

HISTORIC PRESERVATION PLAN

City of Brookings, SD



Final Draft | February 2021

ACKNOWLEDGMENTS

Thanks to the community for participating in workshops and on-line surveys.

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Each image in the document includes a caption with the address and whether it is part of a historic district. Parenthesis follow and include the source of the image, and a date, if available. Images with 'W&Co' in the parenthesis were taken during the project by the consultant team, Winter & Company.

Photo credits for images on the cover of the Plan. Top image: A view down Main Street, now part of the Main Street Historic District (SD Digital Archives); Bottom left image: Chicago and Northwestern Railroad Depot, 111 Main Ave, a contributing structure in the Commercial Historic District (SD Digital Archives); Bottom right image: 413 1st Street South, a contributing building in the Sexauer Seed Historic District (W&Co, 2020); Middle right image: 903 4th Street, a contributing property in the Central Residential Historic District (W&Co, 2020).

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CHAPTER 1

INTRODUCTION

Brookings is a special place with a unique identity that is enriched by its historic and cultural resources. This Preservation Plan defines the community's vision for the preservation of those resources and sets forth related goals, policies and actions. This set of tools creates a framework for action for the City, the Brookings Historic Preservation Commission and other groups with interests in protecting and enjoying the city's historic resources.

The plan approaches historic preservation as an integral component of community development and livability. It touches on many subjects that appear in City planning documents, including the comprehensive plan, while presenting additional program-specific actions related to the components of a complete preservation program. It builds on work completed by preservation professionals and community volunteers in workshops, online surveys, stakeholder focus group meetings and study sessions with the Brookings Historic Preservation Commission.

Plan Overview

This Preservation Plan, an update to the original plan written in 1999, sets forth the vision, goals, policies and actions directed at enhancing the quality of life, economic vitality and sense of place in the city. It includes information about the current program, identifies the benefits of historic preservation and discusses the types of resources that exist in Brookings. This information serves as a foundation for establishing priorities for action that are identified in the implementation strategy.

This plan is organized into a range of topics that describe the essential components of a dynamic preservation program, including how historic resources are identified and how best practices in good stewardship can be promoted. In each of these topic categories, existing conditions are described, best practices are noted and current issues related to the program are described.



502 6th Ave, a contributing building in the Central Residential Historic District. (W&Co, 2020)



Brookings High School building (SD Digital Archives)



The Depot Building, 111 Main Ave, a contributing structure in the Commercial Historic District (SD Digital Archives)



501 8th Street, also known as the Fishback House, is individually listed on the National Register of Historic Places (W&Co, 2020)



414 and 416 Main Avenue, two contributing properties in the Commercial Historic District. (W&Co, 2020)

Plan Background

Brookings has a well-established preservation program that enjoys support from citizens and a variety of organizations. While the program has been part of the community for decades, the City recognizes it could be strengthened and expanded, as the program is a key ingredient in community well-being and livability. Noteworthy landmarks, such as the County Courthouse and Railroad Depot, along with numerous National Register districts, symbolize the community's heritage. Some parks, sites and other structures are valued for their historic significance.

In many parts of the city, entire neighborhoods maintain their historic character and provide places to live today while retaining a sense of the past. Other older neighborhoods with traditional buildings also contribute to the sense of place, even though they may not have historic significance. These areas, both residential and commercial, enhance the city's quality of life.

Many historic resources are formally recognized as individual landmarks and as contributors to historic districts. Others remain to be identified as having historic significance and still others, while known to be of historic value, have not been formally designated.

While historic resources are valued, many factors challenge their preservation. Some properties may be altered in ways that diminish their integrity. Others may be under pressure for demolition, sometimes for redevelopment and other times because of extensive deterioration.

These challenges exist in part because some people may not value their properties as historic resources. Others are unaware of the historic significance of their buildings, or may lack the means to maintain them. In some cases, other objectives may appear to be in conflict with preservation. Responding to these situations in strategic ways is key to an effective preservation program.

While challenges will continue, this is a particularly exciting time of opportunity for preservation in Brookings and around the country. There is an increasing understanding of the roles preservation and neighborhood conservation can play in sustainability and how it complements many other community development objectives. New partnerships are forming in which a variety of groups promote historic resources in their work programs. For example, health care providers are promoting "Healthy Heritage" walks as part of their preventive medicine strategies.

New technologies can also be used to make it easier to identify historic resources, distribute information about proper stewardship, and facilitate appropriate management. Linking historic resource information and survey work to Geographic Information Systems is an important tool many communities use. It makes historic and potentially historic resource information available to a wide range of users, enhances the understanding of historic properties and makes the formal preservation system more understandable and predictable to the community at large.

Vision for Preservation in Brookings

As the preservation plan is implemented, results will be seen in a more vital city with an active downtown, well-kept historic neighborhoods and a community engaged in preservation. These fundamental concepts of the community's vision are further described in the series of statements below, which were identified by community members.

Historic preservation looks forward while valuing the past.

The program seeks ways in which historic properties help maintain the vitality of the City. It is forward-looking, helping the community meet its aspirations for the future in ways that create jobs, retain economic benefits of local efforts and that find ways to preserve, reuse and adapt the built environment.

Historic preservation is integrated into planning efforts.

City departments, organizations, property owners and the wider community recognize the value of historic properties, and employ strategies which support historic preservation as they seek to achieve their individual goals.

Historic preservation is solutions-oriented.

The historic preservation program works with property owners, architects, realtors and contractors to find solutions for maintaining historic properties in active and appropriate uses.

The City's preservation program is open to all community members that are interested in participating or learning more.

Program components are easy to understand, and laypeople and professionals can participate in the system at a variety of levels. They can engage in researching and nominating resources for designation and can easily comment on City preservation activities.

A network of individuals and organizations support historic preservation in Brookings.

Property owners, preservation organizations, City staff, architects, realtors, contractors and interested Brookings community members take part in historic preservation work and activities throughout the community. These efforts ensure that a strong network of preservation partners is created.

The Brookings historic preservation program provides guidance for the treatment of historic properties.

Historic resources are identified and described in a manner that helps people understand their significance and interpret their association with the community. Properties are then listed, or designated, as appropriate in a manner that helps facilitate informed management of the properties. A set of tools is then applied – including regulations, design standards, incentives and benefits – which are coordinated with this evaluation and designation system.

Historic resources are integral to life in Brookings.

Historic preservation in Brookings is a vital part of overall community development policies and objectives. It serves as an important tool in a variety of initiatives including economic development, public health, sustainability, housing and cultural enrichment. In this respect, it embraces a holistic approach to planning and development.



413 1st Street South, a contributing building in the Sexauer Seed Historic District (W&Co, 2020)



816 5th Street, a contributing property to the Central Residential Historic District (W&Co, 2020)



716 6th Avenue, a contributing property in the University Residential Historic District (W&Co, 2020)



First Presbyterian Church, 405 7th Avenue (SD Digital Archives)

Historic resources provide links to the heritage of the community and enable people to feel a sense of connection with their past and with the community as a whole.

Historic resources provide opportunities to interpret the history of the community, to comment on the events that have shaped it and to build an understanding of our culture.

Historic resources are key to the City's sustainability initiatives.

Preserving historic resources is a fundamental part of a comprehensive approach to sustainability. Keeping historic properties in active use conserves embodied energy. Historic buildings can also operate in energy-conserving ways, and compatible retrofits for energy conservation are encouraged.

Brookings' citizens celebrate the community's history and historic resources.

Outreach and educational efforts bring awareness of the historic resources in Brookings to citizens throughout the community, especially those that do not encounter Brookings' historic districts on a regular basis. These efforts will place special attention on ensuring all demographics are reached to ensure inclusivity and diversity in historic preservation.

The Role of the Historic Preservation Plan

The Brookings Historic Preservation Plan provides both a vision and policy direction for historic preservation within the city through the identification of goals, policies and actions. The plan will be used by the City and preservation groups to guide and monitor preservation efforts within the community. Businesses, property owners and members of the general public may also reference the plan to learn about historic resources in Brookings, the preservation program and the status of preservation initiatives.

Historic preservation is part of many community interests including housing, sustainability, and economic development. Therefore, this plan seeks to balance broader community objectives while achieving its core mission of retaining cultural resources in the context of other City initiatives.

CHAPTER 2

HISTORY OF BROOKINGS

The story of Brookings' cultural landscape begins with the land and its geology. Primeval Lake Agassiz influenced the earth's present form and condition in the eastern half of South Dakota. Later, ancient glaciers from the northeast pushed south, filled river valleys, leveled hills and mountains, and formed ridges of earth and boulders. When the glacial ice melted and receded, Big Stone Lake, Lake Poinsett, and others formed, and subterranean aquifers stored glacial ice. This ancient geological activity produced fertile soil, and created rolling plains of semi-arid grassland cut by verdant river valleys drained by the Big Sioux, Vermillion, and James Rivers.

The Dakota or Sioux Nation later inhabited these grasslands. The name Dakota means allies. The Ojibwa called these people Nadoues-sioux (enemies), which was abbreviated to Sioux. There were three main divisions of the Sioux people:

- Santee - Dakota (Eastern Sioux)
Mdewankanto, Wahpeton, Wahpekute and Sisseton
- Yankton - Nakota
Yankton and Yantonai
- Teton - Lakota (Western Sioux)
Sihasapa (Blackfoot), Upper Brule, Lower Brule, Hunkpapa, Miniconjou, Oglala, Sans Arcs and Oohenonpa (Two-Kettle)

Before the middle of the 17th century, the Santee Sioux lived near Lake Superior, where they gathered wild rice and beans, hunted deer and buffalo, and speared fish from canoes. Prolonged warfare with the Ojibwa drove the Santee into southern and western Minnesota. The Teton and Yankton divisions were forced from Minnesota onto present-day North and South Dakota, where they abandoned their traditional agricultural activity and adopted the Buffalo/Horse culture of the Great Plains. Their homes were along the banks of streams and rivers; they hunted and used buffalo for food, shelter, clothing and ceremonial rituals.



Williams Street Church, 1915; from the South Dakota Digital Archives (South Dakota State Historical Society)



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



Main Street looking north, 1913; from the South Dakota Digital Archives (South Dakota State Historical Society)



Chicago and Northwestern Railroad Depot, part of the Commercial Historic District; from the South Dakota Digital Archives (South Dakota State Historical Society)

The \$15 million Louisiana Purchase, which included South Dakota, was the greatest land deal in history, doubling the size of the United States at less than three cents per acre. President Thomas Jefferson charged the Corps of Discovery, led by Lewis and Clark, with the exploration of the northern reaches of the Purchase, specifically to seek a northwest water passage from the Mississippi River to the Pacific Ocean. The Corps, like early French and Spanish boatmen, traveled along the Missouri River in central South Dakota.

The Sioux were resolute in resisting incursions upon their domain. With the advance of the white frontier west of the Mississippi River, the United States negotiated the First Treaty of Fort Laramie in 1851. In 1851 and 1859 the Santee Sioux were forced to surrender most of their land in Minnesota and were assigned to a reservation where they were directed to practice settled agriculture. Treaty violations from the U.S. Government against the Santee Sioux led to the Dakota War of 1862, also known as the Minnesota Uprising. After their defeat, the Santee Sioux were forced further westward to reservations in Dakota Territory and Nebraska. Native people lived in and around what would become Brookings, and their archaeological and historical record significantly contributes to the heritage of the community, state, region and nation. Opportunities exist for preservation activities to include exploration of this archaeological and historical legacy.

In 1862, Congress authorized the construction of two railroads, the Union Pacific and the Central Pacific, that together would provide the first railroad link between the Mississippi Valley and the Pacific Coast. To encourage the rapid completion of these roads, Congress devised a grand economic development scheme which provided generous land grants and loans to railroad builders. By 1883, the Northern Pacific from St. Paul to Portland, the Santa Fe from Chicago to Los Angeles, and the Southern Pacific from New Orleans to Los Angeles were also completed, knitting east and west coasts together with rails and fostering rapid growth of the western plains.

The Homestead Act of 1862, adopted in the same year as authorization of the transcontinental railroad, allowed settlers to claim 160 acres of land for farming. Homesteaders lived and farmed on a quarter section for five years, at the end of which the homesteader received a patent on the land. The railroads brought eager homesteaders seeking this free land to eastern Dakota, where the thick black soil of eastern South Dakota created by ancient seas and glaciers promised abundance.

