

2012 GRANT PRODUCTS MANUAL



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2012 Historic Preservation Fund Products Manual

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Introduction¹

The Historic Preservation Fund (HPF) is a grant program administered by the National Park Service (NPS). Funds for the HPF program are derived from Outer Continental Shelf mineral receipts. Each year the NPS provides the South Carolina State Historic Preservation Office (SHPO) with funds that finance its operations, salaries and grants. Ten percent of those grant funds awarded to the SHPO must be passed through to Certified Local Governments (CLGs) per federal regulations. CLGs may designate third-party recipients (i.e., non-profit organizations) to receive grants provided that the CLG applies on their behalf and the Chief Elected Official of the CLG signs the application. The SHPO awards additional grant monies to cities, counties, universities, and other eligible organizations, to help support local historic preservation activities when funding levels permit.

HPF grants must result in a completed, tangible product and/or measurable result. All activities must pertain to the preservation programs outlined in the National Historic Preservation Act of 1966, as amended. They must be carried out in accordance with the Secretary of the Interior's *Standards for Archeology and Historic Preservation* and National Register Program Guidelines.

Eligible Activities and Products

Eligible products include, but are not limited to, historic property survey forms and reports, National Register nominations, preservation plans, design guidelines, and educational activities.

Surveys

A method used for identifying and gathering data on a community's historic resources. Additional guidance on surveys can be found in the section "Historic Property Surveys."

National Register Nominations

The National Register of Historic Places distinguishes properties that have been documented and evaluated according to NPS standards. The National Register is the Nation's official list of historic properties worthy of preservation. Additional guidance on National Register nominations can be found in the section on "National Register Nominations."

Preservation Plans and Ordinances

Plans and ordinances provide the framework for identifying and establishing protection for properties under local law. Additional guidance on preservation plans and ordinances can be found in the section on "Preservation Plans and Ordinances."

Design Guidelines

These guidelines help property owners or local preservation commissions protect neighborhoods and districts. They may be advisory or regulatory in nature. Additional guidance on design guidelines can be found in the section on "Design Guidelines."

Educational Activities

¹ A debt of thanks is owed to the Kansas State Historic Preservation Office for their annual HPF Grant Products Manual from which this manual borrows extensively.

Cities, counties, preservation organizations, and CLGs may apply for HPF grants to support educational activities directed at educating the public about historic preservation. Additional information can be found in the section on “Educational Activities”.

Survey

Introduction

A survey is the process of identifying and gathering data on a community’s historic resources such as buildings, sites, structures, and objects. Surveys conducted as part of an HPF-funded project consist of two basic components - a field survey and a project report.

By producing an inventory of historic resources, surveys provide a valuable service to a community. Information discovered during the survey process often provides additional insight into the history of the community. Results and recommendations from the survey can be incorporated into the city’s historic preservation plan, or, if no plan exists, information from the survey can provide the basis for implementation of a preservation plan. Incorporation of the information into the community’s overall planning process and/or disaster preparedness plan also has real value. Ultimately, the preservation of these historic resources can mean savings in energy, time, money, and raw materials.

National Register Bulletin 24, “Guidelines For Local Survey: A Basis for Preservation Planning” is available at no cost from the SHPO and contains additional information on the survey process. The bulletin can also be accessed online at <http://www.cr.nps.gov/nr/publications/bulletins/nrb24/>. See also the SHPO’s “Survey Manual: Statewide Survey of Historic Properties” on our web site at <http://shpo.sc.gov/properties/survey>.

Surveys typically encompass multiple buildings and include photos of each building’s exterior. Information is gathered about each building during the field survey portion of work, which can then be used to assess potential National Register historic districts as well as document and inventory a community’s numerous cultural resources.

Surveys may also include known or potential archaeological sites, but the scope of allowable archaeological projects is very limited. Please contact the SHPO for more information if you are proposing a project to survey archaeological resources.

For more information contact the Survey Coordinator, David Kelly at (803) 896-6184, or Kelly@scdah.state.sc.us, and see our web site at <http://shpo.sc.gov/properties/survey>.

