
HISTORIC PRESERVATION EXPLORATORY COMMITTEE

Columbia, MO 1996

Formal Report
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Presented by the
Historic Preservation Exploratory Committee

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This row of houses once occupied the south side of Ross Street, in the East Campus Neighborhood National Register Historic District. They were demolished in 1993 to make way for inappropriate new development.

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Introduction

Columbia's Historic Preservation Exploratory Committee was appointed by the City Council on March 1996, at which time the Council asked for advice on the following topics:

1. The feasibility and benefits of establishing an historic preservation program in Columbia.
2. The need for an inventory of significant historic structures and neighborhoods in the City.
3. The appropriate level of regulation to be established by such a program.
4. The type of historic preservation program most appropriate for the City of Columbia.

(From Policy Resolution 223-95A.)

The committee, which has been meeting twice a month since April of 1996, consists of the following people: Charles Bay, Bonnie Bourne (Vice-chair), Linda Brown-Kubisch, Bill Crawford, David Dranginis, Mark Hudson (Secretary), Donna Ingwersen, Andrew J. McRoberts, Thomas Mendenhall, Greg Olson, Osmund Overby, Debbie Sheals (Chair), Katherine Wiehagen and Beverly Wilcox, with volunteer assistance from Dorothy Van Ark. We come from a diverse set of backgrounds, yet we share the strong conviction that Columbia needs an official Historic Preservation Program. Although we agreed on the need for a preservation program at our first meeting, it took considerably more study to determine the type of system which would work best for Columbia.

In the past months, we have read hundreds of pages of information, reviewed preservation ordinances and programs from numerous Midwest cities, and consulted with several professionals in the field. We have received training and informational materials from the National Alliance of Preservation Commissions, and have worked closely with the State Historic Preservation Office of the Missouri Department of Natural Resources. Much of our reading material was referred to us by the state preservation office, and we have enjoyed their support and advice throughout our research.

This report has been prepared to serve as a general overview of the many issues associated with municipal preservation programs. We believe that the prompt passage of a preservation ordinance which creates a preservation commission is the best way to address preservation issues in Columbia. The passage of such an ordinance would also qualify the City for Certified Local Government status, which enables cities to participate more directly in state and federal preservation programs and makes grant funding through them easier to obtain. Many of the topics addressed in the report are quite complex, and the committee has assembled extensive files on the subject of preservation at the local level. That information will be available to a new commission and support staff as they address further issues in the implementation of a preservation program.

As indicated in the Table of Contents, this report first describes the recommended preservation ordinance and historic preservation commission, and discusses some of the related issues. The draft ordinance that is included as Appendix II is based on a study of

numerous ordinances from communities with successful preservation programs. The draft ordinance also meets the criteria for inclusion in the Certified Local Government Program, and those requirements are detailed more fully within the report. The need for locally based incentives for preservation is also discussed, and the report describes a number of preservation incentives which have been successfully utilized in other communities. The first section concludes with a review of the way various City practices can affect both public and privately owned historic resources.

The second section of the report looks at the potentials for utilizing grant funding to support and conduct preservation activities throughout the city. A discussion of the grant application from the City which is currently under review by the Missouri Historic Preservation Office is included, and other likely projects are noted. The final section addresses the question of support staff for a preservation program in city government. An effort has been made to offer a variety of options in that department.

We would like to note that the words "friendly" and "voluntary" have come up repeatedly in our discussions. Although mandatory controls definitely have a place in protecting historic resources, there is also much that can be done on a voluntary basis, especially if a strong incentives package is part of City policy. The ordinance recommended here does not impose controls over historic properties. It does create a framework for the implementation of a comprehensive preservation program and sets up a system for local designation of historic resources. We would like to see Columbia start out with an emphasis on making preservation related activities easier to do, rather than functioning as an overly stringent regulatory system.

The economic benefits of preservation are long lasting, but often not immediately apparent. Because of this, it is important that local governments make a concerted effort to encourage preservation activities on many levels. The potential for economic stabilization in older neighborhoods is especially promising. But just as a new subdivision can not be built overnight, neither can an older neighborhood be revitalized in a few months. Long range planning and careful oversight are needed to ensure that redevelopment of historic resources is done in a sensitive and consistent manner.

Historic preservation has always been valued for its cultural contributions to our lives. Historic structures and places embody the many forces that have shaped them over time. When they are retained they surround us with the lessons of our own past, adding historical texture and beauty to our daily routines. Identifying the positive values they carry, and planning for their retention and enhancement as our communities evolve, enriches the lives of all. We have learned, too, that improving the quality of our lives through preservation is not an expensive luxury to be enjoyed by an elite, but makes economic and ecological sense for all.

* * *

Policy/Legal Changes

Preservation Ordinance and Commission

The adoption of an Historic Preservation Ordinance is crucial to the implementation of the historic preservation program recommended here. A draft version of a proposed ordinance for Columbia has been prepared by a working group of the Preservation Exploratory Committee, and is enclosed in its entirety as Appendix II of this report. The draft ordinance is based upon ordinances from other communities in Missouri, as well as cities of comparable size and character in other states. The Missouri ordinances were supplied by the State Office of Historic Preservation and are based on widely recognized model preservation ordinances.

The group which developed the proposed ordinance does not presume to know how to draft ordinances for the City of Columbia. Rather, the draft is presented as a comprehensive framework around which Columbia's Historic Preservation Program may be developed. It is understood that should passage be pursued, the document will require modifications to make the language and provisions consistent with existing City practices and ordinance vocabulary. Representatives from the committee will be available to work with the relevant commissions, and staff to make those changes.

The proposed ordinance addresses numerous issues:

1. It establishes a Historic Preservation Commission, outlines commissioners' terms of office, provides for officers, prescribes meetings, allows for appropriate funding, and defines their powers and duties.
2. It makes provision for the ongoing survey of historic resources.
3. It provides the mechanisms for nominating and designating local Historic Landmarks and Historic Districts.
4. It defines the process for the review of modification and demolition of designated Landmarks and resources within Historic Districts, and establishes the means for approving appropriate alterations to such resources.
5. It includes provision for the determination of economic hardship and procedures for appeal. incomplete
6. It addresses issues associated with historic resources owned by the City or other public agencies.
7. It defines fees and penalties.

Not addressed in UDC

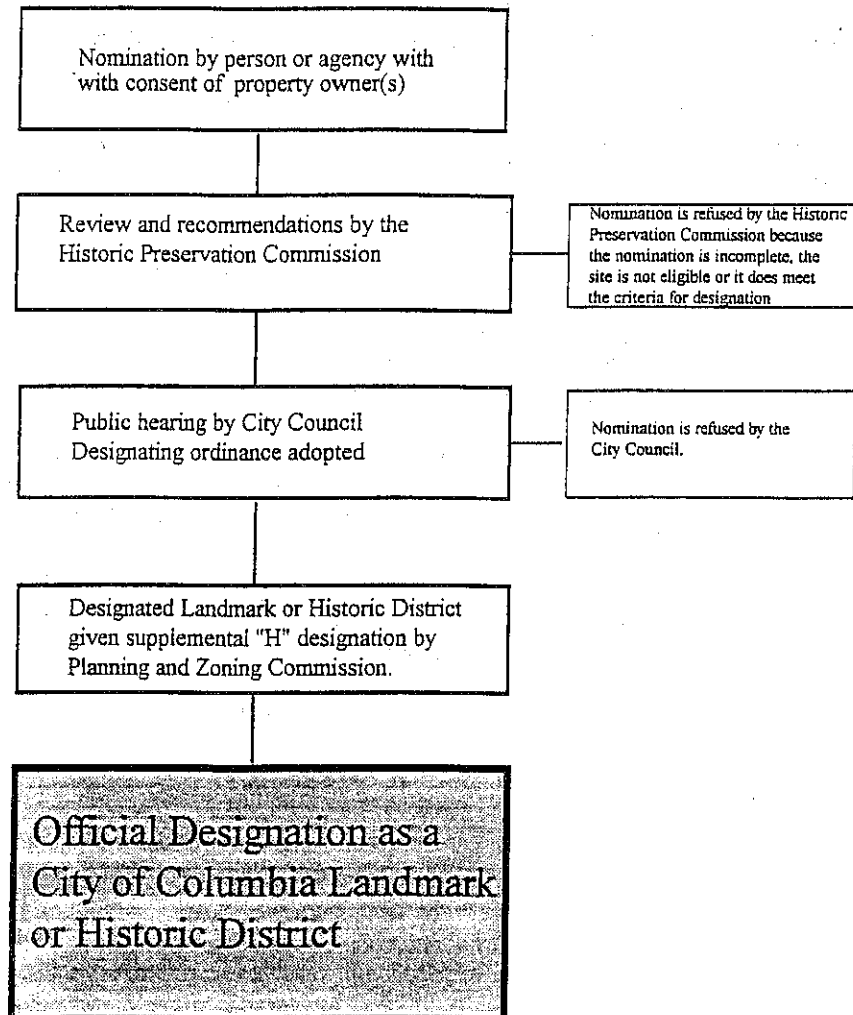
Not addressed in UDC

One of the most notable immediate results of enacting a preservation ordinance for Columbia would be the creation of an Historic Preservation Commission. The duties of the commissioners would include advising the Council on such things as the creation of locally designated historic districts and landmarks, applications for and utilization of available grants, and other budgetary considerations. The Commission would review applications for building projects which would affect any locally designated landmark or historic district. It would also be their duty to advise and assist owners of locally designated historic resources, and to promote preservation awareness at all levels of the public and private sectors. (See Section I of the draft ordinance for a complete listing of powers and duties.)

It should be stressed that the ordinance recommended here only sets up the framework for local designation of historic landmarks and districts. Local designation, and therefore any related restrictions, would require a public review process and additional action by the Council. (See Figure One for a diagram of the nomination process.) The ordinance will not only be an initial step toward establishing and implementing Columbia's Preservation Program, it will be essential to attaining Certified Local Government status for Columbia, a topic addressed in the following section.

* * *

Figure One. The Nomination Process for Local Designation.



Certified Local Government Status

Certified Local Governments act as the local links in a nationwide program which provides technical and financial assistance for the preservation of historic resources. The National Park Service administers the program through the State Historic Preservation Office (SHPO). To become a Certified Local Government (CLG), a community must have an approved historic preservation program in place. There is a relatively simple application process involved, which is followed by routine re-evaluations. The standards for participation in the Missouri Certified Local Government Program are not stringent, and serve more to ensure that communities establish a proper program than as a heavy regulatory burden. Recommendations made in this report were developed with CLG status in mind, and the proposed ordinance was drafted to meet CLG standards.