Brookings County was created in 1862 and organized in 1871. Brookings, the county seat, was surveyed and platted on October 3 and 4, 1879, with the first train arriving on October 18, 1879. W.H. Skinner is credited with persuading the Chicago and Northwestern railway to establish a station at Brookings. The original plat comprised five blocks of what is now Main Avenue. Pioneers settled the area simultaneously with the siting of the railroad, and entrepreneurs quickly established a variety of commercial services for incoming settlers. Merchants and pioneers from nearby Medary, Ada, and Fountain moved to the newly platted area. The city name honors Judge Wilmont W. Brookings, a manager of the Western Town Company, Dubuque, Iowa. Known as a courageous and able Dakota pioneer, he served as a legislator, associate justice, and publisher.

South Dakota's early agricultural pioneers represented diverse old world cultures: Scandinavians, Bohemians, German-Russians, Irish, English and Hutterites. Many immigrants were religious, thrifty, hardworking people who developed a strong attachment to the land. Kinship and nationality ties drew these plainsmen together. The Hutterites continue to operate collective farms, and like the Amish, remain separate from outside society. Religious persecution drove the Hutterites from Moravia and Tyrol to Hungary, the Ukraine, and in the 1870s to eastern South Dakota. Following the gold rush in the western part of Dakota, a flood of settlers into the east river region swelled the population from the 80,000 to 325,000 between 1878 and 1887.

Philo Hall, Brookings village attorney, filed papers in April 1881, to incorporate from a village to a city. In the same year, the Dakota Territorial Legislature established the Dakota Agricultural College, the state's only land-grant school, at Brookings, today the South Dakota State University. Main Avenue, which became the single axis that dominated the town, boasted 70 businesses. The community evolved as a center of a diversified agricultural area and seat of learning. The legislature granted approval of incorporation in March 9, 1883.

Rapid expansion of the Dakota Boom led to calls for division of the territory at the 46th parallel and separate statehood for the southern half of Dakota Territory. The southern section held constitutional conventions in 1883 and 1885; the latter established the State of Dakota. Dual statehood based on a division at the 46th parallel received congressional approval in 1889, and both North and South Dakota entered the Union simultaneously.

Early settlers quickly recognized the aesthetic, civilized appearance mature trees bring to neighborhoods. On Arbor Day in 1892, Brookings citizens planted 2,300 trees on the university campus, on boulevards, and in yards. By 1900, Brookings was known as *The City of Trees*. Open green areas and generous tree canopies were an early priority for the community, and their current abundance and health is ensured through substantial city funding. The trees unify diverse architecture in residential and commercial historic districts, and in great contrast to the open treeless prairie surrounding the community, these verdant canopies clearly convey a sense of arrival and stability within Brookings.

Early newspaper accounts also describe Brookings as the Philadelphia of South Dakota - *The City of Homes*. Brookings' diverse architectural heritage offers vivid contrasts, from stately mansions to smaller-scale homes. The community's historic resources include numerous in-town barns and grain elevators, which anchor Main Avenue to the rail line. These assets today attest to the importance of agriculture in the community's legacy.

By 1907, the Dakota Agricultural College changed its name to South Dakota State College of Agriculture and Mechanical Arts, and there were 22 departments on campus. Trees, hitching rails, and telephone poles with cross-arms frame the business district in early 1900 photos. A street light suspended from a metal arch provided illumination for each block. Streets were renamed in 1900 and 31 blocks of concrete and street paving installed in 1919. In 1900, the population of the city was 2,346. There were about 4,500 inhabitants in 1919.



Brookings High School; from the South Dakota Digital Archives (South Dakota State Historical Society)



Cornerstone Ceremony for the Methodist Church in 1904; from the South Dakota Digital Archives (South Dakota State Historical Society)



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

Promotional materials from the 1920s encouraged persons to move to Brookings, *a clean city of homes* owned by people who take pride in home maintenance. Many substantial homes were built between 1896 and 1902 in an area from Main to Sixth Avenues, between Seventh and Eighth Streets.

In 1923, President Charles W. Pugsley completed the university reorganization into the five divisions which formed the basis for the designation of colleges. The city and the university have grown up together and intertwined. This common development explains the strong bond each has for the other, and the sometimes blurred lines between them.

State College was renamed South Dakota State University (SDSU) in 1964. Near downtown, the SDSU campus encompasses many fine buildings reflecting the diversity of architectural styles which dominated collegiate architecture at the turn of the 20th century. Popular styles included beaux arts and neo-classicism, both of which are well represented on campus.

More than 80% of the central commercial district construction took place between 1894 and 1928. Brick and concrete became the primary building materials, with fire-proofing a primary consideration, as commercial structures were rebuilt to replace the simple wooden frame structures built at the village's inception. Six buildings were constructed between 1930 and 1936, and a new business was added each year between 1937 and 1940, with the last major commercial construction activity in 1940 with the building of the Woolworth/Stratton building and the College Theater.

Today, the Brookings Commercial Historic District showcases 59 buildings situated on low-lying level land, all built predominantly between 1894 and 1928. Influenced primarily by the early 20th Century commercial brick front style, the district also contains vernacular examples of late 19th century commercial, beaux arts classicism, and art deco styles. Currently and historically the district has provided commercial goods and services for residents of the community.

In 1985, the Brookings City Commission created the Historic Preservation Commission by resolution. In 1989, the City Commission adopted Ordinance 5-89 further acknowledging institutional awareness of the importance of celebrating Brookings' legacy. Ordinance 5-89 created a legal vehicle for safeguarding important aspects of Brookings' evolving stories. In the same year, the Brookings Historic Preservation Commission became a member of the South Dakota Certified Local Government Program.

Since its establishment, the Brookings Historic Preservation Commission has been active in its adoption of historic preservation tools, its promotion of preservation education and in partnering with other local groups and initiatives. The adoption of the original historic preservation plan in 1999 provided important direction for the program for twenty years. This update to the Historic Preservation Plan builds on preservation efforts over the last 35 years.

CHAPTER 3

PRESERVATION BACKGROUND

Preservation in Brookings

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

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

Recognizing preservation efforts to date and the desire to improve the program moving forward, this preservation plan is an update to the 1999 Brookings Historic Preservation Plan.

What is Historic Preservation?

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

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



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



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



903 4th Street, a contributing property in the Central Residential Historic District (W&Co, 2020)



423 Eighth St, also known as the G.A. Matthews House, is individually listed in the National Register of Historic Places. (W&Co, 2020)

Benefits of Historic Preservation

Historic structures in Brookings are essential parts of the City's identity. They enhance the quality of life, economic vitality and environmental sustainability of the community. Investment in these assets ensures that the social, cultural and economic aspects of the City are maintained and enhanced.

Livability and Quality of Life

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

Construction Quality

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

Adaptability

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

Economic Benefits

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

- *Historic Rehabilitation Projects*
Direct and indirect economic benefits accrue from rehabilitation projects. Direct impact refers to the purchase of labor and materials, while indirect impacts are expenditures associated with the project; together, these can be added to create the "total" impact. Preservation projects are generally more labor intensive, meaning more of the money invested in a project will stay in the

local economy rather than outsourcing materials or spending money on other non-local costs. Furthermore, a rehabilitation project may provide functional, distinctive, and affordable space for new and existing small businesses, which is especially relevant in historic downtowns where many local businesses operate in historic buildings.

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

Heritage Tourism

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

Environmental Benefits

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

- *Embodied Energy*
Embodied energy is defined as the amount of energy used to create and maintain an original building and its components. Preserving a historic structure retains this energy. Wood, stone, brick and glass all manifest the energy of their creation and the energy invested in building construction. If demolished, this investment in embodied energy is lost and significant new energy demands are required to construct a replacement. In addition, according to the Environmental Protection Agency (EPA), building debris constitutes around a third of all waste generated in the United States. This can be reduced significantly if historic structures are retained rather than demolished.
- *Sustainable Building Materials*
Historic structures were constructed with durable materials including wood, stone and brick. They were built for longevity, in a manner that allows repairs instead of requiring replacement. The sustainable nature of historic construction is best illustrated by the design and construction of a window. While older windows are often cited as being major sources of heat loss, other parts of a building typically account for a greater proportion of overall losses. For example, as much as 50% of the energy lost from a house is from air infiltration through the



524 4th Street, Brookings Arts Council and Carnegie Public Library, listed individually on the National Register of Historic Places (from City of Brookings staff)



The two images above illustrate ways to incorporate solar panels, one type of energy-generating technology, on the roof of a historic structure. Note that both of these images are from communities outside of South Dakota.



225 Main Avenue, a contributing historic structure in the Commercial Historic District (W&Co, 2020)



413 1st Street South, a contributing building in the Sexauer Seed Historic District (W&Co, 2020)

attic, uninsulated walls, and around windows and door cavities, and not through the glass in a window itself (Gotthelf, Jill H. & Walter Sedovic. *What Replacement Windows Can't Replace: The Real Cost of Removing Historic Windows*. *APT Bulletin: Journal of Preservation Technology*. Volume 36. Number 4.) Repairing an existing window and adding insulation to the attic saves more energy than the replacement of single-paned wood windows with double or triple-paned alternatives.

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

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

- *Building Energy Savings*

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

Relationship to Community Initiatives and Policies

Goals, policies and community priorities noted throughout the Plan highlight the importance of historic preservation in Brookings. Historic preservation is particularly highlighted through the Quality of Life Recommendation #7 on page 151:

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

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

Who Engages in Preservation?

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

Property Owners

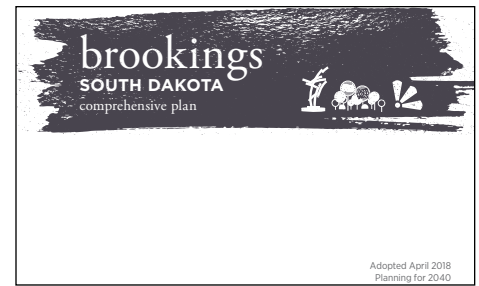
Property owners that choose to purchase designated historic resources or a historic property in a designated historic district do so understanding the importance of the property to the history of the city. While property owners may qualify for financial incentives for the maintenance for their property,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

Business Owners

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

Residents

Brookings residents celebrate the City's heritage in many ways. Some residents choose to live in historic properties, which keeps these buildings in active use and helps to maintain them in good condition.



The cover of the Brookings Comprehensive Plan document, which includes community initiatives and policies supporting the efforts of this Historic Preservation Plan effort.



Looking down Main Street, now the primary street of the Commercial Historic District. (SD Digital Archives)



711 7th Avenue, a contributing property in the University Residential Historic District (W&Co, 2020)



929 Fourth Street, also known as the George P. Sexauer House, is a contributing structure to the Central Residential Historic District and is also individually listed in the National Register of Historic Resources. (W&Co, 2020)

Residents throughout the community also organize, support and participate in events that celebrate the heritage of Brookings. These events are hosted throughout the community and are open to and attended by residents throughout the City.

Visitors

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

City of Brookings

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

State of South Dakota SHPO

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

National

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

CHAPTER 4

BROOKINGS HISTORIC PRESERVATION PROGRAM TODAY

This chapter identifies some of the key elements of the existing Brookings preservation program including when the program was established and its key provisions. It also identifies how the program complies with federal programs and state historic preservation, and with the City's planning goals and objectives.

Certified Local Government

The City of Brookings meets the requirements of a Certified Local Government (CLG) community, as outlined in the State Historic Preservation Office guidelines (as established by the National Park Service), and was certified as a CLG in 1985. The requirements to maintain CLG status include:

- Creating a historic preservation commission
- Adopting a preservation ordinance
- Agreement to participate in updating and expanding the state's historic building inventory
- Agreeing to review and comment on National Register of Historic Places nominations of properties in Brookings
- Affirmation that the city will fulfill its obligation to enforce existing state preservation laws

As a CLG community, Brookings can take advantage of a variety of opportunities and benefits including:

- Grants: CLGs may apply annually for Historic Preservation Funds and can use the money for a variety of preservation activities including surveys, nominations, educational activities and preservation planning.
- SHPO and National Park Service Assistance: CLGs may tap into the expertise and resources of these agencies to help address their local preservation issues.
- Networking: Workshops, conferences, listservs and websites provide CLGs the opportunity to participate in the discussion of preservation issues with local governments throughout the state and country.
- Increased effectiveness: As part of the CLG program, local governments gain the experience with preservation issues and become more skilled and effective at promoting preservation in their communities. In turn, this also results in less controversy over mishandled historic preservation issues.