National Register Nominations

NOTE:

Applications for HPF funding for National Register nominations must be for historic districts or other multiple property nominations. Districts nominated for listing as part of an HPF-funded project must have been previously determined eligible for listing by the SHPO.

Proof that a majority of the property owners in the proposed district boundaries consent to the nomination must be included with the application.

Introduction

The National Register of Historic Places is our country's official list of historic properties worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that possess local, state, or national significance in history, architecture, archeology, engineering, and culture. Generally properties eligible for listing in the National Register are at least 50 years old and have retained physical integrity.

National Register properties are distinguished by having been documented and evaluated according to uniform standards. These criteria recognize the accomplishments of all peoples who have contributed to the history and heritage of the United States and are designed to guide federal, state and local governments and others in evaluating potential entries in the National Register. (<http://www.cr.nps.gov/nr/>)

Criteria for Evaluation

In addition to having historic integrity and being at least 50 years old, properties must meet one of the following criteria:

- A. Association with events that have made a significant contribution to the broad patterns of our history;
- B. Association with the lives of persons significant in our past;
- C. Embodies the distinctive characteristics of a type, period, or method of construction; or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction;
- D. Yield or likely to yield information important in prehistory or history (generally archeology).

See National Register Bulletin 15 for more information on applying the National Register Criteria for Evaluation - <http://www.cr.nps.gov/history/nr/publications/bulletins/nrb15/>

Process for Nomination

Before a nomination is developed, a property must be determined eligible for listing. The SHPO staff can do this either through reviewing a Preliminary Information Form (PIF) or reviewing survey information. The process for nominations is also outlined in “Hotline #1: How to Nominate” on our web site at <http://shpo.sc.gov/properties/register>.

HPF-funded nominations are generally prepared by a preservation consultant who meets the Secretary of the Interior’s *Professional Qualification Standards* set forth in 36 CFR Part 61 (http://www.nps.gov/history/local-law/arch_stnds_9.htm). Consultants submit nominations on behalf of the grantee to the SHPO for review. When nominations are complete and approved by the SHPO staff, they are scheduled for presentation to the South Carolina State Board of Review, which is composed of professionals in the fields of American history, architectural history, architecture, prehistoric and historic archeology, and other related disciplines. If the Board recommends approval of a National Register nomination, staff will forward the nomination to the National Register Office at the National Park Service for listing. Additional information on the listing process can be found in National Register Bulletin 16a at <http://www.cr.nps.gov/history/nr/publications/bulletins/nrb16a/>.

Owner consent

During the time a proposed nomination is reviewed by the SHPO, property owners and local officials are notified of the intent to nominate and public comment is solicited. Owners of private property are given an opportunity to concur with or object to the nomination. If the owner of a private property, or the majority of private property owners for a property or district with multiple owners, objects to the nomination, the historic property cannot be listed in the National Register.

Owner agreement may be demonstrated by letters of intent from individual owners or by sign-up sheets that have a paragraph of explanation at the top with a notation for “yes” in agreement or “no” not in agreement for listing the property in the National Register of Historic Places. A consent form should provide name, date, address of historic property, property name if applicable, and signature.

Historic District Nominations

Note: In order to receive HPF funding for district nominations, the applicant must demonstrate the consent of more than half of the property owners within the proposed district at the time of application. We strongly encourage applicants to use the survey process to begin educating property owners about the benefits of listing well before there is a proposal to list a district.

National Register historic districts are contiguous groupings of properties that retain a high level of architectural integrity, are at least fifty years old, and meet at least one of the four National Register criteria. Buildings within historic districts are categorized as either “contributing” or “non-contributing.” Alterations that are less than fifty years old may result in non-contributing status for these properties. Districts must have a high number of contributing properties to be considered for the National Register.