Becoming a CLG would put Columbia in a very favorable position to receive government grants for preservation projects, and give the city "preferred customer" status with the State Office. Federal law mandates that at least 10% of each state's Historic Preservation Fund grant pool be awarded to Certified Local Governments. Because a portion of that Federal allotment goes to operating expenses for the Preservation Office rather than direct grants, Missouri's CLG's actually receive an even larger percentage of the available grant monies.

Minimum Requirements for Application to the CLG Program
(Items in bold are directly from information sheets provided by the SHPO)

1. **Adopt a local preservation ordinance that provides for designation of historic landmarks and districts and that requires review of projects affecting those resources.** See more on the ordinance in the preceding section.

2. **Establish an historic preservation commission with no less than five members, each with an interest or knowledge of historic preservation.** The composition of the commission which is specified in the draft ordinance meets this requirement. It should also be noted that many of the current committee members would be quite qualified for commission duties.

3. **Establish and maintain a system for ongoing survey and inventory of historic and prehistoric cultural resources.** Survey and inventory activities are essential to the success of any preservation program. The grant application which was recently submitted by the City to the SHPO requested funding for a preservation plan which would include a specific survey plan as well. **Survey priorities will be detailed in PP, but may require further exploration of alternative funding**

4. **Provide participation in the local preservation program by outreach and education activities.** This requirement could best be met through the **creation of a permanent staff position and assigning public information duties to that person.** The commission should also be responsible for such activities and volunteers would likely play a

part as well.

Once a city has established a program which follows the above guidelines, an application for certification must be submitted to the SHPO. The application must include:

1. A letter of assurance from the chief elected official that the local government will comply with all requirements of the state and federal guidelines.
2. A copy of the historic preservation ordinance.
3. Resumes for the historic preservation commission stating the interest or expertise in preservation of each member.
4. A copy of the local historic preservation plan, or a statement describing the local preservation program, including survey, designation, and protection activities. This report should satisfy that requirement, and the committee would be happy to make any needed alterations or amendments.
5. Resumes for local government staff assigned to work with the preservation program.

Once the city receives Federal approval through the State Historic Preservation Office, the following activities will serve to maintain CLG status:

1. The CLG is required to send minutes of all commission meetings to the SHPO and to prepare and submit an annual report summarizing the commission's activities. This job could be handled by the preservation commission and/or a city staff member.
2. Every three years an evaluation of the CLG is conducted by the SHPO to review the effectiveness of the local program. This could provide a valuable assessment tool for the new commission.
3. Commissioners and staff are encouraged to attend one training session or conference each year. The SHPO, in turn, is required to arrange training tailored to the needs of the individual commissions. The SHPO is fairly flexible as to the type of training the commissioners receive. It should be neither difficult nor expensive to find training opportunities. There is a statewide preservation conference in Missouri every year, as well as other more specialized programs. The National Alliance of Preservation Commissions, and a parallel state organization which is in the process of being formed, also provide opportunities for training.
4. The chief elected official and the commission review all nominations to the National Register of Historic Places of properties and districts within the jurisdiction of the city, and submit separate letters of opinion on eligibility to the SHPO. This need not be an

administrative burden; a lack of response from the CLG is read as approval. The rule does allow the CLG to have direct input in the nomination process, and to be notified well before a nomination is submitted to the SHPO.

* * *

Locally Based Incentives for Historic Preservation

Never created.

Many cities have found it economically beneficial to encourage the rehabilitation and preservation of historic properties. The goal of rehabilitation is not to preserve properties as museums, but to put them back into use to meet current housing, retail, and commercial needs. The benefits of historic rehabilitation and preservation are many, and older neighborhoods and commercial areas invariably benefit economically from historic preservation programs. Crime rates decrease, the tax base increases, and people find the areas more desirable places in which to live or do business. Preservation has also been closely linked to tourism, an economic boon to many communities.

The pairing of historic preservation with economic revitalization has proven effective time after time, but it is not a process that happens overnight. Because such projects can be complex and somewhat slow to get started, many communities have found it beneficial to offer various incentives for individual participation. There are many things that the City can do to reduce costs for the owners of historic properties without huge expenditures of public funds. Preservation, like many things, works best when based in the private sector. Government's responsibility should be to make sure the process is as uncomplicated and financially rewarding as possible.

The committee suggests that incentives for historic preservation in Columbia be offered in the categories of Financial Assistance, Regulatory Flexibility, Technical Assistance, and Volunteer Coordination and Public Recognition.

Financial Assistance--Direct Sources

There are a number of good loan programs in the private sector which are already in effect and would be ideal for rehabilitation and restoration projects. The preservation planner or designated staff member should make it a point to become familiar with such programs and to remain current on new developments in that area. In many cases, assistance could come simply from pointing prospective borrowers in the right direction for private loan applications, or assisting with some of the paperwork.

It is also very important to educate local lenders on the positive attributes of historic properties, and work to get historic properties targeted for special loan programs. Under the proposed ordinance, locally designated historic districts will enjoy protection from inappropriate development and rehabilitation, as well as strict enforcement of maintenance requirements. Those controls will serve to

stabilize property values and therefore offer a more attractive situation for lenders.

Some of the existing programs include:

1. 100% or low down payment loans to be offered to prospective homeowners. Several local banks are doing this or are preparing packages to do this for qualified buyers.

2. Small Business Administration Loans. These have been used by thousands of businesses located in historic buildings to maintain and improve their property and may be especially attractive for downtown property owners or tenants.

3. HUD Programs. HUD helps encourage the creation of affordable housing with loans, grants and other subsidies, mortgage insurance and Section 8 certificates. The HUD 203K program combines purchase and rehab costs in one loan package and is especially useful for restoration and rehabilitation projects.

There are also things City government can do in the way of more direct financial assistance, some of which can come from federal block grants. Several of the programs we looked at broadened their source of Federal funding, as well as community service, by grouping together sets of priorities. Roanoke, Virginia for example, requires that projects funded by preservation rehab grants also create low to middle income jobs, a condition which is easy to meet in typically labor-intensive rehabilitation projects. Other cities tie together low income housing and historic preservation, another pair of functions which go hand in hand. See Affordable Housing Through Historic Preservation (in the reading list) for further information on that subject.

A few possibilities:

1. Target locally designated landmarks and historic districts for projects funded by Community Development Block Grant (CDBG) funds. The Community Development Block Grant and Urban Development Action Grant programs provide local governments with financial resources to carry out historic preservation projects as well as new construction. CDBG funds are currently being used for low income housing rehab in Columbia, and it should be possible to incorporate at least some of the Secretary of the Interior's Standards for Rehabilitation into that program.

2. Explore the possibility of creating a city-administered historic buildings rehabilitation loan program, or a revolving fund for preservation projects. Roanoke, Virginia has had good results with a rehab loan program, and could serve as a model. The City of Roanoke also offers matching facade improvement grants of up to \$5000. Revolving funds have also proven to be effective, and there are several possible sources for seed money for revolving funds, including

the private sector.

4. Provide small grants or simple cash awards to property owners who designate and rehabilitate their property. Sometimes very modest grants can go a long way to stimulate interest in preservation projects, with the encouragement coming as much from the attention and recognition as from the dollar amount of the award.

Financial Assistance--Indirect Incentives

Preservation activities can also be encouraged and rewarded less directly, by lowering some of the costs over which the City has control. This could include such things as waiving or reducing dumpster and landfill fees for construction debris from rehabilitation projects, and offering lower utility rates or simple credits for associated utility costs. It is also customary to offer technical assistance from trained City staffers; that subject will be more fully discussed below. Also, it is extremely common to see preservation incentives which are based on various forms of tax relief. As is the case with the loan programs discussed above, there are programs already in effect which can simply be promoted by the preservation planner or the preservation commission. The most commonly utilized Federal tax programs for preservation are:

1. A 20% Federal income tax credit on the cost of rehabilitating income producing properties which are listed in the National Register of Historic Places. The rehabilitation must be done to the Secretary of the Interior's Standards and certified by the National Park Service. There is also a 10% tax credit which may be used for substantial rehabilitation of non-historic buildings built before 1936.

2. A Low Income Housing Credit, which can be claimed over a 10 year period. The rehab credit and low income credit may be combined where the historic structure is rehabilitated for use in a low income housing project.

3. Charitable Contributions - Taxpayers may deduct from their Federal income tax the value of historically important land areas and certified historic structures donated to government and other appropriate recipients for preservation purposes. Properties do not have to be depreciable for the charitable deduction to be taken.

4. Easements- Preservation easements regulate the use of or changes to real property and may be given or sold by a property owner to a charitable organization or government body. The 1980 Tax Treatment Extension Act made permanent the federal income, gift and estate tax deductions for charitable contributions of partial interest, such as easements in real property. Comparable to HP-O, but could have different applications

Historic preservation has repeatedly been proven to work as an economic development tool, and the option of utilizing locally based

tax incentives should also be explored. Good preservation programs will in the long run broaden an area's tax base and do much to stabilize troubled neighborhoods. Often, modest changes in assessment and collection practices can actually work to increase the tax base while rewarding private financial investment in a targeted area. Some possibilities:

1. A temporary assessment moratorium for local Historic Landmarks or Districts for a specified number of years. Freezing property taxes for a set number of years (10 is common) does not reduce tax revenue, and it tends to level the playing field in the private sector. Property owners who do not maintain their historic structures will not be rewarded with lower taxes, while owners who wish to invest in rehabilitation are not immediately saddled with higher tax bills. The resulting private investment then creates an increased tax base which becomes available when the moratorium has expired.

2. Waive city sales taxes on construction materials used to rehabilitate historic landmarks. The city of Boulder, Colorado for example, waives city taxes on construction materials if the work is done on a locally designated building, and if at least 30% of the project cost is for exterior improvements.

It is understood that Columbia has traditionally avoided the use of tax incentives to encourage development, and the options for local tax relief which are given here are simply suggestions. They represent some of the simplest and least disruptive options that the committee found. Many of the municipal programs that were examined were far more extreme. Several offered tax relief on a case-by-case basis, which required individual project reviews, while others offered 100% property tax abatement for up to ten years. That type of strict regulation and actual loss of property tax revenue does not appear to be appropriate for Columbia. However, modest changes can be effective, and merit some consideration.