310 4th Street, the original Brookings City Hall, a contributing building to the Commercial Historic District and individually listed on the National Register of Historic Places (W&Co, 2020)



Looking east down the 900 block of 5th Street, which consists of contributing structures that are part of the Central Residential Historic District (W&Co, 2020)



911 5th Street, a contributing property to the Central Residential Historic District (W&Co, 2020)



225 Main Avenue, a contributing historic structure in the Commercial Historic District (W&Co, 2020)

Preservation Program Components and Issues

Many groups contribute to the City’s preservation program using a range of strategies and tools that work together to form its essential components. While many initiatives will be directed and led by the City, they will require collaboration with preservation partners and other stakeholders to be successful.

The historic preservation program is organized around six strategic components, which are described on the following pages. In addition to a description, issues for each component are listed. These were identified for each program component through extensive study of the existing historic preservation program, and conversations with staff, the Brookings Historic Preservation Commission, focus groups and community members.

- Identification: The survey and recognition of properties with cultural or historic significance
- Management: The specific mechanisms for designating and protecting historic properties
- Incentives and benefits: Programs that assist property owners in being good stewards
- Education: Tools that strengthen skills, and promote policies that support preservation
- Advocacy and Partnerships: The promotion of policies and partnerships that support preservation
- Administration: The framework for operating the preservation program

Preservation Program Components



Identification

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

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



662 4th Street (W&Co, 2020)



527 5th Street, First Baptist Church (W&Co, 2020)



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



413 1st Street South, a contributing building in the Sexauer Seed Historic District (W&Co, 2020)



921 5th Street, a contributing property to the Central Residential Historic District (W&Co, 2020)

Historic Contexts and Themes

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

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

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

Surveys

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

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



Main Street, now part of the Commercial Historic District (photo from Brookings staff)

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

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

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

New Survey Techniques

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

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

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



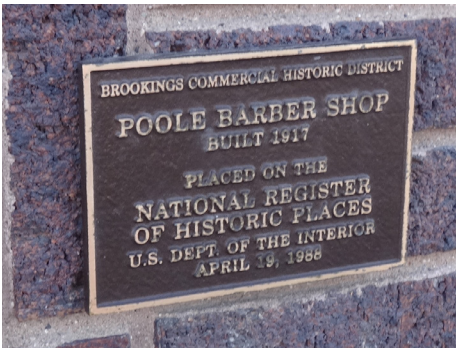
225 Main Avenue, a contributing historic structure in the Commercial Historic District (W&Co, 2020)



413 1st Street South, a contributing building in the Sexauer Seed Historic District (W&Co, 2020)



825 5th Street, a contributing property in the Central Residential Historic District. (W&Co, 2020)



National Register of Historic Places plaques, such as this one on Main Street, recognize a building's designation and its importance to the community.



502 6th Avenue, a contributing structure to the Central Residential Historic District (W&Co, 2020)



400 Main Avenue, a contributing building to the Commercial Historic District (W&Co, 2020)

Historic Properties

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

National Register of Historic Places

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

- Commercial Historic District
 - » 59 structures, built predominantly between 1884 and 1928
 - » District established in 1988
- Central Residential Historic District
 - » 127 primary structures and 93 secondary structures, built between 1891 and 1941
 - » Established in 1994 and amended in 2001 with a boundary increase
- University Residential Historic District
 - » 248 houses, 177 secondary buildings, built between 1895 and 1948
 - » Established in 1999
- Sexauer Seed Historic District
 - » 10 structures
 - » Established in 2001
- 23 individually listed historic resources
 1. Brookings City Hall, 310 4th Street*
 2. Brookings County Courthouse, 4th Street and 6th Avenue
 3. W.A. Caldwell House, 804 Sixth Avenue*
 4. Carnegie Public Library, 524 4th Street
 5. Chicago and Northwestern Railroad Depot, Main Avenue*
 6. Ivan Cobel House, 727 Main Avenue*
 7. Coolidge Sylvan Theater, Medary Avenue, SDSU
 8. Coughlin Campanile, Medary Avenue, SDSU
 9. Experimental Rammed Earth Machine Shed, NW corner SDSU campus
 10. Experimental Rammed Earth Wall, Medary Avenue
 11. Fishback House and Boundary Increase, 501 8th Street
 12. Graham House, 927 7th Street*
 13. E.E. Haugen House, 202 5th Street
 14. Lockhart House, 1001 6th Avenue
 15. G.A. Mathews House, 423 Eighth Street
 16. Nick's Hamburger Shop, 427 Main Avenue

17. Pioneer Park Bandshell, SW Corner Junction US14 and 1st Avenue
18. George P. Sexauer House, 949 4th Street
19. Stock Judging Pavilion, 11th Street and Medary Avenue
20. Trygstad Law and Commerce Building, 401 Main Avenue
21. Wenona Hall and Wecota Hall, Medary Avenue, SDSU
22. Woodbine Cottage, 929 Harvey Dunn Street
23. Woodbine Cottage Experimental Rammed Earth Wall, west of junction at 10th Street and Medary Ave, SDSU

* Also located in a historic district

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

State Register

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

Local Register

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

1. The property is associated with events that have made significant contributions in the broad patterns of local, regional, or state history, including settlement, agriculture, commerce and transportation
2. The property is associated with the lives of persons significant in the past of this city or state or the past of a region of this state
3. The property represents distinctive types, periods, or methods of construction; they represent the work of a master; they possess high artistic values; or they represent cultural or regional building patterns
4. The property is associated with prehistoric or historic archaeology
5. The property has historical, architectural, archaeological or cultural significance
6. The property is suitable for preservation or restoration
7. The property has educational value
8. The property's cost of acquisition, restoration, maintenance, operation or repair, and
9. The administrative and financial responsibility of any person or organization willing to underwrite all or a portion of such costs.



911 5th Street, a contributing structure to the Central Residential Historic District (W&Co, 2020)



401 Main Ave, also known as the Trygstad Law and Commerce Building, a contributing building to the Commercial Historic District, and individually listed on the National Register of Historic Places. (W&Co, 2020)



The Brookings County Courthouse, at 4th Street and 6th Avenue, is individually listed on the National Register of Historic Places. (W&Co, 2020)



327 Main Avenue, a contributing building to the Commercial Historic District (W&Co, 2020)

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

Identification Component Analysis

Issues

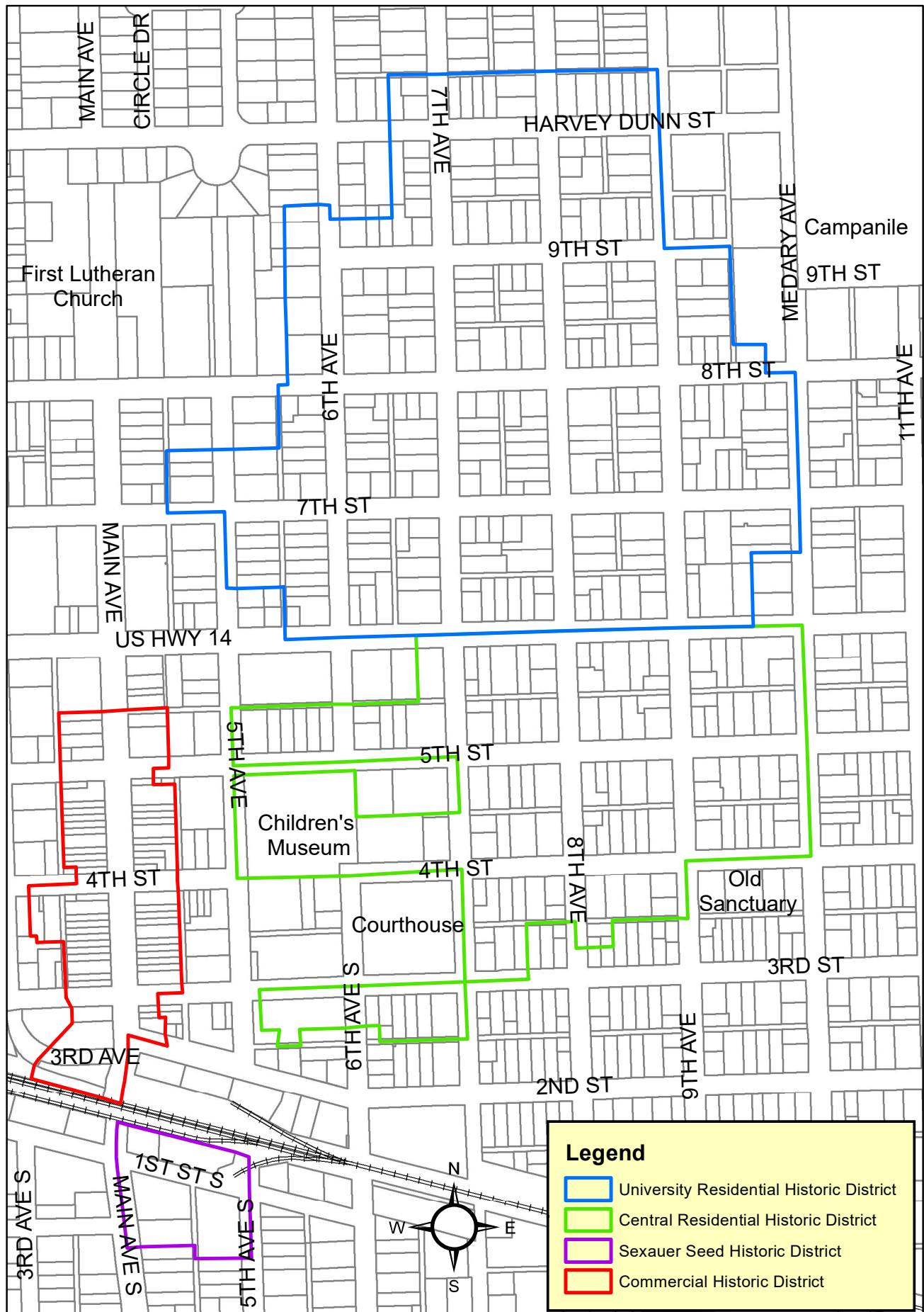
- Lack of survey information to determine potential for future historic resource designations
- Lack of Geographic Information System (GIS) to catalog survey and designation information
- Shortage of funding for surveying and designation

Opportunities

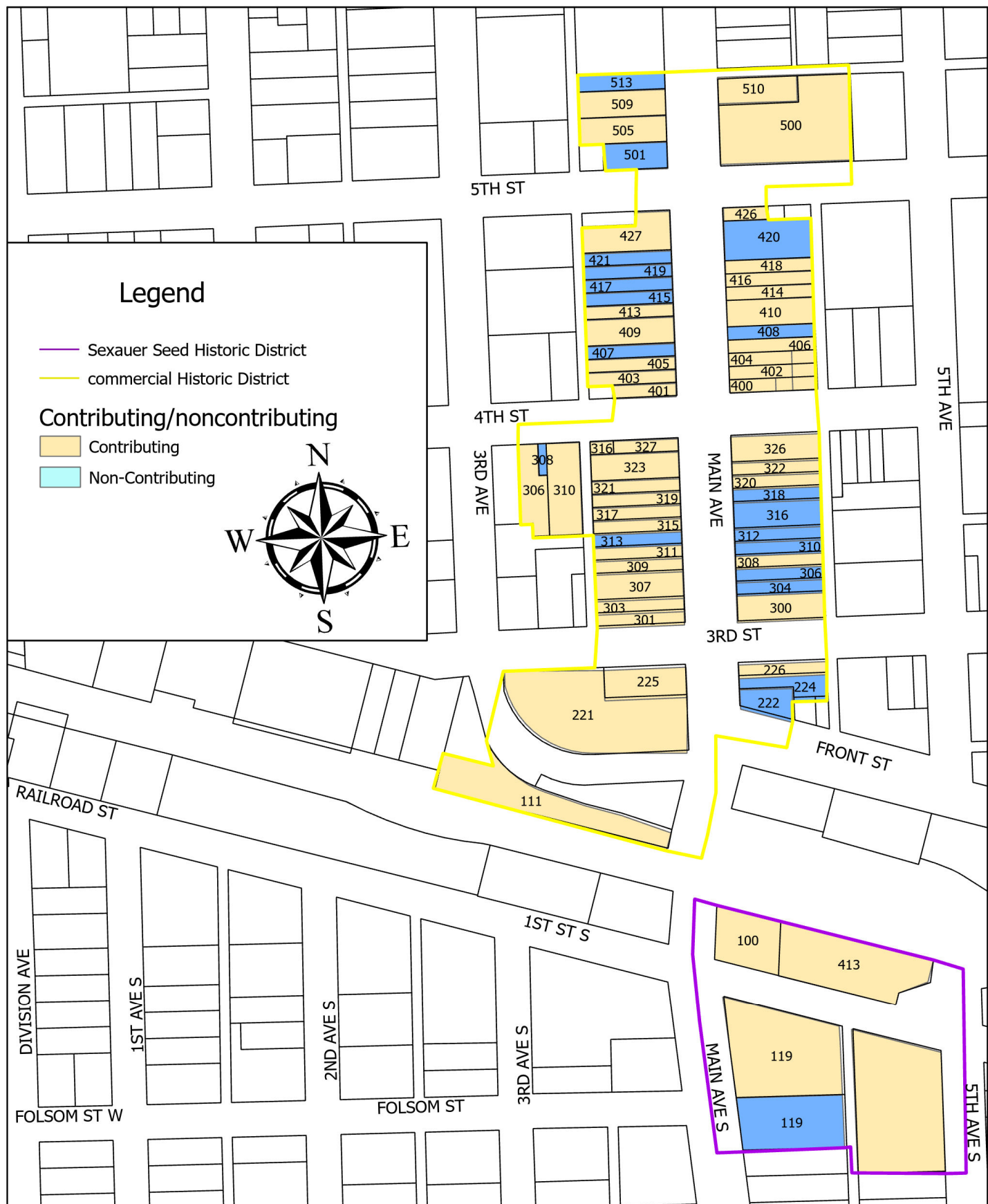
- Consider designating properties that are listed in the National Register of Historic Places to the Local Register. Listing in the Local Register will provide demolition delay and delays for moving historic buildings to protect listed properties. Demolition of historic resources is further discussed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