To determine whether a neighborhood or area meets the basic requirements for district listing, a survey of the properties is undertaken first. The survey will provide a recommendation regarding district potential. In addition, community support for the district proposal is gauged during the survey process. The grassroots support of property owners is a key factor in moving forward with any district proposal. SHPO works with the community to engender support for historic preservation through the historic district nomination process. There are many misconceptions about listing a property or district in the National Register of Historic Places. **Please contact the National Register Coordinators for more information on how to recognize and respond to these misconceptions. Please also contact the National Register Coordinators for the most accurate photographic documentation policy and most recent nomination forms since these can change considerably from year-to-year.**

National Register Coordinators:

Dr. J. Tracy Power
(803) 896-6182
power@scdah.state.sc.us

Andrew W. Chandler
(803) 896-6179
chandler@scdah.state.sc.us

Preservation Plans and Ordinances

Notice: Preservation ordinances provide the framework for designating properties as local landmarks or districts and for establishing protection for those properties under local law.

Preservation Plans

HPF grants may be used to research and write a preservation plan. Preservation plans can be focused on a specific building, district, or site or may have a wider focus on an entire community or region. Plans generally identify character-defining features of the property or significant resources within the community, record the current conditions at the property or within the community.

Preservation Ordinances

Historic preservation is often a goal in community comprehensive planning. By promoting historic preservation planning at the local government level, a community can manage change in a way that preserves its identity and character.

A preservation ordinance is often used as a way to implement strategic parts of a community's preservation plan. The ordinance can help lay the groundwork for incorporating historic resources into new developments and help to enhance the community's vision of itself for the future. Sample ordinances may be requested from the Certified Local Government (CLG) coordinator by calling (803) 896-6171 or e-mailing jsatt@scdah.state.sc.us.

A local preservation ordinance provides a municipal policy for protection of historic properties. Through the ordinance, processes for designating and protecting historic properties at the local level are established. Utilizing the ordinance as a framework for decision-making, the local Board of Architectural Review reviews applications for proposed repairs or changes to historic properties and may review new construction in locally designated historic districts.

Communities with local preservation programs may be designated as Certified Local Governments (CLGs). For information on this program, see <http://shpo.sc.gov/programs/localgovt/certified.htm>.

Disaster Plans for Historic Preservation

HPF grants may also be used to produce other planning documents that may accentuate a preservation plan. Saving historic buildings may not be the top priority in a community that is dealing with rebuilding schools and maintaining basic services after a disaster. However, even during disaster recovery and debris removal local governments can ensure the protection of cultural resources. While government-issued state of emergency declarations can "expedite" typical federal, state, and local environmental protection law reviews and permitting processes, which allows for quicker clean up and demolition, this does not eliminate the requirement that these entities must comply with protective laws and regulations.

Section 106 of the National Historic Preservation Act requires the Federal Emergency Management Agency (FEMA), in consultation with the State Historic Preservation Office (SHPO), to identify properties eligible for or listed in the National Register of Historic Places. This allows the government to adequately consider the effect of any FEMA-funded undertaking – including potential demolition of private and public property – on identified historic properties. Documenting downtowns and historic neighborhoods in anticipation of disasters through periodic field surveys is the best way to collect information. Simply having access to information after a disaster is helpful, but a field survey also can be used as the basis for local visitor-based promotional brochures or walking guides and to integrate historic resources into local planning and permitting procedures.

More often properties fall victim to small-scale disasters such as collapsing roofs and falling parapets. These require immediate action and do not always allow the time needed to conduct an assessment of the building's historic character.

Things to consider and incorporate into a disaster plan:

- Have the historic resources in your community been identified (surveyed)?
- Have the historic resources been designated (local or national) in some fashion to give them some level of protection?
- Who is in charge of maintaining this information (SHPO, local preservation commission, local museum or historical society)?
- How can these individuals be reached in the case of a disaster?
- How will disaster response personnel be notified about identified historic resources in the community? Will the buildings be tagged by volunteers from the preservation commission or local historical society in a way that distinguishes historic buildings from “non-historic”?
- Are there engineers or other professionals familiar with historic building techniques and architecture available to assess the conditions of buildings immediately after a disaster?
- Are the local code and building inspectors aware of the identified historic properties, the requirements under local, state, and federal preservation laws and are they cooperative partners in the overall preservation planning process?
- Are there procedures in place to coordinate volunteers who may be coming from outside of your community to help them identify the historic resources locally and provide them with information about appropriate debris removal, stabilization, and mothballing procedures?
- Does you plan include government records, archival and other historic collections?