* * *

Regulatory Flexibility

This is already in place.

Most historic structures were erected before modern codes and zoning restrictions were enacted, and a good deal of flexibility is required to address basic life safety issues without destroying the historic character of the building or increasing rehabilitation costs beyond feasible limits. Many cities provide for exemptions from code requirements for designated historic structures, as long as public safety is not endangered. Several have included provisions in their preservation ordinances which explicitly authorize code officials to consider alternative ways for historic buildings to comply with code requirements. It is also possible to offer zoning variances and exemptions from parking regulations for rehabilitation projects which affect historic resources. Cities which have had success with such incentives include Taos, New Mexico, Duluth, Minnesota, Sarasota,

Florida, Boise, Idaho, Austin, Texas, Richmond, Virginia, and Seattle, Washington.

The possibilities for flexibility in the regulation of bed and breakfast operations offers a good illustration of how regulatory relief can be utilized for historic properties. Bed and breakfasts offer especially attractive new uses for historic residential properties that are too large for today's modern needs. It would be hard to argue that a large historic house, and its neighborhood, would not be better off as a bed and breakfast than being divided into numerous tiny apartments. Possibilities for variances include:

Regulations were modified, so example is outdated.

1. Increasing the number of rooms allowed for a bed and breakfast; the current limit of five rooms greatly restricts the income producing capability, and makes it difficult to recapture rehabilitation costs.

2. Allow some flexibility in kitchen installations; an expensive commercial kitchen is rarely needed to fix breakfast for ten or twelve guests.

3. Allow bed and breakfasts to host weddings and other small gatherings without undue expensive modifications. This again is a regulation that often discourages would-be rehabilitation projects because of the inability to recapture the investment.

Rehabilitation projects of all types would benefit from similar concessions. Other examples include residential buildings intended for commercial uses such as art galleries or office space, older industrial buildings, and the upper floors of commercial buildings in the downtown area.

The city of Columbia currently utilizes the BOCA Building Code system, which includes a paragraph on the treatment of historic properties. Section 3406.1, titled "Historic Structures" of that code allows for some flexibility in code enforcement on buildings which have been designated as historic by the federal, state, or local government. It may be necessary to expand or modify that section to apply specifically to Columbia's historic properties, but the basic framework is already in place and should be emphasized. It should also be noted that properties listed in the National Register can receive some leeway with ADA requirements.

It is especially important to emphasize the maintenance of character defining features of historic structures, such as porches and decorative cornices, an issue not currently addressed in the maintenance codes for Columbia. It is therefore recommended that the Historic Preservation Commission and the Building Construction Codes Commission work together to devise new guidelines on the special maintenance needs of historic structures. Those guidelines could serve as an added chapter for the City's current maintenance guide, the BOCA National Property Maintenance Code.

Another regulatory change that has proven to be effective is the use of disincentives for undesirable activities. Countless historic structures have been lost for parking lots, and many cities

specifically prohibit replacing historic structures with surface parking lots. The preservation ordinance for Lowell, Massachusetts, for example, reads: "Removal of buildings to create ground level parking space shall generally be prohibited," and the City of Pasadena prohibits the use of property vacated via illegal demolition for any purpose for a period of five years following the demolition.

Demolition of properties which have historic designation is widely discouraged, and many cities build demolition disincentives onto the preservation ordinance. This can be done by simply instituting a longer waiting period for demolition permits for historic structures, or by requiring the approval of post-demolition construction or landscaping plans prior to issuing a demolition permit. Care must also be taken to prevent "demolition by neglect," in which a property owner defers basic maintenance to the point of no return.

The incentives discussed above should be offered specifically for locally designated historic properties. Although the quality controls which will come about from local designation will be beneficial, they will inevitably add some red tape to rehabilitation projects. It is important to ensure that the rewards of local designation balance out any added regulatory burden. A good incentives package will go a long way to meet that need.

* * *

Technical Assistance

In many cases, historic buildings are inappropriately maintained or renovated out of ignorance rather than avarice. Often, friendly advice can do wonders. It is strongly recommended that outreach and public education be a major component of any official preservation program, and that at least some technical assistance be offered for all historic properties rather than limiting it to officially designated resources. Technical assistance can come in many forms, including help with financing, design guidelines, individual design assistance, and access to technical information. Public education and outreach activities could be conducted by a number of persons or organizations, including city staff, the preservation commission, private consultants and local service organizations.

Design guidelines often play a very important role in local preservation programs, and it is common practice to require compliance with specific design guidelines for projects involving locally designated historic resources. When used properly, they can serve much the same purpose as subdivision regulations and ensure a uniform level of quality in rehabilitation projects. (See the separate section on design guidelines later in this report.) Design guidelines can be beneficial even in areas which are not locally designated, in that they can supply "helpful hints" for property owners who want to do the right thing by their historic structures but might not know where to start.

Design assistance could be offered on a more individual basis in the form of a "Preservation Audit," which could function much like the

City's current Energy Audit program. A city staff person could visit the building and go through a checklist of items which should be done, or undone as is often the case, and present the owner with an outline rehabilitation plan which follows a standard format. The property owner could also receive a sketch of the proposed changes or a historical marker instead of the free tree which is offered with the energy program. The Mainstreet Program in Oklahoma does something along these lines and has had great success with it.

More complex projects could be offered more intensive assessment. Roanoke, Virginia, for example, provides free architectural design assistance to property owners in local historic districts, a service which could be especially useful in downtown Columbia. Another concept which is gaining popularity in Missouri is the use of volunteer "SWAT teams," which consist of a panel of professionals in the preservation field who work together to assess particularly perplexing or endangered historic properties. A SWAT team for an endangered commercial building, for example, could include an architect, an engineer, a preservation consultant, and a local historian.

Also, the City, and other interested groups, such as the Chamber of Commerce, could partner with the University to develop a preservation field school. Teams of students from the field school could conduct intensive studies of historic districts and large individual projects in order to produce such things as detailed rehab plans, historic structure reports, property histories, and construction drawings. Other projects could include preparing nominations for National Register and local district or landmark designation, and assisting with architectural and historical surveys.

It is important to make it easy for the average property owner to locate information about a wide range of preservation issues, and it is recommended that at least one local library be encouraged to serve as a preservation information source. There is a vast amount of preservation information currently available, covering topics ranging from how to tuckpoint historic brickwork to whom to call about National Register nominations. The most efficient way to make the information accessible is to develop one or more finding guides which identify the location of various preservation related publications. A subject-organized, annotated bibliography with library locators would go a long way to make such information more readily available to the general public. The bibliography could be kept on file at the various libraries as well as with the preservation commission and appropriate city staff member.

It would also be helpful to promote historic preservation from the construction side of the picture. This could include such things as maintaining a register of contractors and other construction professionals who specialize in older buildings, offering training for construction and real estate professionals, and helping property owners find replacements for missing architectural elements. The State Office of Historic Preservation currently maintains a list of qualified preservation consultants which could be used as a model. The consultants on that list are not expressly recommended by the state, but are required to meet certain base requirements of education

and experience. It is also possible to offer training programs to interested tradespeople, and then make lists of the participants available to the public.

Another possibility is the creation of a central warehouse in which to store architectural artifacts such as woodwork and decorative detailing which have been salvaged from historic properties set for demolition. The salvaged elements can then be made available for qualified rehabilitation projects. The city of Independence has such a program; it was partially funded by grant money aimed at programs for reducing solid waste because it kept construction debris out of the landfill. The ecological side of historic preservation is not often emphasized enough; rehabilitation and restoration can be seen as recycling carried out on a very large scale. It takes a lot of energy to make a building, as well as a great deal more to tear it down and build another one, not to mention the huge amount of demolition debris which must go to the landfill. Keeping older buildings in service makes as much sense from the conservation standpoint as it does from the outlook of aesthetics or economic redevelopment.

Technical assistance for preservation can come from many sources; there is probably not one single best person or organization to single out for this task. Like many of the things advocated here, assistance at this level can be supplied by a number of different people or organizations, and volunteer assistance can be extremely helpful in this respect.

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Volunteer Coordination and Public Recognition

The recent appointment of a volunteer coordinator for the City makes the utilization of volunteer labor especially attractive. A volunteer coordinator could organize work groups of individual volunteers, coordinate the efforts of existing groups, and assist with the formation of a more structured preservation organization. It should be possible to organize volunteer workdays which are modeled after, or even done in conjunction with, the United Way's "Day of Caring." The inappropriate application of vinyl siding, for example, has done much harm to historic buildings in the past, and should be avoided whenever possible. The coordination of volunteer "paint days" could serve to reduce the maintenance costs, and lessen the attractiveness of artificial wall coverings. Neighborhood associations could assist the efforts by helping to pay for the paint, and selecting houses most in need, and the coordinator could organize and schedule the actual workers. Also, as mentioned, preservation professionals could provide valuable volunteer assistance with such things as the assessment of endangered historic properties and specialized design assistance.

Neighborhood Associations are a significant resource in Columbia, and represent an important source of volunteer help. A volunteer coordinator could work with neighborhood associations to keep lines of communication open and to identify individual areas' special needs. For example, one neighborhood may need help with "brick and mortar"

projects, while another may want to focus on such things as design guidelines. The coordinator could help the associations strengthen their organizations within their neighborhoods, as well as work together on projects that would be mutually beneficial. By the same token, neighborhood associations may be able to assist with financial support or additional volunteer labor for select projects.

A private sector, not-for-profit historic preservation organization or citizens' support group could benefit a preservation program, and assistance in charting such an organization would be advantageous for City government as well as the support group. The local preservation group could help with such things as architectural survey work and the administration of various training and work sessions. Members of the organization could team with other interested citizens to assist with special events which promote historic preservation in general, as well as provide public recognition for individual projects. Columbia at one time celebrated "Preservation Week," and it would seem that the implementation of a citywide preservation program would call for the reintroduction of that event. Such things as walking tours, architectural treasure hunts, and other promotional activities could also be conducted by the local preservation group, possibly in partnership with local architects, historical groups, the city's Preservation Planner, and other city agencies.

Other public recognition activities could include providing historic districts and landmarks with identifying decorative signs or plaques, and setting up an award program for especially well executed preservation projects. The funding for decorative signage could be supplied through a cooperative venture between neighborhood associations, the City, and the property owners. The preservation awards could consist simply of a certificate presented to the owner by the City Council, or a small cash award. The advantage to those types of programs are twofold; the "winners" receive official recognition for their efforts, and the benefits of preservation in general are kept in the public eye.