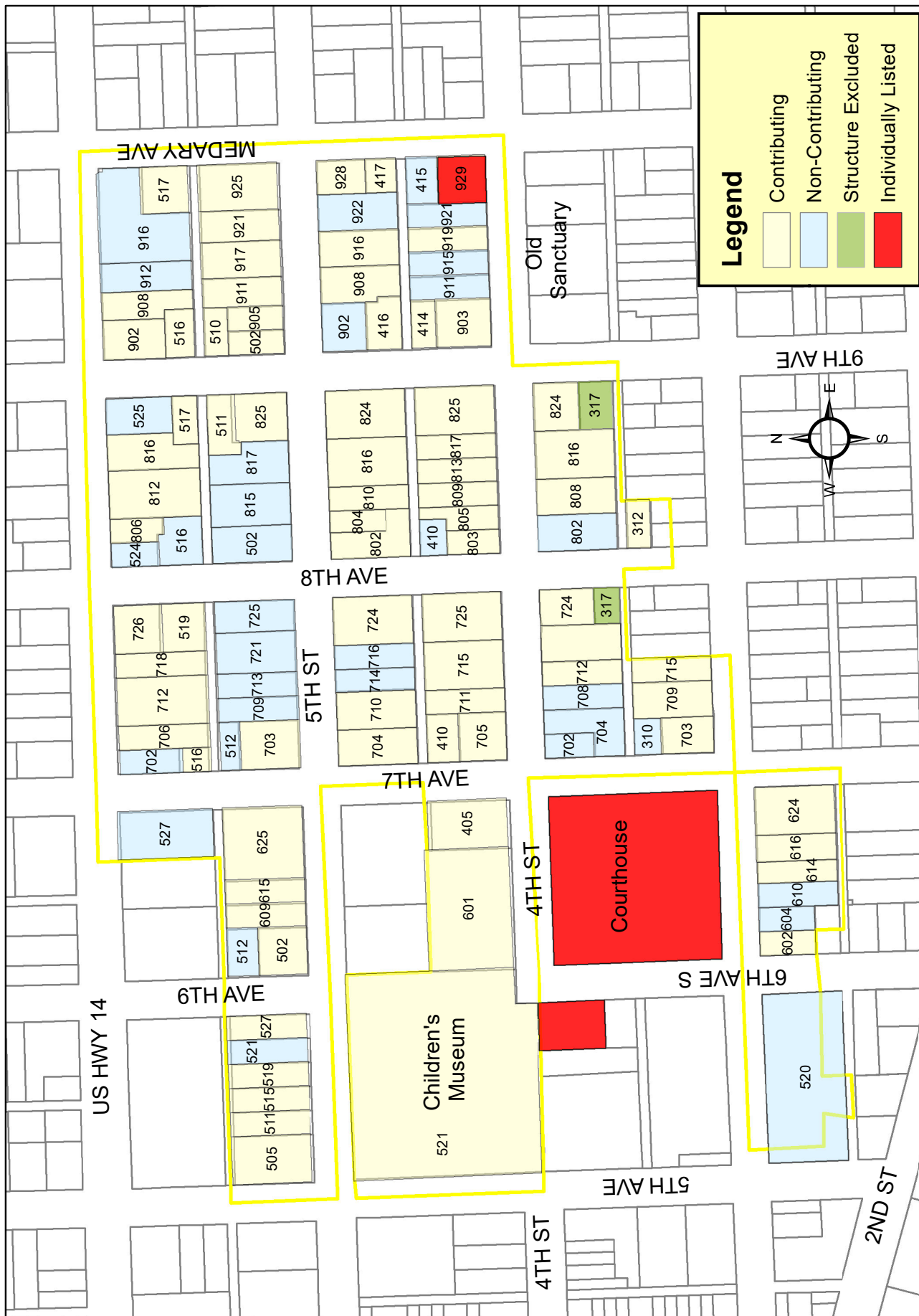
Looking at the west side of Main Street between 3rd Street and 4th Street, part of the Commercial Historic District. The majority of the buildings along this block are listed as contributing. (W&Co, 2020)



This map locates all four of Brookings' Historic Districts



The Commercial Historic District and Sexauer Seed Historic District



Management Tools

Management tools are the mechanisms for protecting historic properties and providing technical assistance related to preservation. Brookings' primary management tools are the ordinances that guide historic preservation efforts. Underlying zoning regulations and design review often help manage the treatment of the city's historic districts and resources. The SDCL 1-19A-11.1, often referred to as 11.1 review process, explained below in this program component, is outlined in the state statute and is another important component. Together, these provide an effective framework for preservation. In some cases, however, individual tools lack sufficient clarity, or could be made stronger.

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



1001 6th Avenue, also known as the Lockhart House, is individually designated on the National Register of Historic Places. (W&Co, 2020)



Chicago and Northwestern Railroad Depot, 111 Main Ave, a contributing structure in the Commercial Historic District (SD Digital Archives)



300 Main Avenue, a contributing building to the Commercial Historic District (W&Co, 2020)



824 7th Avenue, a contributing property to the University Residential Historic District (W&Co, 2020)

Zoning Ordinance

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

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

In some cases, the existing zoning districts may conflict with the goals and objectives for historic preservation because they allow for development that is out of character with the historic pattern. For example, if maintaining low scale is a goal, zoning regulations that allow significant height increases could be incompatible. In other cases, zoning regulations may be incompatible with preservation goals because they are too restrictive. For example, if a goal is to preserve the character of a neighborhood where houses were typically built very close together, zoning regulations that require a significant setback between properties could be incompatible.

One such zoning and historic preservation conflict is found with R-2 zoning, the zone district designation for the Central Residential Historic District and University Residential Historic District. In addition to single-family dwellings, the R-2 zone district currently permits two family dwellings, townhomes and dwellings with up to 18 dwelling units per acre, which is not in character with the historic nature of these districts. Secondary units are also appropriate in R-2 zone districts, but currently face obstacles in the code that make it difficult for existing garages to be converted into a secondary unit.

- *Historic Preservation Ordinance*

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

Building Code

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

Comprehensive Plan

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

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

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

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

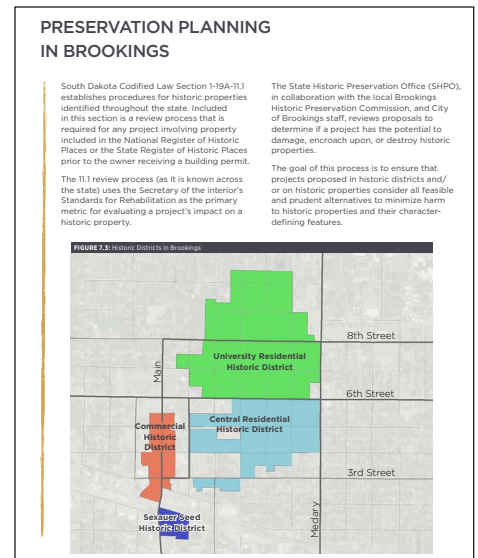
The Plan also explains the current review process as outlined in South Dakota Codified Law Section 1-19A-11.1, and also includes the Secretary of Interior Standards for Rehabilitation.

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

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



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



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



Historic image of 300 Main Avenue, now a contributing building to the Commercial Historic District (Photograph from Brookings staff)



427 Main Avenue, Nick's Hamburger Shop, a contributing historic building to the Commercial Historic District and individually designated to the National Register of Historic Places (W&Co, 2020)

- **Strong and Affordable Neighborhoods (one of the Engagement Themes)**
This theme recognizes that the quality of the neighborhoods in Brookings is part of what makes the City unique and that makes it a desirable place to live. "Strong neighborhood design, quality of life features, and a diversity of housing products" are all part of what makes strong and affordable neighborhoods, and Brookings' historic resources contribute to this as well.
- **Quality of Life: Community and Neighborhood Character**
In the existing conditions for the Quality of Life section of the Plan, it is noted that "Brookings' identity remains strong as evident from its historic neighborhoods and downtown." The community's historic resources are a key part of its unique character.
- **Revitalize and Stabilize Older Neighborhoods**
In Chapter 4: Housing and Neighborhoods, one of the seven recommendations for action is to "revitalize and stabilize older neighborhoods." This action recognizes that maintaining a stock of affordable housing is key, and that older neighborhoods often assist in accomplishing this goal, along with preserving the "culture, history and identity of the community." The historic districts in Brookings are a key part of revitalizing and stabilizing older neighborhoods, and may provide an opportunity for affordable housing, while educating residents and visitors about the culture, history and identity of the community.

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

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

- **Strategic Development Areas: 6th Street Corridor**
In planning for this corridor, the public identified “encouraging a graceful transition between those properties with frontage on 6th Street to those with frontage on 7th and 5th Streets respectively” as one of their priorities to mitigate negative impacts on the adjacent historic districts. This priority noted by the public recognizes the importance of preserving the community’s historic resources when considering new development, and the importance of making development compatible with adjacent or nearby historic resources.
- **Strategic Development Areas: Downtown Brookings**
A key approach to Downtown Brookings is to preserve its historic assets. This approach explains the importance of the designated historic district and its role as an economic development tool for the community. By highlighting these historic resources, the downtown cultural experience can be enhanced when combined with “walkability, attractive landscaping, and diverse social opportunities.”