Examples of Disaster Plans:

<http://www.museum-security.org/disasterbib.html> - Bibliography from the National Trust for Historic Preservation

<http://www.fema.gov/plan/ehp/> - FEMA and Historic Preservation

<http://www.1000friendsofflorida.org/preservation/disaster/Dos-demPilotProject1.asp> - examples from Florida

<http://www.mnhs.org/shpo/disaster/index.htm> - example from Minnesota

Design Guidelines

City governments may apply for HPF grants to develop design-review guidelines for their historic neighborhoods and districts. Design guidelines provide guidance to property owners and local preservation commissions for protecting the character of a specific historic neighborhood or district.

In communities with local preservation ordinances, design guidelines are used to provide consistent design review for a local district whose character is protected under ordinance. Although design guidelines may be referenced in the ordinance, they are typically not a part of the legal document. The following are uses for design review guidelines:

- ♦ Identify existing patterns, setbacks, massing and scale of historic neighborhoods – and provide guidance for maintaining such patterns in future projects within the neighborhood.

- ♦ Identify architectural styles and character-defining features of those styles in a historic neighborhood – and provide guidance for protecting these character-defining features in rehabilitation and new construction projects.

- ♦ Provide guidance to local preservation/landmarks commissions in reviewing projects within local historic districts. This helps ensure consistent review among projects in a particular district.

- ♦ Provide a means for future planning for infill housing, streetscapes, parking, circulation, etc.

- ♦ Educate the public about the character of their community's historic neighborhoods.

For guidance on developing and using design-review guidelines in your community, see the following web page: <http://www.nps.gov/history/hps/workingonthepast/roletheyplay.htm>

Educational Activities

HPF grants may also be used for other educational activities including conferences, seminars, publications, brochures, and even curriculum for local schools.

Local Conferences and Workshops

Grant funds may be used to host local workshops and conferences providing technical advice or general information on historic preservation-related issues. Workshops may provide information related to a specific preservation program, such as rehabilitation tax credits, the National Register of Historic Places, local incentive programs, or may be geared toward specific audiences, such as property owners, preservation commissioners, or realtors. Conferences must be held during the grant period.

Other Educational Activities

Brochures, videos, and websites are also eligible products for HPF grant funding. Driving or walking brochures may serve as tools for citizens or tourists to learn about the community's past. Other brochures may provide design guidance for historic property owners within historic districts. Be creative with your proposed educational activities!

Planning for Individual Historic Properties

Preservation plans for individual historic properties may include recommendations on repairs and projects and activities that will address a prioritized list of concerns. These plans can be feasibility studies, adaptive re-use plans, or bid-ready plans and specifications for future repairs. Documents that provide in-depth research, drawings, photos, and detailed recommendations for a specific property are called Historic Structure Reports (HSR). **HPF-funded preservation plans or HSRs for a particular building or site must relate directly to a National Register-listed property.**

Building Stabilization Projects

Grant funds may be used to help pay for stabilization repairs to National Register-listed buildings (excluding churches and church-owned property). Examples of eligible projects include replacing a leaking roof, repairing the structural framework of a building, and repairing deteriorated siding, windows, and masonry to make a building watertight. Projects that are **not** eligible include routine maintenance, climate control, and plumbing or electrical. Interior work is not eligible unless it is structural. All work must meet the [Secretary of the Interior's Standards for Rehabilitation](#). Stabilization projects require a preservation covenant agreement of up to 20 years be recorded with the property deed.

To be considered for funding, applications for Stabilization projects should include complete "bid-ready" plans and specifications for proposed work prepared by an architect or appropriate qualified professional.

Be sure to contact the Grants Supervisor at the SHPO to make sure your idea will be eligible for HPF funding.