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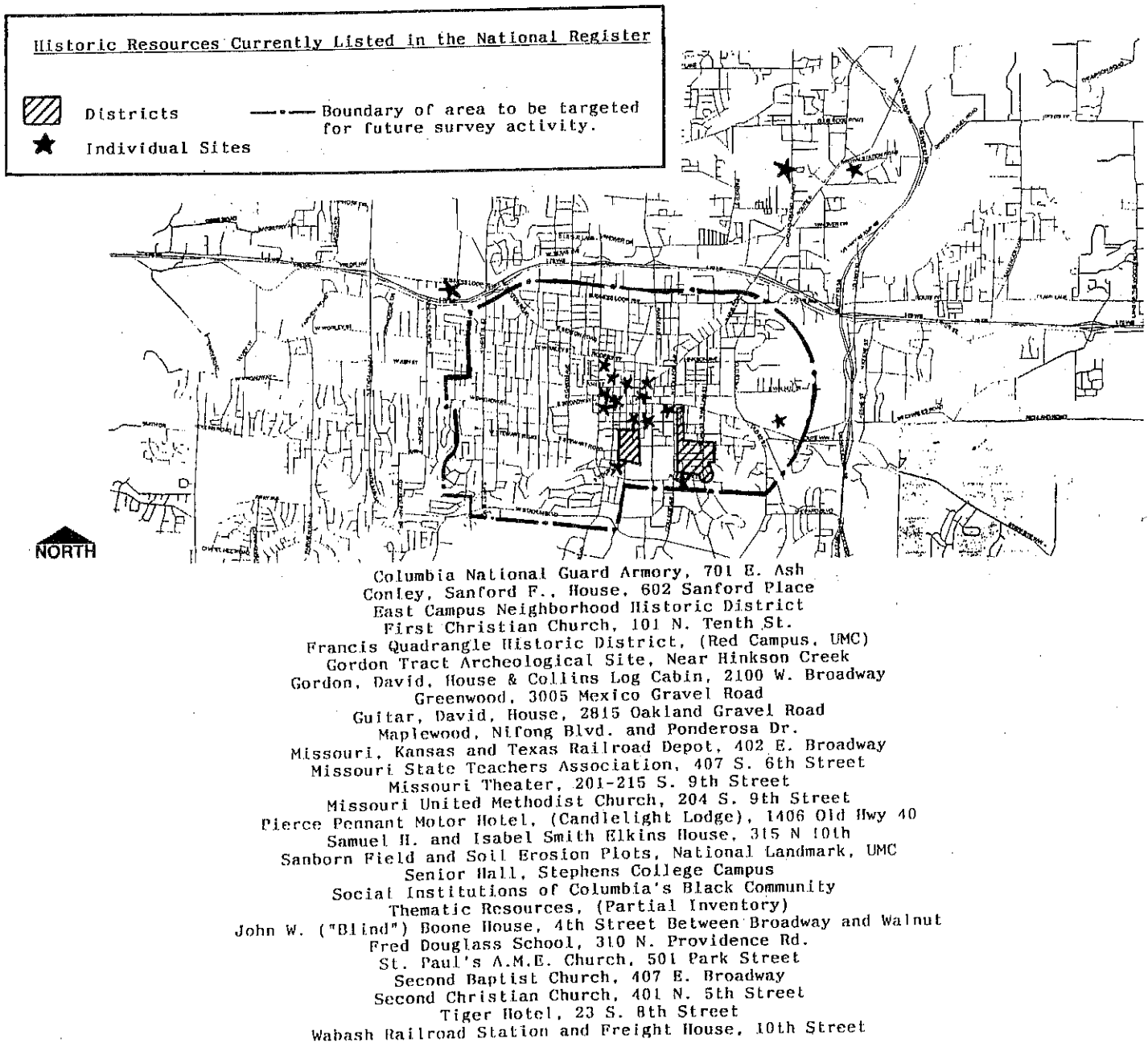
Review of Current City Practices

A logical step in the implementation of a municipal preservation program is to review how city practices and policies affect historic resources. It is important to look at how the activities of the city government currently impact historic resources in Columbia, as well as how preservation issues are addressed in long range planning documents. Sometimes something as simple as enforcing the correct type of routine maintenance or rethinking the way street repairs are done can have a positive effect. Also, preservation issues should be addressed in other city plans, such as the Major Thoroughfare Plan and the City Land Use Plan. By the same token, the issues covered in those documents need to be dealt with in a long range Preservation Plan as well.

It is very important that the City lead by example, and special

care should be taken to treat City-owned historic properties sensitively. The City of Columbia currently owns four buildings which are listed in the National Register of Historic Places, as well as several which are potentially eligible. The Wabash Railroad Station on 10th Street, Maplewood on Nifong Blvd., the National Guard Armory on Ash Street, and Douglass School on Providence are all listed in the National Register, and the Daniel Boone Building (City Building) could be eligible if properly rehabilitated. (See Figure Two for National Register Properties in Columbia.) **The Secretary of the Interior's Standards for Rehabilitation should be followed for all work done on historic municipal properties, and routine maintenance of those buildings should be conducted to preserve character-defining elements and historic materials.** It is also common practice to have the **Historic Preservation Commission review construction projects on all local landmarks which are owned by the city, an issue which is addressed in the proposed ordinance.**

Figure Two.



Review of City Practices, cont.

Properties defined as "historic" fall into two categories--those which are individually significant, and those which contribute to the overall historic integrity of an area. Many of the houses in the East Campus Neighborhood, for example, would not be outstanding on their own, but as a group, they constitute a significant example of what our neighborhoods looked like in the 1920s and 1930s. It is important to evaluate the historic nature of a structure, especially a modest one, in terms of its surroundings as well as its individual characteristics. A building does not need to be the oldest or largest in the city or county to be "historic." The everyday buildings of our past are often overlooked in long-range planning efforts.

The Secretary of the Interior's Standards are nationally recognized standards of quality, and following them will greatly facilitate retention of historic character in districts of modest structures as well as large individual landmarks. Many cities utilize the Standards (or something close) for all rehab work done for projects receiving city-administered funds, including such things as CDBG monies. It is recommended that Columbia follow that practice as well. It is also recommended that the City pursue stringent enforcement of maintenance requirements in historic districts, with an emphasis on preserving character-defining features such as porches and architectural trim. The preservation of historic resources should be considered to be a constant, ongoing process, and it is recommended that preservation oriented practices become part of City policy.

* * *

Projects Likely to be Eligible for Grant Funding

Overview of Historic Preservation Fund Grants

As mentioned in the section on Certified Local Government status, the City will stand an excellent chance of receiving federal grant monies for preservation projects if Columbia becomes a Certified Local Government (CLG). CLG's receive preferential treatment from the State Historic Preservation Office, which administers federal grant money earmarked for preservation activities in Missouri. That office awards numerous Historic Preservation Fund grants each fiscal year, the number and amounts varying according to federal apportionments. It is extremely common to hire independent contractors to conduct grant supported projects, and the state maintains a list of consultants who are qualified for such work. (That list can be acquired by calling Carl Voss at 573-751-1988.) Historic Preservation Fund grants are reimbursement grants which require a minimum 40% local match.

Much of the City's share of the funding can be in the form of such things as staff support, meeting facilities, and other "in-kind" match items, with the end result being that Columbia will be able to get a good deal of preservation work done for pennies on the dollar.

The City could reduce costs even more by developing a partnership with the University and other area colleges. For example, the initial survey of the East Campus neighborhood was funded by an HPF grant given to the University. That type of an arrangement would not only reduce expenses, it would involve experienced University faculty members and provide valuable preservation training for interested students.

Ideally, grant projects for the City would be supervised by a Preservation Planner. The planner could write the grant applications, coordinate projects with the University, and supervise outside contractors or personally conduct some grant funded projects. Alternately, those duties could be handled by members of the Preservation Commission or a designated staff person in the Planning and Development Department. Utilizing State administered funds has the added advantage of providing professional supervision of local preservation projects, as all grant projects are monitored by the State Historic Preservation Office.

* * *

Preservation Plan

A master planning document, drafted specifically for Columbia, will do much to ensure the orderly implementation of a citywide program as well as provide guidance for future preservation activities. Many of the cities contacted during a search for comparative data were following a master preservation plan. Several of the cities had drawn up a master plan when their program was first implemented, while others created one later in the process. Iowa City, for example, has had a preservation program in place since 1982, but the preservation planner there noted that the program did not really take off until a city preservation plan was created several years later.

The most efficient way to develop such a plan is to hire an experienced consultant. Using an outside consultant in this case would be faster than trying to do it in-house, and would give the city the benefit of working with someone who has a knowledge of other municipal preservation programs. Much of the work done by the Preservation Exploratory Committee should be incorporated into the master plan, and we recommend that a commission be formed before a consultant is hired. Having a commission in place when the consultant begins work will facilitate a good flow of information between the consultant, the planning department, and the citizen-based commission, and will ensure a smooth implementation of the plan once it is completed.

Ideally, the consultant would begin with the recommendations presented in this report, and prepare a document which would provide specific directions on implementing those suggestions. The plan should also identify additional needs, suggest ways to coordinate preservation issues with other citywide plans, and prioritize all proposed activities. A separate survey plan which establishes and guides a systematic survey of the City's historic resources should be

an important element of the preservation plan. Further information on survey activities is included in the following section.

The City has already applied for an HPF grant to fund a preservation plan in Columbia; that application is currently under review with the State Historic Preservation Office. Copies of that application, which contains a fuller description of the proposed plan, were forwarded to the council in October of 1996. Even if the grant is not awarded this year, the city can reapply next year, hopefully with the enhanced rank of a Certified Local Government. The preservation plan will need to be reviewed periodically in relation to past accomplishments and new challenges and opportunities.