Design Assistance & Review

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

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

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

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

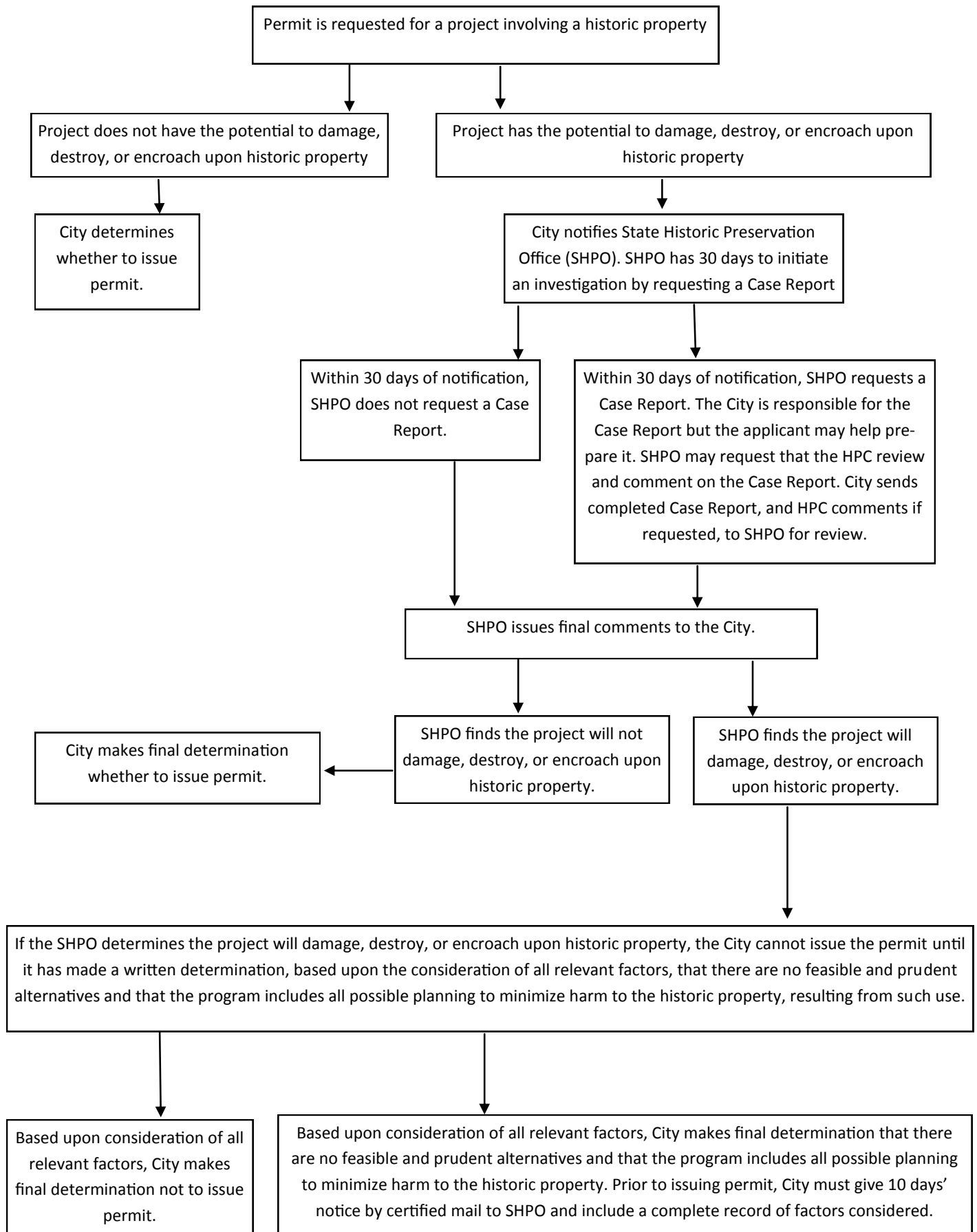


712 4th Street, a contributing property to the Central Residential Historic District (W&Co, 2020)



“Hobo Day” (photo from Brookings staff)

Summary of SDCL 1-19A-11.1 Review Process



State Plans and Policies

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

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

- *Statewide Preservation Plan (2021 – 2025)*
The South Dakota Statewide Preservation Plan is a guide for preservation efforts taken on by communities, preservation organizations, and individuals throughout the state. It seeks to establish priorities and direction for historic preservation in South Dakota over a five year period. After recognizing a series of new opportunities for preservation to take advantage of, including heritage tourism, the Plan notes a range of threats to historic resources throughout the state including neglect, natural resources, lack of awareness and economic development pressures. The Plan outlines a series of goals to accomplish over the next five years that focus on the National Register, Cultural Resources, Planning and Historic Context Development, the Review and Compliance Program, Certified Local Governments, the Grant and Tax Incentive Program, and Historical Markers.

See also [The South Dakota Preservation Plan, 2021 - 2025](#) produced by the State Historic Preservation Office.



727 Main Avenue, also known as the Cobel, Ivan House, is individually designated in the National Register of Historic Places. (W&Co, 2020)



327 Main Avenue, a contributing building to the Commercial Historic District (W&Co, 2020)



311 Main Avenue, a contributing building to the Commercial Historic District (W&Co, 2020)

National

- *Secretary of the Interior's Standards for Rehabilitation*
Under the National Historic Preservation Act (NHPA), the Secretary of the Interior is responsible for providing guidance on the preservation of the nation's historic properties. While the Standards included in this document are regulatory for projects that receive the Historic Preservation Fund grant assistance and other federally assisted projects, they also provide general guidance for work on a historic building.
- *National Park Service Preservation Briefs*
Similar to the Secretary Standards, the Preservation Briefs provide information on how to preserve, rehabilitate and restore a historic building. The Briefs are organized into 50 individual PDFs that cover a range of topics including improving energy efficiency in historic buildings, repairing historic wooden windows, and making historic properties accessible.

Other Management Tools

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

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

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

Management Tools Component Analysis

Issues

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



309 - 311 Main Avenue, three buildings listed as contributing to the Commercial Historic District (W&Co, 2020)

Opportunities

- Create a set of residential design guidelines to provide guidance to property owners of residential historic resources. This document should include guidance for appropriate additions, infill development that is sensitive to context, windows, and materials. In addition to text guidelines, they should also provide visual examples and options. For more information, consult S.D. Administrative Rules 24:52:07:04 "Standards for new construction and additions in historic districts."
- Review and enhance the existing commercial design guidelines to provide further design assistance to property owners. These guidelines should also provide information about appropriate infill development, additions to historic buildings (including elevator additions), windows, materials, and accessibility. In addition to text guidelines, they should also provide visual examples and options.



Looking at the eastern side of Main Street between 3rd Street and 4th Street in the Commercial Historic District. A majority of these buildings are listed as contributing to the historic district. (W&Co, 2020)



825 4th Street, a contributing structure to the Central Residential Historic District. This property is also adaptively reused, currently functioning as the Satyagraha Institute. (W&Co, 2020)

- Explore the use of an overlay district to protect the design character of the University Residential and Central Residential Historic Districts.
- Establish an informal pre-application meeting to provide an opportunity for an applicant to review design questions and receive design advice prior to submitting a permit application.
 - » Note that this meeting should be with staff rather than a BHPC member because BHPC members meeting with applicants outside of a public meeting could lead to ex parte communications. Applicants are encouraged to seek BHPC consultation on a project during a meeting, prior to scheduling a formal 11.1 review meeting with the BHPC where a recommendation is provided.
- Create an informational pamphlet that pairs with the 11.1 review process flowchart that includes information on “things to watch out for” and “consider this” items for property owners to review prior to submitting a permit application that will go through the 11.1 review process.
- Explore the use of Conservation Districts in the residential areas of Brookings.
- Schedule a time (potentially quarterly) for SHPO staff to visit Brookings to meet with property owners considering submitting a permit application that will require the 11.1 Review process. This will provide early design feedback for property owners to ease the 11.1 process.
- Consider forming HPCs specific to each historic district, or sub-committees of the existing HPC to act as an informal homeowner’s association.
- Explore ways to prevent demolition by neglect, such as working with the SHPO to add to the 11.1 review process or to strengthen or act on Sec. 46-42 of the historic preservation ordinance (Prevention of deterioration by neglect).
- Explore solutions with the SHPO to provide emergency relief when a project is needed but requires 11.1 review. Emergency relief may be needed after a natural disaster damages a property and exterior maintenance is required to keep the historic property safe and functioning for the occupants.
- Consider creating an overlay district that addresses the public realm of the historic districts and distinguishes them from other neighborhoods. For instance, extend the use of the historic streetlamps throughout the residential historic districts.
- Consider any code barriers that make it difficult to split a large commercial space downtown into smaller tenant spaces, without compromising the historic integrity of the structure, in order to accommodate the changing needs of non-retail businesses.
- Consider ways to encourage non-retail businesses to occupy upper floors in downtown buildings in order to reserve retail and active use spaces to the ground floor with windows.

Incentives and Benefits

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

Incentives and benefits take many different forms including:

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

Property owners of designated historic resources may be eligible for one or more of the incentives or benefits offered.



427 Main Avenue, Nick's Hamburger Shop, a contributing historic building to the Commercial Historic District and individually designated to the National Register of Historic Places (W&Co, 2020)



811 7th Avenue, a contributing property to the University Residential Historic District (W&Co, 2020)



823 9th Ave, a contributing property to the University Residential Historic District (W&Co, 2020)



819 9th Avenue, a contributing property in the University Residential Historic District (W&Co, 2020)

National

- *Federal Historic Rehabilitation Tax Credit*
The 20% income tax credit is available for the rehabilitation of historic income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service (NPS), to be “certified historic structures.” In order to be eligible for this program, the property must be listed in the National Register of Historic Places. The SHPO office and the NPS review the rehabilitation work to ensure it complies with the Secretary Standards for Rehabilitation.
- *National Trust Preservation Fund*
Grants from the National Trust Preservation Fund (NTPF) encourage preservation at the local level by providing money for preservation projects. These grants help stimulate public discussion, fund technical expertise for local groups for particular projects and introduce the public to preservation concepts and techniques. These grants provide seed money for a preservation project and encourage financial support from the private sector. Eligible projects include planning activities and/or educational efforts focused on preservation such as:
 - » Planning - support for obtaining professional expertise in areas such as architecture, archaeology, engineering, preservation planning, land-use planning, and law.
 - » Education and Outreach – support for preservation education activities aimed at the public. The National Trust is particularly interested in programs aimed at reaching new audiences. Funding will be provided to projects that employ innovative techniques and formats aimed at introducing new audiences to the preservation movement, whether that be through educational programming or conference sessions.

Ineligible activities and expenses include:

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

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

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

State

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

Property owners interested in utilizing this incentive are strongly encouraged to submit plans and specifications to SHPO prior to beginning work to ensure the property will qualify. Applications submitted will be forwarded to SHPO and the Restoration Specialist, who will determine if there are any potentially controversial components of the project proposal. The Board of Trustees makes a final determination on whether the property meets the Secretary of the Interior’s Standards for Rehabilitation and qualifies for the incentive.

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

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



318 Main Avenue, currently listed as a noncontributing building in the Commercial Historic District (W&Co, 2020)

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

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

Local

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



505 Main Avenue, a contributing building to the Commercial Historic District (W&Co, 2020)

Incentives and Benefits Component Analysis

Issues

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

Opportunities

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



211 Main Avenue, a contributing structure to the Commercial Historic District (W&Co, 2020)



Looking at western side of the Commercial Historic District between 3rd Street and 4th Street. Approximately half of the buildings in this image are listed as contributing to the historic district. (W&Co, 2020)



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



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



The two photos above show holiday trolley rides, an annual event hosted by the Brookings Historic Preservation Commission, that focuses on the history of and buildings in the Central Residential Historic District.

Education

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

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

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

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



Ongoing Programs

- *Mayor's Awards for Historic Preservation*
Each year, the BHPC and the Mayor's office celebrate the best of preservation in Brookings by presenting Mayor's Awards to individuals, organizations, or businesses whose work on historic properties in Brookings demonstrates achievements in historic preservation. Eligible projects involve the rehabilitation of older homes, businesses, or rental properties judged on consistency in materials appropriate to the date of construction, quality of workmanship, and sensitivity to the environment. Nominations are due in May to the BHPC. For more information about how to apply and to see previous winners of the award, visit the "Mayor's Awards for Historic Preservation" webpage on the City's website.
- *Historic Walking Tours*
In conjunction with other summer activities, the BHPC offers two (2) historic walking tours annually with the commission members serving as docents. A tour of the Central Residential Historic District and the Downtown Commercial Historic District provide an educational experience to the general public. Walking tour information for the Central Residential Historic District and the Downtown Commercial Historic District is also available for Apple products through an application titled "Yonward."
- *Trolley Rides*
During the City's Festival of Lights, the BHPC sponsors a horse-drawn trolley ride through the Central Residential Historic District. Led by Commission members, the trolley rides provide an opportunity for community members to learn more about the history and architecture of the Central Residential Historic District in a unique format.

Intermittent Programs

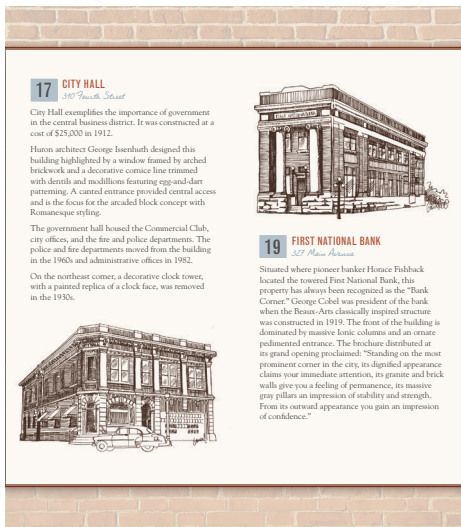
- *Hands-on Workshops and GreenFest 2014*
In May 2014, the BHPC sponsored Bob Yapp, a nationally-recognized historic preservation expert, to host a three-day series of hands-on workshops to address wood repair, painting and window restoration of historic structures. Bob's expertise was also highlighted the same year at GreenFest, an event sponsored by the BHPC, the Brookings Sustainability Council, SDSU Environmental Stewardship and Sustainability Committee, and the SDSU Ecology Club. During this event, Bob Yapp provided three shorter seminars.
- *Green Drinks*
Green Drinks was an event sponsored by the Sustainability Committee that was held at a local brewery. The BHPC participated several times to address preservation topics that were also linked to sustainability. The committee liaison for the Sustainability Committee confirmed the Green Drinks events are no longer occurring. The BHPC decided in 2019 that they wanted to focus more commission energy on the Mayor's Awards, Walking Tours, and the Trolley Rides.



