Selection Committee will then select an artist to create one art piece honoring the first-place Historic Preservation Award recipient.

The Artist Selection Committee will meet several times during the month of March. The Committee will meet the first week of March to determine the finalists and the Committee will meet as needed in March to conduct interviews. The time commitment will be between 3 and 5 hours.

Department Review
The Planning Department and City Attorney’s Office reviewed this staff report.