* * *

Ongoing Survey and Nomination of Historic Resources

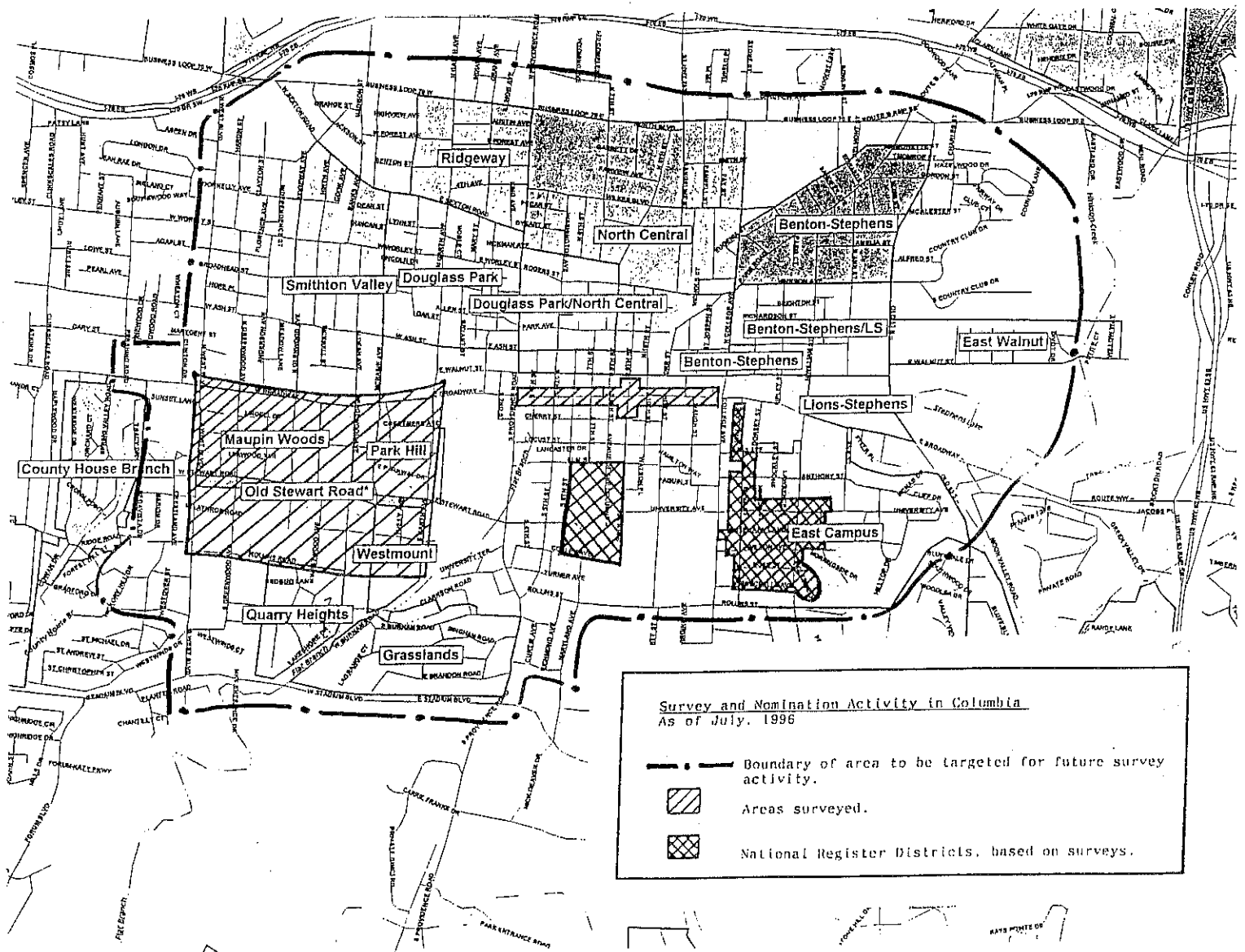
No historic preservation program can function without establishing a system to systematically survey and catalogue the historic resources of the community. The information gathered during architectural and historical surveys is crucial to such activities as long term preservation planning and the creation of historic districts and area specific design guidelines. Information gathered during survey projects can be utilized for a number of purposes. Grant applications for survey projects are given high priority by the State Office of Historic Preservation, and Certified Local Governments almost always receive requested funding for approved survey projects.

It is generally accepted that historical and architectural surveys should identify all intact buildings and structures over fifty years old. The boundaries of the map shown in Figure Three were drawn to include areas in the City which were developed before the mid-1940s. It should not be assumed that there are no historic resources outside those boundaries, only that the area inside the boundary is most likely to contain concentrations of historic structures. Surveys should also consider such historic resources as streets, bridges, monuments, historic sites, and parks and open spaces. The age of the resources is not the only determining factor, and there are neighborhoods or specific categories of resources which call for more immediate attention than others. A set of "survey priorities" should be established to guide future survey activities. Those priorities should identify such things as special thematic categories and specific areas which are threatened by redevelopment or deterioration. For example, the West Broadway area would easily yield a new historic district, but the North Central neighborhood might be a better candidate for immediate survey, due to the threats of deterioration and redevelopment facing that area.

It would also be a good idea to consider areas identified by the City Planning Department as likely to require extensive "Section 106" review. Section 106 refers to the law which requires that any Federally funded project which may affect historic resources must be cleared by the State Historic Preservation Officer prior to starting work. That review process can be lengthy, especially if it is done on a case by case basis, and the existence of an inventory would expedite

things considerably. Additionally, the information gathered during survey work would aid in a better understanding of which properties are historic, and how they should be treated in the first place, which would also reduce compliance headaches.

Figure Three.



Several parts of the city have already been surveyed, and copies of those surveys are on file with the State Office of Historic Preservation. Of the five surveys which have been conducted, two have resulted in the creation of National Register Historic Districts, and one in a Register Listing for a Multiple Property Listing of Thematic Resources. The National Register Districts in Columbia are: The East Campus Neighborhood Historic District, listed Feb. 1996; and Francis Quadrangle, listed Dec. 1973. The Multiple Property Listing documents Social Institutions of the City's African-American Community. The two surveys which were not followed by National Register designation were conducted in the downtown area, and in the "old southwest" part of town, south of West Broadway. Those surveys contain a good deal of historical information, and could be updated relatively easily. The area south of West Broadway is very much intact, and a large part of the neighborhood is currently eligible for inclusion in the National Register. Many of the downtown buildings which were surveyed are fronted by the concrete canopy, and while that area will not be eligible as long as the canopy is in place, a sensitive rehabilitation project could result in a downtown district as well.

Surveys can be done by City staff members or private contractors, but all surveys need to be conducted or closely supervised by qualified professionals. Some cities have had success with utilizing volunteer efforts as well; is it likely that Columbia's neighborhood associations could help in that matter, possibly with coordination by the City's new Volunteer Coordinator. Any survey project should produce the following products:

1. At least two copies of a completed inventory form for each property. The form should record basic physical and historical information about the property and be approved by the State Office of Historic Preservation.
2. Representative black and white photos of all properties covered, including general streetscapes which illustrate potential district boundaries. Color slides which generally represent the survey area. (Slides need not be taken of individual properties.)
3. At least two copies of a written report which identifies historical contexts and summarizes survey methodology and findings. Area-specific design guidelines should also be included for potential historic districts.

One copy of all materials produced should go to the Cultural Resource Library of the State Historic Preservation Office, and at least one copy should stay in Columbia. If the project is grant funded, the SHPO will require copies of all survey products, and even if survey is done without grant assistance, it is standard policy to keep such information on file with that office. The information that stays in Columbia should be accessible to the general public and City staff members.

As mentioned, the City has already applied for a grant to cover the preparation of a master preservation plan. The grant application

for that project requests the inclusion of a master survey plan. A survey plan will ensure orderly cataloguing of historic resources, and should be created regardless of grant status.

No program for the maintenance and recognition of historic resources can be conducted without a thorough inventory of those resources. An ongoing survey process, teamed with proper archiving of the survey results, will create such an inventory and provide information for preservation planning as well as outreach activities.

* * *

Design Guidelines

Grant funding can also be used to establish design guidelines for the rehabilitation of historic properties. General guidelines can be adapted for historic properties city-wide, while more specific guidelines can be formulated to suit the character of individual neighborhoods and other historic districts.

Most often, design guidelines come from extensive survey work and the input of local property owners. Surveys identify the basic design characteristics of a given city, neighborhood or district. These characteristics most often include elements such as architectural style and period of original construction, but can also include such things as landscaping, signage, and street lighting. With the input of neighborhood associations, preservation commissioners and city planners, these important character elements are compiled into a comprehensive set of guidelines. Design guidelines are frequently published as small booklets and should be made available to assist property owners in making preservation-friendly technical and aesthetic decisions during routine maintenance and rehabilitations of historic properties and new construction in historic districts.

The ordinance proposed for Columbia includes very general design guidelines which can be used for review of applications for certificates of appropriateness for work on designated historic resources. It is also recommended that area-specific guidelines be included in nominations for local historic districts, and that those guidelines be used to review projects in those districts. Design guidelines can be extremely useful even when administered on a voluntary basis, and it is recommended that the final reports for all new survey projects include guidelines for the buildings covered in the survey. Alternately, guidelines could be developed by the preservation planner or an independent consultant.

All interested property owners should have access to design guidelines, and the areas covered should not be restricted to locally designated districts. Copies of the guidelines could be obtained from the preservation planner or the planning department, as well as the public library. Copies could also be made available to neighborhood associations and similar community organizations. Explaining and promoting the advantages of design guidelines will be an important part of the preservation commission's public information duties. Educating the public about the concept of making preservation-friendly decisions when considering property alterations will help increase the

rate of voluntary compliance.

It may also be productive to designate historic "Conservation Zones," which would offer design review for marginal areas that may not qualify as local districts, but which retain enough historic integrity to merit attention. Property owners in those areas who plan construction projects which involve a certain level of expenditure (e.g. \$5,000) could then be required to submit plans to the Commission for review and comment. That review would be conducted in the same manner as those done for projects in local districts, except that it would be non-binding.

Historic Preservation Fund grants have helped fund the creation of design guidelines in several Missouri towns, many of which are Certified Local Governments. The city of Washington, for example, received an HPF grant to develop design guidelines for their downtown area, which was surveyed as part of an earlier grant project. The matching funds came from the Chamber of Commerce and Downtown Washington Inc., who collaborated on the guidelines with the local Historic Preservation Commission and an outside consultant. The HPF seed money brought the necessary groups together to form a consensus on the level of preservation they felt was needed in the area. The level of community involvement in the early phases of the projects has helped encourage voluntary adherence to the guidelines, and can serve as a model for similar projects in Columbia.

* * *

Day to Day Activities

Recommended Activities and Staff Responsibilities

Many of the activities discussed in this section have been mentioned in the preceding pages, accompanied by mention of by whom those tasks could be done. The following job description recaps the many different activities which should be associated with a preservation program, all of which are often the responsibility of a Preservation Planner. The planner should be responsible for providing administrative support to the preservation commission, and for administering most of the day to day activities associated with a preservation program.