Bob Yapp leads a hands-on workshop on window repair and restoration during GreenFest in May 2014.



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



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



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

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

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

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

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

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

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

One-Time Events

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

Educational Materials

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

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

- *Educational Brochure*
In 2015, the BHPC created an educational brochure that was distributed to property owners in historic districts in 2015, 2016, and 2017. The brochure was also occasionally sent to realtors and contractors. This brochure primarily notified anyone living in or working on a historic property that there were regulations to meet prior to beginning a project. During the time that the brochure was distributed, there were more consultations with city staff and the BHPC in advance of building permit applications. The brochure has not been sent in recent years, primarily because the shift of the BHPC support to the Community Development office has helped raise awareness among Building Permit and Code Enforcement staff who now help direct property owners of historic buildings to the City Planner prior to beginning a project. While it hasn't been used in a few years, the educational brochure is available for distribution if the BHPC feels it would be beneficial to notifying property owners and others working on or with historic properties about the regulations.

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

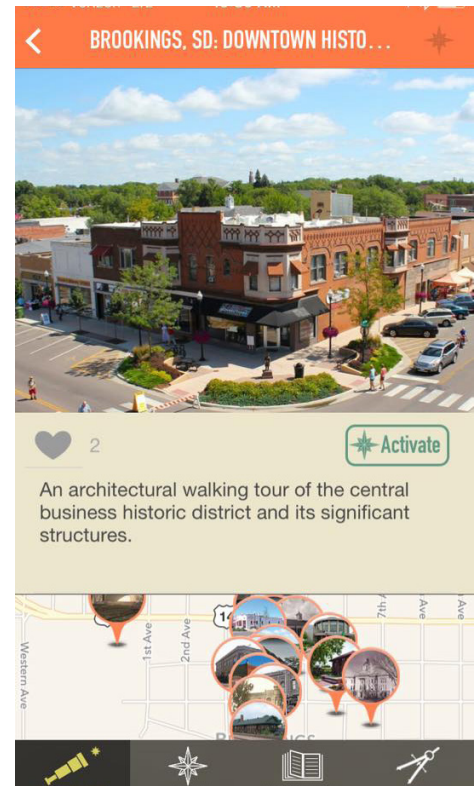
Educational Component Analysis

Issues

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

Opportunities

- Continue hosting educational events such as the “Welcome to the Neighborhood” event for SDSU students and resident neighbors in the University Residential Historic District to get to know one another. In order to do so, an organization would need to take leadership of this.
- Consider hosting the “Welcome to the Neighborhood” event in the Central Residential Historic District in addition to the University Residential Historic District. As off-campus housing needs expand, this event may become applicable to both historic districts if students living off-campus begin living in both districts.
- Consider a mailing or newsletter to SDSU students that live off-campus to provide information about the historic district within which they live, and to also serve as an informational tool regarding property maintenance, especially for heat and water during a long break.
- While the Mayor’s Awards celebrate the best of preservation projects in Brookings, recognize smaller preservation projects by sending a short, personal note to the owners of other successful projects to recognize their hard work and the importance of supporting preservation.
- Translate the walking brochures into a variety of languages so international students and other visitors can learn more about historic resources in Brookings.



The current Yonward platform for the Commercial Historic District.



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



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

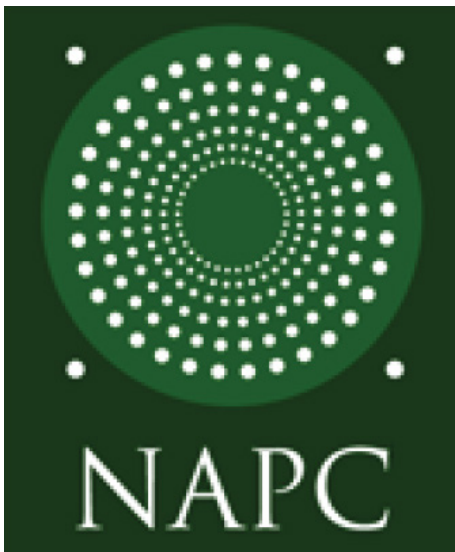
- Expand the use of the Yonward app to Android devices, and include more walking tour information and information about other historic resources in Brookings.
- Replace missing and refurbish existing National Register plaques to serve as an educational tool for pedestrians in Brookings.
- Consider incorporating a tour of Brookings as part of a course requirement for SDSU students that highlights the history of the community, the architecture, important events, etc.
- Consider creating a welcome packet for new property owners in the historic districts that includes information about the 11.1 review process, resources, and who to contact with questions about their property. If possible, this welcome packet could be delivered by an HPC member, preferably one that lives in the district as well. Also make this packet available at the Community Development office.
- Explore hosting a series of technical workshops, such as the historic window re-glazing workshop in 2014, to assist property owners with appropriate maintenance of their historic structures.
- Consider resuming GreenDrinks annually to highlight the connection between historic preservation and sustainability.
- Consider hosting realtor workshops, preferably in a historic property, to discuss how to advertise and sell a historic property.
- Explore how to advertise historic properties that are for sale, as some potential homeowners seek out historic properties.
- Consider publishing a list of contractors in the area that have completed work on a historic property that has been successfully reviewed and approved by the 11.1 review process. (Ensure that this is simply a listing and is not recommending contractors.)
- Digitize tri-fold with information about each historic district and send to property owners. This should also include information about when and how to contact the HPC and the SHPO regarding a project.

Advocacy

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

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





The logos above represent some of the important state and federal partner organizations that assist with various components of the Brookings historic preservation program.

Federal and State Preservation Partner Organizations

- *National Alliance for Preservation Commissions*
The National Alliance for Preservation Commission (NAPC) was founded in 1983 in response to amendments to the National Historic Preservation Act of 1966. These amendments provide financial assistance to local governments that met requirements of the Certified Local Government (CLG) program, including the establishment of a local preservation ordinance and commission. NAPC provides a forum for commissions to discuss mutual problems and to serve as a national voice representing the particular needs of commissions. NAPC provides technical support and manages an information network to help local commissions accomplish their preservation objectives. Programs include a biennial FORUM conference and Commission Assistance and Mentoring Program (CAMP®). NAPC also serves as an advocate at federal, state and local levels of government to promote policies and programs that support preservation commission efforts.
- *South Dakota State Historical Society/State Historic Preservation Office*
The South Dakota State Historic Preservation Office (SHPO) manages the National Register of Historic Places program of the National Park Service (NPS) in South Dakota. The program surveys, inventories, and registers historical properties. The SHPO also monitors state, federal, and local government activities which affect cultural and historic resources; provides advice on preservation methods; promotes public education on historical properties; and supports municipal and county historic preservation commissions to advance the state's economic, social, and educational objectives. The SHPO established and is responsible for the Certified Local Government (CLG) program.
- *National Trust for Historic Preservation*
The National Trust for Historic Preservation is a privately funded non-profit preservation organization that was founded in 1949 by congressional charter to support the preservation of America's diverse historic buildings, neighborhoods, and heritage through its programs, resources, and advocacy efforts. The National Trust aims to save America's historic sites, tell the full American story, build stronger communities, and to invest in preservation's future. The organization accomplishes these goals through a variety of programs including:
 - » National Trust Historic Sites
 - » Fund for Sacred Places
 - » African American Cultural Heritage Action Fund
 - » America's 11 most Endangered Historic Places
 - » Preservation Leadership Forum
 - » PastForward National Preservation Conference
- » *Main Street America*
The National Main Street Center leads a movement committed to strengthening communities through preservation-based economic development in older and historic downtowns and neighborhood commercial districts. The National Main Street Center was established in 1980 as a program of the National Trust for Historic Preservation as a way to address the myriad issues facing older and historic downtowns. The BHPC is a member of Main Street America.

Local Partner Organizations

- *Chamber of Commerce*
Founded in 1938, the Brookings Area Chamber of Commerce continues to be the leading business organization in the Brookings Area. With a mission of promoting, connecting, enriching and advocating for the Brookings area business community, they provide endless opportunities to help businesses succeed. Over 500 businesses are a member of the Chamber of Commerce.
- *Downtown Committee*
The Downtown Committee is part of the Chamber of Commerce, and is funded by the City. The BHPC has representation on the Downtown Committee. Currently, the Downtown Committee is working on a variety of programs to promote preservation directly or indirectly including:
 - » An incentive to assist with preservation efforts including a revolving loan program to fund façade rehabilitation downtown
 - » A “Hidden Gems Tour” to highlight properties in downtown Brookings with unique facts and features including notes on the walls, tiling, etc. This tour is not technical but meant to spark interest in the history of the community
 - » Partnering with movie theaters to incorporate before and after photos in their lobbies
 - » Organizing a “Throwback Thursday” social media post to highlight historic photos from the community
 - » Walking campaign downtown to encourage people to park once and walk to different destinations downtown
 - » Incorporating benches, public art, and plantings downtown to make walking more enjoyable
 - » Highlighting alley-entry businesses and beautifying the alleys
 - » Changing signs to say “Downtown Parking” instead of “72-hour parking” to ensure residents and visitors understand that there’s a place to park and frequent downtown Brookings
- *Brookings Public Arts Commission*
The Brookings Public Arts Commission was established to develop a unified public art strategy for the City of Brookings and to oversee the Public Art Fund. The Commission also advises the City Council and other community groups and agencies who are initiating a public art project concerning the proposed site, selection of a professional artist, and commissioning of a public artwork. The Commission also guides and monitors design development, approves the final design prior to fabrication and approves the installation procedures and maintenance plan. The Commission’s bylaws and guidelines are included on the City’s webpage. The BHPC currently is represented on the Brookings Public Arts Commission.
- *Visit Brookings*
Visit Brookings is committed to assisting individuals, organizations, and meeting planners in the development of outstanding events. The organization also promotes events and places throughout Brookings, including the historic walking tours.



The two logos above represent two of the local organizations in Brookings already involved in implementing the preservation program.



The Administration Building and Chapel of the College, which were later demolished. (SD Digital Archives)



804 6th Avenue, also known as the W.A. Caldwell House, a contributing structure in the University Residential Historic District, and individually listed in the National Register of Historic Places. (W&Co, 2020)

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

Advocacy Component Analysis

Issues

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

Opportunities

- New collaborations with organizations and community members can be explored, and existing partnerships can be enhanced. Consider working with the following groups:
 - » Look for opportunities to collaborate with SDSU students and faculty in different departments, especially in ways that focus on education of Brookings' historic resources.
 - » Tourism
 - » Parks, Recreation, and Forestry Department

- » Brookings County Museum
- » Local events, such as Farmer's Markets and Hayrides
- » Brookings School District – with teachers, students, and curriculum
- » Technical colleges in the area, such as Lake Area Technical Institute
- » Contractors, developers, and architects
- » Homeowners associations
- » Real estate agents
- » Local farmers
- » Bicycle organizations
- » Rental property owners and landlords
- » Local hotels to display historic photos of Brookings and provide walking tour brochures
- » Children's Museum
- » Local hospitals and healthcare agencies for "healthy walks"
- » Pedal Pub (to design a route through a historic district)
- » Register of Deeds – when a historic property is purchased, the property owner would also receive an informational packet about the historic district, the HPC, the 11.1 review process, and other information they may need to know regarding historic resources in Brookings
- Partner with organizations throughout Brookings that are hosting events to which a preservation aspect can be added. This will help reach new audiences while being cognizant of the time and availability of BHPC members' time.
- Partner with tradespeople that can work on historic buildings, such as tuckpointers, to schedule a week or two in Brookings to work on a number of buildings. Property owners could sign up for a time slot ahead of time so the tradesperson knows exactly how long he/she will be working in town.



409 Main Avenue, currently Brookings Furniture Co, a contributing building in the Commercial Historic District. (W&Co, 2020)

Administration

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

City of Brookings

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

Brookings Historic Preservation Commission

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



310 Main Avenue, The Carrot Seed Kitchen Co, currently listed as a contributing structure in the Commercial Historic District (W&Co, 2020)



City Staff

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

Administration Component Analysis

Issues

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

Opportunities

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



Main Avenue, now part of the Commercial Historic District (SD Digital Archives)

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CHAPTER 5

PROGRAM GOALS

Realizing the community's vision for historic preservation in Brookings requires the coordinated participation of many individuals and organizations.

This chapter begins with the vision statements identified by the community to be key in implementing a successful preservation program. From there, a series of goals, policies and actions that will help to achieve the vision for historic preservation in Brookings are outlined. Organized around the six preservation program components described in Chapter 4, these statements take a hierarchical form. At the highest level, goals statements indicate desired future conditions. For each goal, a policy or series of policy statements indicate the general course of action and provide guidelines for decision making. Finally, an action statement or series of action statements are presented underneath each policy statement. These describe specific steps that should be implemented in order to meet the policy.

Vision for Preservation in Brookings

Identified by the community, the qualitative vision statements below will guide the Brookings preservation program for years to come.

Historic preservation looks forward while valuing the past.

Historic preservation seeks ways in which historic properties help maintain the vitality of the City. It is forward-looking, helping the community meet its aspirations for the future in ways that create jobs, retain economic benefits of local efforts and that find ways to preserve, reuse and adapt the built environment.

Historic preservation is integrated into planning efforts.

City Departments, organizations, property owners and the wider community recognize the value of historic properties, and employ strategies which support historic preservation as they seek to achieve their individual goals.

Historic preservation is solutions-oriented.

The historic preservation programs works with property owners, architects, realtors and contractors to find solutions for maintaining historic properties in active and appropriate uses.

The City's preservation program is open to all community members that are interested in participating or learning more.

Program components are easy to understand, and laypeople and professionals can participate in the system at a variety of levels. They can engage in researching and nominating resources for designation and can easily comment on City preservation activities.

A network of individuals and organizations support historic preservation in Brookings.

Property owners, preservation organizations, City staff, architects, realtors, contractors and interested Brookings community members take part in historic preservation work and activities throughout the community. These efforts ensure that a strong network of preservation partners is created.

The Brookings historic preservation program provides guidance for the treatment of historic properties.

Historic resources are identified and described in a manner that helps people understand their significance and interpret their association with the community. Properties are then listed, or designated, as appropriate in a manner that helps facilitate informed management of the properties. A set of tools is then applied – including regulations, design standards, incentives and benefits – which are coordinated with this evaluation and designation system.

Historic resources are integral to life in Brookings.

Historic preservation in Brookings is a vital part of overall community development policies and objectives. It serves as an important tool in a variety of initiatives including economic development, public health, sustainability, housing and cultural enrichment. In this respect, it embraces a holistic approach to planning and development.

Historic resources provide links to the heritage of the community and enable people to feel a sense of connection with their past and with the community as a whole.

Historic resources provide opportunities to interpret the history of the community, to comment on the events that have shaped it and to build an understanding of our culture.

Historic resources are key to the City's sustainability initiatives.

Preserving historic resources is a fundamental part of a comprehensive approach to sustainability. Keeping historic properties in active use conserves embodied energy. Historic buildings can also operate in energy-conserving ways, and compatible retrofits for energy conservation are encouraged.

Brookings' citizens celebrate the community's history and historic resources.

Outreach and educational efforts bring awareness of the historic resources in Brookings to citizens throughout the community, especially those that do not encounter Brookings' historic districts on a regular basis. These efforts will place special attention on ensuring all demographics are reached to ensure inclusivity and diversity in historic preservation.

Overall Goals, Policies and Actions

Goal: A livable community with a strong sense of history.

Policy 1: Integrate Brookings' historic resources into community planning efforts.

- *Action A: Encourage neighborhood-level preservation and conservation programs.*
- *Action B: Promote preservation of public and institutional facilities that have historic significance.*
- *Action C: Promote good stewardship principles among public and private property owners.*
- *Action D: Promote Brookings' preservation successes, while learning from the shortfalls and documenting the losses.*
- *Action E: Promote all properties and buildings within the historic districts as providing and promoting the livability of the neighborhood.*

Goal: A sustainable community supported by preservation efforts.

Policy 2: Promote preservation's role in community sustainability efforts.

- *Action A: Provide tools to encourage cooperation between advocates for historic preservation and sustainability.*
- *Action B: Provide information about the environmental benefits of preservation of existing buildings.*
- *Action C: Use historic structures to highlight green building practices.*

Policy 3: Include sustainability objectives in an update to the City's historic design guidelines.

- *Action A: Ensure preservation design guidelines include information about solutions for the compatible application of sustainable technologies (such as solar panels, wind turbines and other energy-generating tools) on historic properties.*
- *Action B: Incorporate design guidelines regarding sustainable landscaping techniques.*

Goal: An economically vibrant community supported by preservation.

Policy 4: Encourage active use of historic buildings.

- *Action A: Promote the adaptive reuse of historic properties.*
- *Action B: Promote tax incentives, loans and grant programs to keep historic structures in use.*
- *Action C: Evaluate zoning regulations and the building code to determine changes that may assist in the reuse of historic structures.*

Policy 5: Leverage the economic development opportunities provided by Brookings' historic resources.

- *Action A: Market Brookings for heritage tourism.*

- *Action B: Coordinate preservation efforts with support for local businesses.*
- *Action C: Use historic districts, and conservation districts, if adopted, as ways to enhance property values.*

Goal: Brookings' preservation program employs nationally recognized best practices.

Policy 6: Incorporate new trends and issues in preservation and neighborhood conservation.

- *Action A: Explore alternative tools for historic preservation that maintain neighborhood character such as the use of conservation districts, design overlay districts and form based codes.*
- *Action B: Horizontally integrate historic preservation into other City planning efforts.*

Policy 7: Promote ease of use, transparency of administration and predictability in the preservation program.

- *Action A: Focus on employing solution-oriented preservation tools.*
- *Action B: Provide clear guidance for the treatment of designated historic resources.*

Goal: Preservation is integrated with community goals and policies.

Policy 8: Integrate historic preservation policies in citywide planning efforts.

- *Action A: Coordinate short-range and long-range planning with preservation policies.*
- *Action B: Coordinate capital facilities management with historic preservation policy.*

Goal: Historic resources are integral features of the public realm.

Policy 9: Promote best practices in the City's stewardship of historic resources.

- *Action A: Implement a program for public action when a highly valued historic property is threatened.*
- *Action B: Actively manage and rehabilitate City-owned historic properties according to best practices.*
- *Action C: Promote public access to significant historic resources.*

Identification Component

Goal: A detailed understanding of the history of Brookings provides a base for preservation efforts.

Policy 1: Maintain a comprehensive survey of cultural and historic resources in Brookings.

- *Action A: Identify areas with potential resources for future surveys.*
- *Action B: Consider conducting a survey of potential residential historic resources to determine whether new districts are eligible or if changes to existing districts may be needed. Of particular interest are potential residential resources built in the “mid-century” time period and style. Survey work would help determine whether they are eligible for the Local, State, and/or National Register.*
- *Action C: Prioritize survey implementation, especially for vulnerable areas, such as those targeted for redevelopment (student housing) and downtown.*
- *Action D: Enable qualified volunteers to assist in surveys.*
- *Action E: Develop an interactive map that identifies surveyed historic properties, designated historic districts and additional information about historic resources in Brookings.*

Policy 2: Funding sources are readily available to complete historic surveys.

- *Action A: Consider establishing a fund to support survey work.*
- *Action B: Continue seeking grants (such as CLG funds) to support survey work.*

Goal: Information regarding the history of Brookings and the potential of its historic resources is easily accessible.

Policy 3: Enhance the level of publicly available digital survey information.

- *Action A: Create a historic inventory database that is integrated with the City’s map portal and the Brookings County GIS database. This database should include all information related to an individual property and should be useful to city staff and the public.*

Management Tools Component

Goal: The City of Brookings promotes high quality design.

Policy 1: Ensure property owners and residents in historic districts understand proper maintenance of historic and potentially historic structures, and of appropriate infill development in a historic district.

- *Action A: Expand the available design guidelines for residential and commercial properties to assist property owners in making appropriate changes to their historic structures. These guidelines should be illustrated to show appropriate examples. They will build upon the established Secretary of the Interior's Standards for the Treatment of Historic Properties.*
- *Action B: Incorporate images of good examples of quality infill development in residential and commercial historic districts into the design guidelines document(s).*

Goal: Management tools promote historic preservation goals and support an overall preservation system.

Policy 2: Ensure consistency between the City's Code of Ordinances and current preservation goals.

- *Action A: Complete a thorough review of the Code of Ordinances to identify opportunities and constraints regarding historic resources.*
- *Action B: Identify zoning standards that conflict with preservation goals and policies, and determine strategies to mitigate them.*
- *Action C: Ensure that the zoning of historic resources is complementary to the goals of historic preservation in Brookings.*
- *Action D: Address code restrictions that exist when converting an existing detached structure into a secondary unit.*
- *Action E: Consider incorporating flexibility to zoning regulations to promote historic resource preservation.*
- *Action F: Consider ways to encourage non-retail businesses to occupy upper floors in downtown buildings in order to reserve retail and active use spaces to the ground floor with windows.*

Policy 3: Utilize the established Local Register in order to protect historic resources from demolition.

- *Action A: Talk with property owners in the National Register districts to determine potential interest in local district designation. If there is interest, the same district boundaries could be utilized, unless new survey data indicates otherwise.*

Policy 4: Consider developing a conservation program for neighborhoods that may not be eligible for historic district designation.

- *Action A: Explore the use of Conservation Districts in the residential areas of Brookings (Note that a Conservation*

District typically regulates the form of new construction and large additions, but does not regulate exterior alterations or the demolition of historic resources like a historic district does.)

Policy 5: Consider developing tools to protect and highlight public realm components of historic districts.

- *Action A: Consider creating an overlay district that addresses the public realm of the historic districts and distinguishes them from other neighborhoods. For instance, extend the use of the historic streetlamps throughout the residential historic districts. (Note that an overlay district identifies an area to apply additional standards with a particular focus, in this case the public realm features.)*
- *Action B: Consider creating a program to highlight and promote the downtown alleys as important connections to businesses, secondary paths through downtown, and opportunities for public art.*

Policy 6: Work with the State Historic Preservation Office (SHPO) to ensure the 11.1 review process works for the Brookings community.

- *Action A: Schedule a reoccurring time for the South Dakota State Historic Preservation Office (SHPO) staff to visit Brookings to meet with property owners considering submitting a permit application that will require the 11.1 review process. This will provide early design feedback for property owners to ease the 11.1 process. This meeting could be held quarterly, if there are property owners that are planning to submit a permit application.*
- *Action B: Explore ways to address demolition by neglect, such as working with the State Historic Preservation Office (SHPO) to add to the 11.1 review process or to strengthen or act on Sec. 46-42 of the historic preservation ordinance (prevention of deterioration by neglect).*
- *Action C: Explore solutions with the State Historic Preservation Office (SHPO) to provide emergency relief when a project is needed but requires 11.1 review. Emergency relief may be needed after a natural disaster damages a property and exterior maintenance is required to keep the historic property safe and functioning for the occupants.*

Policy 7: Consider collaborating with South Dakota State University to ensure work on SDSU historic resources complements the City's preservation goals.

- *Action A: Develop a programmatic agreement with SDSU to ensure work on SDSU historic resources and historic resources throughout the City of Brookings abide by the same requirements and guidelines.*

Policy 8: Ensure those working on historic properties are properly trained.

- *Action A: Develop a training program for contractors and realtors to enhance their understanding of the city's preservation program before they work on or sell historic properties. Consider partnering with SDSU or Lake Area Technical College to establish this training program.*

Incentives and Benefits Component

Goal: Incentives and benefits for preserving historic properties should attract investment in historic properties.

Policy 1: Promote the expanded use of existing incentive programs.

- *Action A: Link interested property owners to training and technical assistance programs for the use of federal, state and local programs and funds.*
- *Action B: Maintain and promote the Downtown Economic Development Incentive Fund (DEDIF).*
- *Action C: Create informational materials (web-based and/or printed) for downtown property owners to learn more about the DEDIF revolving low-interest loan program.*
- *Action D: Consider expanding the existing revolving loan fund or creating a new revolving fund to assist residential property owners with work on their historic structure.*
- *Action E: Maintain the Mayor's Awards program to raise awareness of preservation successes throughout Brookings.*

Policy 2: Promote existing, and explore new, financial incentives that stimulate investment in historic properties.