City staff support is necessary to ensure that commission operations run smoothly. Duties in that area will include working with the commission to develop a system for requesting review of nominations for historic designation and applications for certificates of appropriateness. The staff person will also work with the people who prepare the nominations and applications to make certain they conform, and will distribute the materials to the members of the commission. It will also be necessary to make design review guidelines available to the commission and the public, and to offer assistance with interpreting those standards. The staff person should be able to offer limited advice as to whether a certain activity will require a certificate of appropriateness, and serve as a general

liaison between the commission and the general public.

The staff person will need to assist the officers of the commission in organizing their meetings, and make sure that the meetings and related activities are conducted in accordance with state and local laws. That will include ensuring that all public notice requirements are met, and keeping records of commission meetings and related activities. The staff member should have the expertise and be available to provide the commission with technical advice on that subject.

The staff person will also be responsible for making application to the State Historic Preservation Office for designation of Columbia as a Certified Local Government, and monitoring commission activities to be sure the standards set by that program are being met. The staff person will be responsible for working with the commission to identify grants for which the city and interested private organizations may be eligible, and for preparing the necessary grant applications for city projects. The staffer will also work with neighborhood associations, consultants, and other interested groups and individuals to perform the work funded by those grants, and be responsible for grant related paperwork related to official city projects. It will also be necessary to encourage and coordinate volunteer activities not covered by grant funding.

The preservation staff person will need to work with the commission and other branches of city government to identify ways to provide technical assistance and other incentives to interested property owners. This could include everything from working with codes officials to develop alternate standards for review to helping property owners identify the best financing option for a particular project. The staff person will also seek out partnerships with other programs which have compatible goals, such as the Main Street Program or the local neighborhood associations.

Education and promotion will be essential to the success of a preservation program, and the staff person will need to conduct and coordinate outreach activities. The staff person, in consultation with the commission and in cooperation with interested groups and individuals, will be responsible for developing informational and educational materials for the general public so that they may understand the preservation program and its goals. It will also be that person's responsibility to establish and maintain an inventory of significant historic properties, based on a comprehensive survey program. It will be necessary to create an information clearinghouse for preservation related publications and other resources, and to assist government officials and the general public in locating and utilizing that information.

The staff person will be the primary contact in City government for information about the entire range of preservation issues, and it will be important to make that person readily available. The preservation planner should be able to work with both the general public and other city staff members on preservation activities, and act as the Historic Preservation Commission's staff representative.

* * *

Staffing Possibilities

The simplest way to ensure that historic preservation becomes an integral part of City policy is to create a full time staff position for an official Preservation Planner, with a job description that addresses the issues covered in this report. The Planning and Development Department appears to be the logical place in which to base that person. In many cities, a planning staffer with a background in historic preservation serves as a preservation officer in addition to performing other duties, but there are several advantages to making historic preservation one person's full time responsibility.

The more time the staffer has delegated for preservation activities, the more likely it is that the very important outreach component of the program will be addressed. It would also be easier to attract a person with the appropriate educational and professional background if there is a full time position available. The presence of a qualified preservationist on staff would make it possible for the city to keep grant supported activities such as survey and nomination work in-house, instead of hiring outside contractors.

An official preservation program can be implemented even if the decision is made to start without a full time preservation planner. Many of the goals stated here could be met by utilizing a combination of resources, and an effort has been made to identify possible alternatives throughout the report. Much of the routine staff support for the commission could be done by the current staff of the Planning and Development Department. A professional planner would certainly be qualified to attend to the administrative side of the job, and could handle such things as setting up commission meetings and monitoring the nomination and application processes. There may even be a planner on staff with the expertise to offer some help with interpretation of standards for review. An inventory of significant historic resources and other general information can also be maintained by that office without extensive cost increases, especially if the information is compiled by other sources.

The preservation commission members could also take on more responsibilities, especially in getting a program underway. The commission could handle some of the work associated with grant administration, as well as some of the dealings with other branches of city government. Regardless of staffing, the commission should be responsible for outreach activities, and that role could be expanded in the absence of help from a specific preservation staff person. It should be noted that although the current committee represents a nice pool of potential commissioners with a good working knowledge of the issues at hand, future commissions may not be as knowledgeable and more technical assistance may be needed in the future.

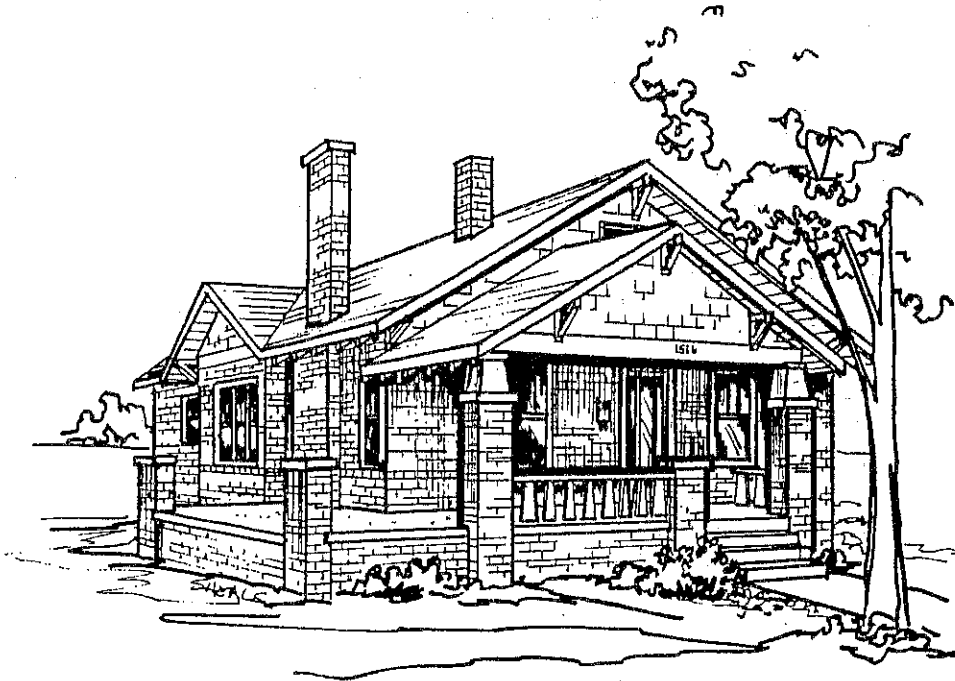
It is also possible to do a good deal of the more specialized work on a contract basis, utilizing outside consultants. Duties which may fall into this category include compiling design guidelines and a general preservation plan, survey and nomination activities, as well as more everyday activities. It may be possible to set up a retainer type relationship with one or more area preservation experts, and

utilize their services for such things as preservation audits and other design assistance, outreach activities, and general consultation with the preservation commission and other government entities.

And, as mentioned, volunteer efforts could be extensively utilized, possibly in combination with professional consultants and the preservation commission. An architectural survey, for example, could be done as a joint effort among several groups. The planning department or a neighborhood association could work with the commission to obtain a grant, and a professional consultant or University faculty members could work with students and other volunteers to conduct the needed field work. The survey report could be written by the consultant, and the results stored with the planning department. The local service organization could then utilize the information gathered during the survey to promote the special characteristics of the survey area, and emphasize the benefits of preserving them.

* * *

The possibilities for what to do and how to do it are nearly endless; the only absolute offered here is that Columbia will benefit from an official preservation program. Preservation is the responsible thing to do. The success of communities like Columbia depends on respectful compromise among economic necessities, social values, cultural expression, and a fragile natural landscape. All of us must be preservationists, learning from the past to seek a balance in the present, so that we can pass sufficient knowledge and resources of our community--this sense of place, Columbia--to the generations of the future.



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Historic Preservation Ordinances

Missouri: Washington, Cape Girardeau, Black Jack

Kansas: Lawrence

Appendix I:

Secretary of the Interior's Standards for Rehabilitation

(Taken directly from The Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings, Washington, D. C.: U. S. Government Printing Office, 1992)

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of the property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Appendix II:

PROPOSED HISTORIC PRESERVATION ORDINANCE FOR THE CITY OF COLUMBIA
City of Columbia Historic Preservation Exploratory Committee
November, 1996

Ordinance Subcommittee: Charles Bay, Bonnie Bourne, Mark Hudson,
Donna Ingwersen, Tom Mendenhall, Beverly Wilcox

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A. PROLOGUE. The City of Columbia has a proud and interesting history beginning with its founding as the town of Smithton in 1819. Welcoming settlers from Kentucky, Tennessee, Virginia and North Carolina, Columbia quickly grew and prospered. This prosperity was advanced by the rich soil of the adjacent lands, access to markets by way of the Missouri River and Boonslick Trail, and the progressive thinking of its founders. Designated the seat of government of Boone County and the home of the state university, Columbia has prospered to this day.

The City of Columbia contains many historical resources which reflect the influence of these early Southern settlers, as well as the variety of cultural influences conveyed through the city's institutions of higher learning. These historical resources embody a sense of time and place which is unique to Columbia, and shape our collective imagination and experiences.

Shifting values, technological innovations, social trends and contemporary culture exert strong influences on our sense of place and the quality of community life. Structures, public spaces, dwellings, artifacts and other historical resources reflect these changing influences. These same forces of change can also threaten the existence of these resources which serve to define our nature and place us in the temporal continuum of our community.

Recognizing that these historical resources contribute significantly to the quality of life in Columbia, while also acknowledging that these resources will inevitably be affected by the march of time, the City of Columbia has embarked upon a program to promote the preservation of the city's many and varied historical resources.

B. PURPOSE. The purpose of this ordinance is to promote the economic, cultural, educational and general welfare of the City of Columbia by:

1. Conserving and improving the value of property designated as landmarks or within historic districts;
2. Protecting and enhancing the attractiveness of Columbia to home buyers, home owners, residents, tourists, visitors, and shoppers, thereby supporting and promoting business, commerce, industry, and providing economic benefit to the city;
3. Providing a mechanism to identify and preserve the distinctive historic and architectural characteristics of Columbia;
4. Fostering civic pride in the aesthetics and cultural accomplishments of the past as represented in Columbia's landmarks and historic districts;
5. Fostering and encouraging preservation, restoration, and rehabilitation of structures, areas and neighborhoods;
6. Promoting the use of landmarks and historic districts for the

education, pleasure, and welfare of the people of Columbia;

C. DEFINITIONS. [standard list for model preservation ordinances, modified as needed. An explanation of "H" designation shall note that such designation will include special code related controls not normally covered by a building permit, such as stricter maintenance requirements.]