- *Action A: Explore offering incentives for preservation at the local level. The following list includes a variety of incentives that communities provide at the local level: property tax incentives; low interest loans for rehabilitation work; incentives that encourage rehabilitation and adaptive reuse projects rather than scraping and rebuilding; reducing or removing tax on building materials for historic properties.*

Policy 3: Enhance regulatory incentives to encourage preservation and conservation.

- *Action A: Explore offering an incentive that eases some regulations when a property (rental or owner-occupied) is properly maintained.*
- *Action B: Implement incentives that promote rehabilitation and adaptive reuse work instead of scraping and rebuilding.*
- *Action C: Create incentives for accommodating compatible secondary dwelling units (whether as part of a historic structure or separate from a historic structure but on the same property) in historic districts.*
- *Action D: Promote appropriate use of flexibility provided in the building code.*

Policy 4: Develop technical assistance programs to promote preservation and conservation.

- *Action A: Explore creating a design assistance program to help property owners establish a preservation-appropriate approach to improvement projects.*
- *Action B: Assist property owners with tax credit certification.*

Policy 5: Develop easily accessible materials that provide clear and concise information about incentive programs.

- *Action A: Create digital materials that include information about available incentives and benefits. Make these materials available on the City's website and other appropriate online locations.*
- *Action B: Develop hard copy, printed informational documents regarding historic preservation incentives and benefits that can be distributed to interested community members.*

Education Component

Goal: The public appreciates Brookings' diverse history and historic resources.

Policy 1: Provide tools to educate the public regarding the history of and historic resources throughout Brookings.

- *Action A: Continue hosting educational events, and reviving the "Welcome to the Neighborhood" event, for SDSU students and resident neighbors in the University Residential Historic District to get to know one another.*
- *Action B: Determine what organization is able to lead the "Welcome to the Neighborhood" event for SDSU students and resident neighbors.*
- *Action C: Translate the walking brochures into a variety of languages so international students and other visitors can learn more about historic resources in Brookings.*
- *Action D: Replace missing, and refurbish existing, National Register plaques to serve as an educational tool for pedestrians in Brookings.*
- *Action E: Consider offering a tour of Brookings, highlighting the historic districts and resources, for SDSU students.*
- *Action F: Create a welcome packet for new property owners in the historic districts that includes information about the 11.1 review process, resources, and who to contact with questions about their property. If possible, this welcome packet could be delivered by a Historic Preservation Commission (HPC) member, preferably one that lives in the district as well. Also, make this packet available at the Community Development office. This packet should also be delivered to existing property owners, residents and landlords in the districts so that everyone receives and can make use of the information.*
- *Action G: Publish a list of contractors and design professionals in the area that have completed work on a historic property that has been successfully reviewed and approved by the 11.1 review process. (Ensure that this is simply a listing and does not recommend contractors.) This list should be periodically updated.*
- *Action H: Digitize tri-fold with information about each historic district and send to property owners. This should also include information about when and how to contact the Historic Preservation Commission (HPC) and the State Historic Preservation Office (SHPO) regarding a project.*
- *Action I: Host an open house for property owners of historic structures to meet city staff and BHPC members they may need assistance from during a project.*
- *Action J: Provide information to property owners in historic districts about the benefits of secondary structures in order to promote their use. Also include information about the building code challenges that exist with converting existing detached accessory structures to secondary units.*

Policy 2: Provide educational tools for SDSU students to learn more about the community.

- *Action A: Consider a mailing or newsletter to SDSU students that live off-campus to provide information about the historic district within which they live, and to also serve as an informational tool regarding property maintenance, especially for heat and water during a long break.*

Policy 3: Highlight preservation project successes.

- *Action A: Continue the Mayor's Awards to celebrate extraordinary preservation work completed by Brookings community members.*
- *Action B: Publish before and after photos of projects that have won the Mayor's Award to illustrate examples of successful projects. This publication should be added to with every award cycle and should be kept accessible to the community.*
- *Action C: Recognize smaller preservation projects, that may not qualify for the Mayor's Awards, by sending a short, personal note to the owners of other successful projects to recognize their hard work and the importance of supporting preservation.*

Goal: Provide practical education programs and training support for historic preservation.

Policy 4: Establish preservation training programs that focus on specific topics or provide information for specific groups of people.

- *Action A: Explore hosting a series of technical workshops, such as the historic window re-glazing workshop in 2014, to assist property owners with appropriate maintenance of their historic structures.*
- *Action B: Consider hosting realtor workshops, preferably in a historic property, to discuss how to advertise and sell a historic property.*
- *Action C: Encourage landlords to keep their property maintained, painted, mowed and shoveled in order to help in the preservation of historic properties and historic districts.*
- *Action D: Conduct an informational training for community members that would like to assist in surveying historic resources.*
- *Action E: Establish a preservation planning and review training program for City staff and the Brookings Historic Preservation Commission. This training is especially important for new staff or BHP members.*

Policy 5: Expand the use of web-based preservation tools.

- *Action A: Publish all preservation-related information on the City's webpage. This includes survey work, maps, design guidelines and other educational materials.*

Policy 6: Incorporate preservation education into local schools.

- *Action A: Integrate cultural heritage and historic preservation in curriculum for local schools.*

Advocacy and Partnerships Component

Goal: A robust network of preservation advocates support preservation goals and objectives.

Policy 1: Strengthen partnerships for preservation.

- *Action A: Provide a forum to clarify the roles of groups and organizations that promote historic preservation.*
- *Action B: Establish a framework for collaboration among community organizations.*
- *Action C: Improve coordination between the City and County preservation programs.*

Policy 2: Foster new partnerships in historic preservation.

- *Action A: Explore new partnerships with organizations and community members, and existing partnerships that can be enhanced in order to distribute preservation tasks beyond Brookings staff and the BHPC. This will help create a sense of collective responsibility for the preservation program throughout the community.*
- *Action B: Partner with organizations throughout Brookings that are hosting events to which a preservation aspect can be added. This will help reach new audiences while being cognizant of the time and availability of Brookings Historic Preservation Commission (BHPC) members' time.*
- *Action C: Partner with tradespeople that can work on historic buildings, such as tuckpointers and house painters, to schedule a week or two in Brookings to work on a number of buildings. Once determined, property owners could sign up for a time slot ahead of time so the tradesperson knows exactly how long he/she will be working in town. Consider surveying property owners to determine what types of tradespeople they would find to be of most value to determine what types of trades should be prioritized.*

- *Action D: Determine whether there is interest in re-establishing the private, non-profit Preservation Brookings to assist with promoting preservation throughout the community and tackling other action items as determined appropriate.*
- *Action E: Partner with neighborhood organizations such as Homeowners Associations or business organizations in the historic districts in order to assist property owners, residents and business owners with resources to maintain their historic properties.*
- *Action F: Partner with the Children's Museum to promote historic preservation through programming, and potentially through highlighting the preservation of the museum building which could be part of an outdoor exhibit.*
- *Action G: Partner with local high school and community college trades programs to teach skills that would be useful for work on historic buildings. Consider utilizing historic structures to provide hands-on training.*

Goal: Organize preservation efforts.

Policy 3: Develop a comprehensive strategy that organizes the network of existing and new preservation partners.

- *Action A: Create a comprehensive preservation marketing strategy that unifies preservation partners, appeals to all ages and could be used in a variety of ways.*
- *Action B: Enlist other groups, such as neighborhood associations, to share administrative services and marketing as a way to reduce costs, cross-pollinate and improve overall programming.*

Administration Component

Goal: The City of Brookings will maintain a functional, integrated preservation program.

Policy 1: Monitor the performance of the preservation program on an on-going basis.

- *Action A: Document and highlight successes of the program for the general public, such as those that are noted in the annual Certified Local Government (CLG) report that is submitted to the state. Include this information on the City's website.*

Policy 2: Ensure that administrative resources are adequate for efficient operation of the program.

- *Action A: Assure sufficient staff time is assigned to the historic preservation program.*
- *Action B: Develop a funding strategy that provides sufficient resources for implementation of the preservation program.*
- *Action C: Host an annual BHPC meeting that focuses on each designated historic district to provide an opportunity to focus on each individual district - identifying opportunities and addressing any issues.*

Policy 3: Maintain the Certified Local Government (CLG) preservation program and maximize its benefits.

- *Action A: Maintain the annual review of the preservation program.*
- *Action B: Continue to seek assistance for program operations, including surveys and design guidelines.*

Policy 4: Promote collaboration among City Departments to support preservation objectives.

- *Action A: Conduct an annual interdepartmental work session related to historic resources.*
- *Action B: Include preservation objectives in capital improvement planning. For example, address mature trees, alleys and the preservation of city-owned historic resources.*
- *Action C: Include preservation objectives in planning for city recreation facilities. For example, incorporate historic sites and structures with recreation sites.*
- *Action D: Include preservation objectives for housing. For example, identify sites for new housing that can also preserve historic resources and conserve established neighborhoods.*

Policy 5: Promote historic preservation among city boards and commissions.

- *Action A: Facilitate engagement between the BHPC and other boards and committees, such as the Board of Adjustments and the Traffic Safety Committee, to ensure decisions of other groups weigh impacts on historic resources, where appropriate.*
- *Action B: Support nomination of preservation advocates to boards and commissions citywide.*
- *Action C: Consider appointing a BHPC member to be a liaison to other city boards and commissions to ensure that a preservation voice is part of these groups.*

CHAPTER 6

IMPLEMENTATION

In order for this preservation program to be successful, it requires a strategic phasing of its actions. While some actions should be accomplished in the near-term, some will take more time to achieve, and others will require reoccurring or ongoing effort. The time it takes to complete an action is also determined by the necessary resources. For those actions that require a more substantial allocation of resources, the action may need to be phased or placed in a year much farther down the implementation program. Timing for implementing the action items also considers the necessary amount of collaboration between preservation partners.

This chapter and a separate implementation table present the recommended timing for each of the actions set forth in Chapter 5. It reflects priorities held by the preservation community in Brookings, as well as consideration of the interaction of the actions with other potential work efforts.

Implementation Table

A separate implementation table establishes a ten-year, prioritized strategy for the development and implementation of the preservation plan. As a standalone document, the implementation table is meant to be interactive, used as a monitoring tool, and to be updated as action items are completed. While the implementation table illustrates important goals to work toward over a ten-year time period, ten years is simply one mark to consider. After ten years, an update to the table and to the Plan itself should be considered. Continuing this work, and working toward new goals, beyond the next ten years will be crucial to maintaining a strong historic preservation program.

Historic Preservation Plan Components

The Implementation Table is divided into tabs that correspond to the program components described in Chapter 4. As the program is implemented, this allows staff, the Brookings Historic Preservation Commission and others involved to examine progress made on each program component.

Program Goals, Policies and Actions

Running horizontally across each program component page, the Goals outline the desired future conditions for the program and set the stage for the more specific policies and actions. Policy statements occupy the first column of each implementation table page. The second column consists of the action statements identified by the community. While the goals and policies direct the overall direction of the historic preservation program, the action items provide concrete tasks to be completed to accomplish the policies and goals.

Ranking

As part of the initial outreach efforts, community members ranked the action items to indicate their degree of importance, starting with “1” as the most important action item. This prioritization is included in the implementation table for each program component in the form

of the “Ranking” column. Note that all action items in the table do not include a ranking number. This is because not all of the action items were reviewed by the community, so not all were voted upon. Some action items were added after the survey to provide crucial steps needed to reach the point of existing action items, or to round out the preservation program.

Implementation Phasing

The primary purpose of the implementation table lies in the phasing columns, labeled “Year 1” through “Year 10+”. These columns indicate when a particular action is scheduled to occur. Determining the appropriate year(s) for an action to occur depends on a variety of considerations including the priority ranking indicated by community members, if an action logically needs to occur before or after a different action, and whether its a long-term idea or something that can easily be accomplished. Purple bars indicate what year(s) an action should occur based on these factors. The bars are movable which allows the document to be used by the preservation community to adjust if an action is completed early or needs to be postponed for any reason. Note that some actions include more than one purple bar. In some cases, this indicates an action that should occur periodically, such as holding an event every 3 or 5 years. In other cases, an action includes a purple bar in every implementation year, indicating the need for ongoing efforts, such as for seeking out funding or ensuring staff time is adequately assigned. This part of the implementation chart should be continuously updated.

Lead Players and Supporting Partners

The final two columns of the implementation chart - Lead Player(s) and Supporting Partner(s) - indicate important people or groups that play a key part in completing the program actions. The Lead Players are responsible for the implementation of each action. Supporting partners are listed, where applicable, and identify groups that may be able to assist in completing an action.