D. HISTORIC PRESERVATION COMMISSION. The Columbia Historic Preservation Commission shall consist of seven members who shall be appointed by the Mayor and approved by the City Council. Every reasonable effort shall be made to appoint a representative from each of the six wards of Columbia, with one member appointed at-large, and to appoint members with a demonstrated interest in historic preservation and related issues.
[The Sub-Committee also recommends that at least one member have a especially strong background in architecture, engineering, history, archaeology or a field closely allied with historic preservation.]

E. TERMS. The term of office for members of the commission shall be for three years. Members of the first appointed commission shall serve respectively for terms of two for one year, two for two years; and three for three years. Vacancies shall be filled for the unexpired term only.

F. OFFICERS. Officers shall consist of a Chairperson, a Vice-Chairperson and a Secretary, elected by the commission who shall serve for one year and shall be eligible for re-election. The Chairperson shall preside over all meetings of the commission. In the absence of the Chairperson, the Vice-Chairperson shall preside. The Secretary shall prepare minutes and other necessary records of commission meetings.

G. MEETINGS. The commission shall meet regularly, at the call of the chairperson. A quorum shall consist of at least four members.

H. FUNDING. The City Council shall annually appropriate funds sufficient for the execution of the commission's purposes.

I. POWERS AND DUTIES. The Columbia Historic Preservation Commission shall have the following powers and duties:

1. To adopt its own procedural regulations;

2. To investigate and recommend to the Council the implementation of a broad package of incentives and benefits to encourage redevelopment of historically significant structures; and to work with other entities of city government as needed to enact such incentives;

3. To initiate, develop and supervise surveys to identify historically and architecturally significant properties;

4. To review application for the designation of landmarks and historic districts in the city, make recommendations to the City Council regarding the designation of landmarks and historic districts, maintain a register of designated sites and districts, and to confer recognition upon persons associated with designated landmarks and historic districts;
5. To advise and assist owners of landmarks and property or structures within historic districts on physical and financial aspects of preservation, renovation, rehabilitation and reuse;
6. To encourage nomination of landmarks and historic districts to the National Register of Historic Places;
7. To oversee the development of specific design guidelines for the alteration, construction or removal of historic properties, and to recommend to the Council that those guidelines be utilized for any administrative review process involving landmarks or structures within historic districts;
8. To hold public hearings and to review applications for construction, alteration, removal or demolition affecting landmarks or properties and structures within historic districts which have been designated or are in the process of being nominated, and to issue or deny Certificates of Appropriateness for such actions;
9. To issue stop works orders for any construction, alteration, removal, or demolition which would require a Certificate of Appropriateness for which a certificate has not been issued. In the event that a stop work order is issued, the Commission will convene within five working days to review the action being taken;
10. To consider applications for Certificates of Economic Hardship that would allow the performance of work for which a Certificate of Appropriateness has been denied;
11. To review proposed zoning map amendments, applications for special use permits or applications for zoning variances that affect proposed or designated landmarks and historic districts in order to provide comment on such actions to other city offices; [This may need further definition of "affecting" a historic resource, such as something that occurs only within the district or individual property boundaries, or within a set distance of such properties.]
12. To advise the Council on the administration of any historic property, or full or partial interest in real property, including preservation easements, which the City of Columbia may have or accept as a gift or otherwise;
13. To make recommendations to the City Council concerning the application for and utilization of any federal, state or private grant, grant-in-aid, gift or bequest furthering the general purposes

of this ordinance;

14. To make recommendations to the City Council concerning budgetary appropriations to further the general purposes of this ordinance;

15. To call upon available staff members and other experts for technical advice;

16. To advise the Council on the need to retain such specialists or consultants, or to appoint such citizen advisory committees, as may be required from time to time;

17. To advise and testify before city boards and commissions on any matter effecting historically and architecturally significant property, structures, and areas;

18. To periodically review Columbia's Zoning Ordinance and to recommend to the City Council and Planning and Zoning Commission amendments appropriate for the protection and continued use of landmarks or property and structures within historic districts;

19. To undertake any other action or activity necessary or appropriate to the implementation of its powers and duties, or the implementation of the purpose of this ordinance;

20. To attend at least one applicable training session or conference each year.

J. SURVEY

The Historic Preservation Commission shall establish and maintain an ongoing survey and inventory of historic properties in accordance with standards and guidelines established by the Secretary of the Interior's *Standards for Preservation Planning, Identification, and Evaluation*.

K. NOMINATION OF LANDMARKS AND HISTORIC DISTRICTS

Nominations for designation as a Landmark or Historic District shall be submitted to the Historic Preservation Commission on forms provided by the Commission. Nominations may be submitted by any person or agency, with the full consent and written approval of the owner(s) of record of a subject property, or in the case of a district, at least 60 per cent of the owners of record of the subject properties. Landmarks and Historic Districts already designated by the National Register of Historic Places at the time of passage of this ordinance or so designated following passage shall receive the same designation by the City of Columbia, with the full consent and written approval of the owner(s) of record of a subject property, or in the case of a Historic District, at least 60 per cent of the owners of record of the subject property.

L. CRITERIA FOR DESIGNATION

The Historic Preservation Commission shall make determination as to whether a nominated Landmark or Historic District meets one or more of the following criteria:

1. Its character, interest, or value as part of the development, heritage, or cultural characteristics of Columbia, Boone County, the state of Missouri, or the United States;
2. Its location as a site of a significant local, county, state or national event;
3. Its identification with a person or persons who significantly contributed to the development of Columbia, Boone County, the state of Missouri, or the United States;
4. Its embodiment of distinguishing characteristics of an architectural style valuable for the study of a period, type, method of construction or use of indigenous materials;
5. Its identification as the work of a master builder, designer, architect, or landscape architect whose individual work has influenced the development of Columbia, Boone County, the state of Missouri, or the United States;
6. Its embodiment of elements of design, detailing, materials, or craftsmanship which renders it architecturally significant;
7. Its embodiment of design elements that make it structurally or architecturally innovative;
8. Its unique location or physical characteristics that makes it an established or familiar visual feature of the neighborhood or the City of Columbia; or has yielded or may likely yield information important in pre-history or history;
9. Its character as a particularly fine or unique example of a utilitarian structure, with a high level of integrity or architectural significance; and/or
10. Its suitability for preservation or restoration.

Any structure, property, or area that meets one or more of the above criteria shall also have sufficient integrity of location, design, materials, and workmanship to make it worthy of preservation or restoration.

M. RECOMMENDATION TO CITY COUNCIL

The Historic Preservation Commission shall, within thirty days from

receipt of a completed nomination in proper form, adopt by resolution a recommendation that the nominated Landmark or Historic District does or does not meet the criteria for designation. The resolution shall be accompanied by a report to the City Council explaining the following:

1. Explanation of the significance or lack of significance of the nominated Landmark or Historic District.
2. Explanation of the integrity or lack of integrity of the nominated Landmark or Historic District.
3. A map showing the location of the nominated Landmark or the boundaries of the nominated Historic District.

Recommendations shall also consider any comprehensive or master plan, zoning requirements, projected public improvements and existing and proposed renewal and development plans applicable to the area affected by designation.

N. NOTIFICATION OF DETERMINATION

Notice of the determination by the Historic Preservation Commission shall be sent to owners of record of a nominated landmark, and owners of all properties within a Historic District, and to the nominator, within seven days following a determination by the Historic Preservation Commission as to whether or not the nominated Landmark or Historic District meets the criteria for designation.

O. ACTION BY CITY COUNCIL

The City Council, after receiving recommendation that the nominated Landmark or Historic District be designated, shall conduct a public hearing before enacting the ordinance.

[Notice of the zoning and notification of the public hearing should following existing practices as applied for other zoning matters.]

If the designating ordinance is approved by the City Council, notification, including a copy of the ordinance, shall be sent to the nominator, owner(s) of record of the designated Landmark or to all property owners within a Historic District, the Historic Preservation Commission, and the Planning and Zoning Commission.

P. ACTION BY PLANNING AND ZONING

Upon notification of the designation ordinance, the Landmark or Historic District shall receive the designation "H" for "Historic Landmark or District."

Q. CERTIFICATE OF APPROPRIATENESS

A Certificate of Appropriateness shall be required before the following actions affecting either the exterior architectural appearance or any features noted in the original application for nomination of any Landmark or property within a Historic District may

be undertaken:

1. Any construction, alteration, removal, or any demolition in whole or in part requiring a permit from the City of Columbia.
2. Construction, alteration, demolition or removal in whole or in part not requiring a permit but affecting a significant exterior architectural feature, as specified in the original application for nomination of any Landmark or Historic District.
[Care must be taken to ensure that stop work orders will apply in this situation, and the committee welcomes suggestions as to how to handle this issue.]
3. Any construction, alteration, removal or demolition, in whole or in part, proposed by the City of Columbia, or any of its agencies or departments, for a Landmark or structure within a Historic District and affecting a significant exterior architectural feature, as specified in the original application of a Landmark or Historic District or which would require a building permit if undertaken on privately owned property.

R. APPLICATION FOR CERTIFICATES OF APPROPRIATENESS

No work shall be done on the exterior of a building, nor shall a building or demolition permit be issued by the City of Columbia for work affecting the exterior architectural appearance of a designated landmark or property within a designated historic district until approved by the Historic Preservation Commission. An applicant may request a meeting with the Historic Preservation Commission before or during the review of the application. Applications for review of construction, demolition or removal not requiring a building or demolition permit for which a Certificate of Appropriateness is required shall be made on a form supplied by the Commission. Applicants may be required to submit plans, drawings, elevations, specifications, and other such information as requested by the Historic Preservation Commission.

[The Exploratory Committee will need to meet with Planning and Development staff to work out details of submission procedures.]

S. STOP WORK ORDER

Whenever the Historic Preservation Commission has reason to believe that an action for which a Certificate of Appropriateness is required has been initiated, or is about to be initiated, it shall make every reasonable effort to contact the owners, occupants, contractor, or subcontractor and inform them of the process of applying for a Certificate of Appropriateness. If the Historic Preservation Commission determines that a Stop Work Order is necessary to halt an action that requires a Certificate of Appropriateness, it shall request the Public Works Department to send a copy of the Stop Work Order by certified mail, return receipt requested, to the owners,

occupants, contractors and subcontractors, and notify them of the process of applying for a Certificate of Appropriateness. A copy of the proper application form shall be included in the notice. If necessary, a second or subsequent stop work order may be requested by the Historic Preservation Commission on the same project.

[The Committee requests advice regarding when and on what basis Stop Work Orders can and should be issued, and on how to make sure Public Works can legally issue them.]

T. DETERMINATION BY THE HISTORIC PRESERVATION COMMISSION

The Preservation Commission shall first review the application for building or demolition permit or for a Certificate of Appropriateness and issue or deny the Certificate of Appropriateness within thirty (30) days of receipt of the application. Written notice of the approval or denial of the application for a Certificate of Appropriateness shall be provided the applicant and the Planning and Development Department within seven (7) days following the determination, and shall be accompanied by a Certificate of Appropriateness in the case of an approval.

[It may be necessary to better define the time period for review here. again, assistance from Planning and Development staff would be greatly appreciated.]

A Certificate of Appropriateness shall become void unless construction is commenced within six (6) months of the date of issuance. Certificates of Appropriateness shall be issued for a period of eighteen (18) months and are renewable. Any person who fails to complete a project according to the guidelines provided in the Certificate of Appropriateness shall be deemed in violation of this Ordinance.

[The appointed Preservation staff person should be charged with monitoring such projects to ensure compliance.]

U. DENIAL OF A CERTIFICATE OF APPROPRIATENESS

A denial of a Certificate of Appropriateness shall be accompanied by a statement of the reasons for the denial. The Historic Preservation Commission shall make recommendations to the applicant concerning changes, if any, in the proposed action which would cause the historic Preservation Commission to reconsider its denial, and shall confer with the applicant to resolve as quickly as possible the differences between the owner and the Historic Preservation Commission. The applicant may resubmit an amended application or reapply for a building or demolition permit that takes into consideration the recommendations of the Historic Preservation Commission, as guided by the Secretary of Interiors's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

V. STANDARDS FOR REVIEW

In considering an application for a building or demolition permit, or for a Certificate of Appropriateness, the Historic Preservation Commission shall be guided by the following standards, in addition to any area-specific design guidelines included in the ordinance

designating the Landmark or Historic District.

PART ONE: SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures and sites shall be recognized to be products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired, rather than replaced, whenever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based upon accurate duplication of features, substantiated by historic, physical or pictorial evidence, rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort should be made to protect and preserve archaeological resources affected by or adjacent to any project.

9. Contemporary design for alterations and additions to existing properties and for new construction may be permitted when such alterations, additions or new construction do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.

10. Whenever possible, new additions or alterations to structures shall be done in such a manner that, if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

PART TWO: GENERAL DESIGN GUIDELINES

Design guidelines for review of applications for certificates of appropriateness shall, at a minimum, include the following architectural criteria:

1. Height: The height of any proposed alteration or construction should be compatible with the style and character of the Landmark and with surrounding structures.
2. Proportion of Windows and Doors: The proportions and relationships between doors and windows should be compatible with the architectural style and character of the landmark, and with surrounding structures.
3. Relationship of Building Masses and Spaces: The relationship of a structure to the open space between it and adjoining structures should be compatible.
4. Roof Shape: The design of the roof should be compatible with the architectural style and character of the Landmark and surrounding structures.
5. Landscaping: Landscaping should be compatible with the architectural character and appearance of the Landmark and surrounding structures and landscape.
6. Scale: The scale of the structure after alteration, construction or partial demolition should be compatible with its architectural style and character and with surrounding structures.
7. Directional Expression: Facades should blend with other structures with regard to directional expression.

Structures should be compatible with the dominant horizontal or vertical expression of surrounding structures. The directional expression of a Landmark after alteration, construction or partial demolition should be compatible with its original architectural style and character.

8. Architectural Details: Architectural details including materials, colors and textures should be treated so as to make a landmark compatible with its original character or significant architectural style and to preserve and enhance the Landmark or Historic District.

[Note: It may also be preferable to incorporate the current Section Z. on signage into this section.]

W. CERTIFICATE OF ECONOMIC HARDSHIP

Application for a Certificate of Economic Hardship shall be made on a form supplied by the Historic Preservation Commission only after a Certificate of Appropriateness has been denied. The Historic Preservation Commission shall review the application for a Certificate of Economic Hardship and issue or deny the certificate within thirty (30) days of receipt of the application.

The Historic Preservation Commission may solicit expert testimony or require that the applicant for a Certificate of Economic Hardship make submissions concerning any or all of the following information before it makes a determination on the application:

1. Estimate of the cost of the proposed construction, alteration, demolition or removal and an estimate of any additional cost that would be incurred to comply with the recommendations of the Historic Preservation Commission for changes necessary for the issuance of a Certificate of Appropriateness.
2. A report from a licensed engineer or architect with experience in rehabilitation as to the structural soundness of any structures on the property and their suitability for rehabilitation.
3. Estimated market value of the property in its current condition; after completion of the proposed construction, alteration, demolition or removal; after any changes recommended by the Historic Preservation Commission; and, in the case of a proposed demolition, after renovation of the existing property for continued use.
4. In the case of a proposed demolition, an estimate

from an architect, developer, real estate consultant, appraiser, or other real estate professional experienced in rehabilitation as to the economic feasibility or rehabilitation or reuse of the existing structure on the property.

5. Amount paid for the property, the date of purchase and the party from whom purchased, including a description of the relationship, if any, between the owner of record or applicant and the person from whom the property was purchased, and any terms of financing between the seller and buyer.

6. If the property is income producing, the annual gross income from the property for the previous two years; itemized operating and maintenance expenses for the previous two years; and depreciation deduction and annual cash flow before and after the debt service, if any, during the same period.

7. Remaining balance on any mortgage or other financing secured by the property and annual debt service, if any, for the previous two years.

8. All appraisals obtained within the previous two years by the owner or applicant in connection with the purchase, financing or ownership of the property.

9. Any listing of the property for sale or rent, price asked and offers received, if any, within the previous two years.

10. Assessed value of the property according to the two most recent assessments.

11. Real estate taxes for the previous two years.

12. Form of ownership or operation of the property, whether sole proprietorship, for profit or not for profit corporation, limited partnership, joint venture, or other.

X. DETERMINATION OF ECONOMIC HARDSHIP

The Historic Preservation Commission shall review all the evidence and information required of an applicant for a Certificate of Economic Hardship and make a determination within thirty (30) days of receipt of the application whether the denial of the application will deprive the owner of the property of reasonable use of or reasonable economic return on the property. Written notice of the determination shall be provided in the same manner as notification of a determination concerning a certificate of appropriateness.

Y. APPEALS

Any person dissatisfied with a determination by the Historic Preservation Commission concerning a Certificate of Appropriateness or Certificate of Economic Hardship may file an appeal to the City Council within fifteen days of the date of notification of that determination using a form provided by the Historic Preservation Commission. **The City Council must act on this matter within thirty (30) days of receipt of the appeal.**

Z. SIGNAGE

Irrespective of provisions in any ordinance of the City of Columbia relating to signs, all signs for a Landmark or structures in a Historic District not specified in the application for Landmark or Historic District designation must receive a Certificate of Appropriateness from the Historic Preservation Commission, which shall review the proposed sign in accordance with the following general guidelines:

1. General sign regulations are included in the Ordinances of the City. Additional sign restrictions may be included in the ordinance which designates a Landmark or Historic District.
2. It is not the intent of these standards to create uniformity of signage or to inhibit creative initiative.
3. Signs shall be designed and placed so as to appear an integral part of the building design, and to respect the neighboring properties and the district in general. Signs shall be designed with appropriateness relative to the services of the establishment served.

AA. CITY PROPERTY

Proposed improvements, alterations, demolition or clearance to a building, site, structure, or object owned by the City of Columbia which has been designated a Landmark or is within a Historic District shall be approved according to the procedures and regulations listed herein.

BB. PROPERTY OWNED BY PUBLIC AGENCIES

In the City of Columbia, many of the historically and architecturally important buildings, sites, structures and objects are owned by government entities. To accomplish the purposes of this ordinance, the City may enter into agreements with other units of government. The Historic Preservation Commission may recommend and the City Council shall authorize entering into such agreements. Such agreements may address:

1. Designation of Landmarks and Historic Districts;
2. Administration of Historic Preservation Fund

resources;

3. Improvements to Landmarks, properties in Historic Districts, and properties adjacent to Landmarks and Historic Districts;

4. Other mutually acceptable provisions.

CC. ZONING FLEXIBILITY AND VARIANCES

The Historic Preservation Commission may make recommendations to the Planning and Zoning Commission to allow variances for standard parking and lot line requirements for "H" designated properties, where such variances will aid in the retention of the property's historic character and appearance. The Historic Preservation shall also make recommendations to allow designated properties to be utilized for non-complying uses if such use would serve to perpetuate the viable contemporary utilization of the historic structure.

DD. FEES AND PENALTIES

The Historic Preservation Commission may make recommendations to the Council to establish an appropriate system of processing fees for the review of nominations, Certificates of Appropriateness and Certificates of Economic Hardship

Any person who undertakes or causes an alteration, construction, demolition or removal of any designated Landmark or property within a Historic District without a Certificate of Appropriateness or Certificate of Economic Hardship, or violates the signage or minimum maintenance requirement provisions of this ordinance, shall be in violation of this ordinance.

[Referring to the current Zoning Ordinance.]

In addition, any person who undertakes or causes an alteration, construction, demolition or removal of any designated Landmark or property within a Historic District in violation of this ordinance shall be required to return the Landmark or property to its appearance and setting prior to the violation. Any action to enforce this provision shall be brought by the City of Columbia. In the event that the cost of returning the Landmark or property to its appearance prior to the violation exceeds fifty percent (50%) of the value of the Landmark or property, the offender shall make restitution in the form of either returning the Landmark or property to its appearance or setting prior to the violation or paying to the Preservation Fund a dollar amount equivalent to the cost of replacement or reconstruction. This civil remedy shall be in addition to, and not in lieu of, any criminal prosecution and penalty.

[Some cities also prohibit the issuance of new building or parking fees for the property vacated by an illegal demolition for a period of time (e.g. 5 years) following that demolition, and require the owner to maintain some level of landscaping on the vacant land during that period.]