



**CITY OF KETCHUM, IDAHO SPECIAL CITY COUNCIL MEETING**

Tuesday, September 14, 2021, 4:00 PM

480 East Avenue, North, Ketchum, Idaho

## Agenda

### **SPECIAL MEETING: City Council - Planning and Zoning Commission - Historical Preservation Commission**

#### PUBLIC PARTICIPATION INFORMATION

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If you require special accommodations to participate in this meeting, please contact the City Clerk. This agenda is subject to revisions. All revisions will be underlined.

**CALL TO ORDER:** By Mayor Neil Bradshaw

**ROLL CALL:**

**NEW BUSINESS:**

1. Joint Work Session – Community Core Design Guidelines and Preservation Incentives.

**ADJOURNMENT:**

If you need special accommodations, please contact the City of Ketchum in advance of the meeting.

This agenda is subject to revisions and additions. Revised portions of the agenda are underlined in bold.

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We look forward to hearing from you



# Community Core Design Guidelines + Preservation Incentives

Joint Work Session

# Project Overview – Scope and Goals

## □ Scope:

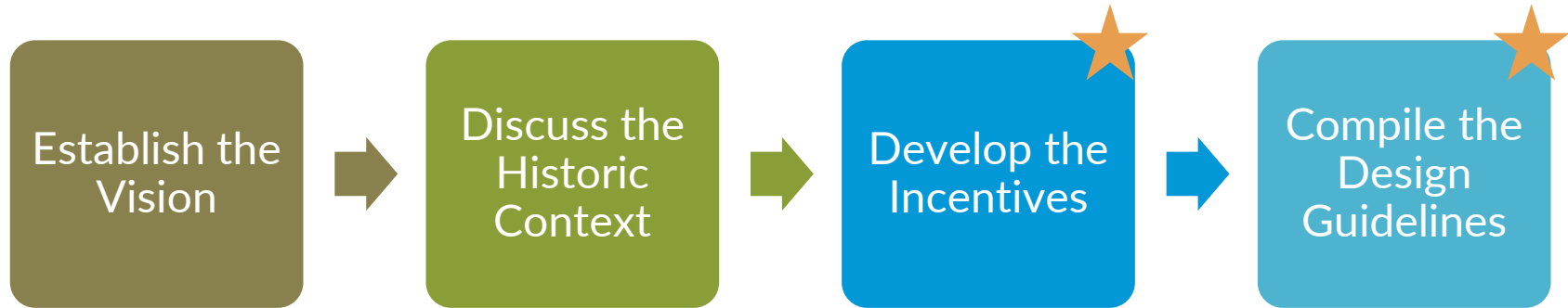
- ❖ Develop design guidelines for community core – include a chapter on historic preservation
- ❖ Develop permanent ordinance language for historic preservation
- ❖ Develop a historic preservation handbook

## □ Project Goals:

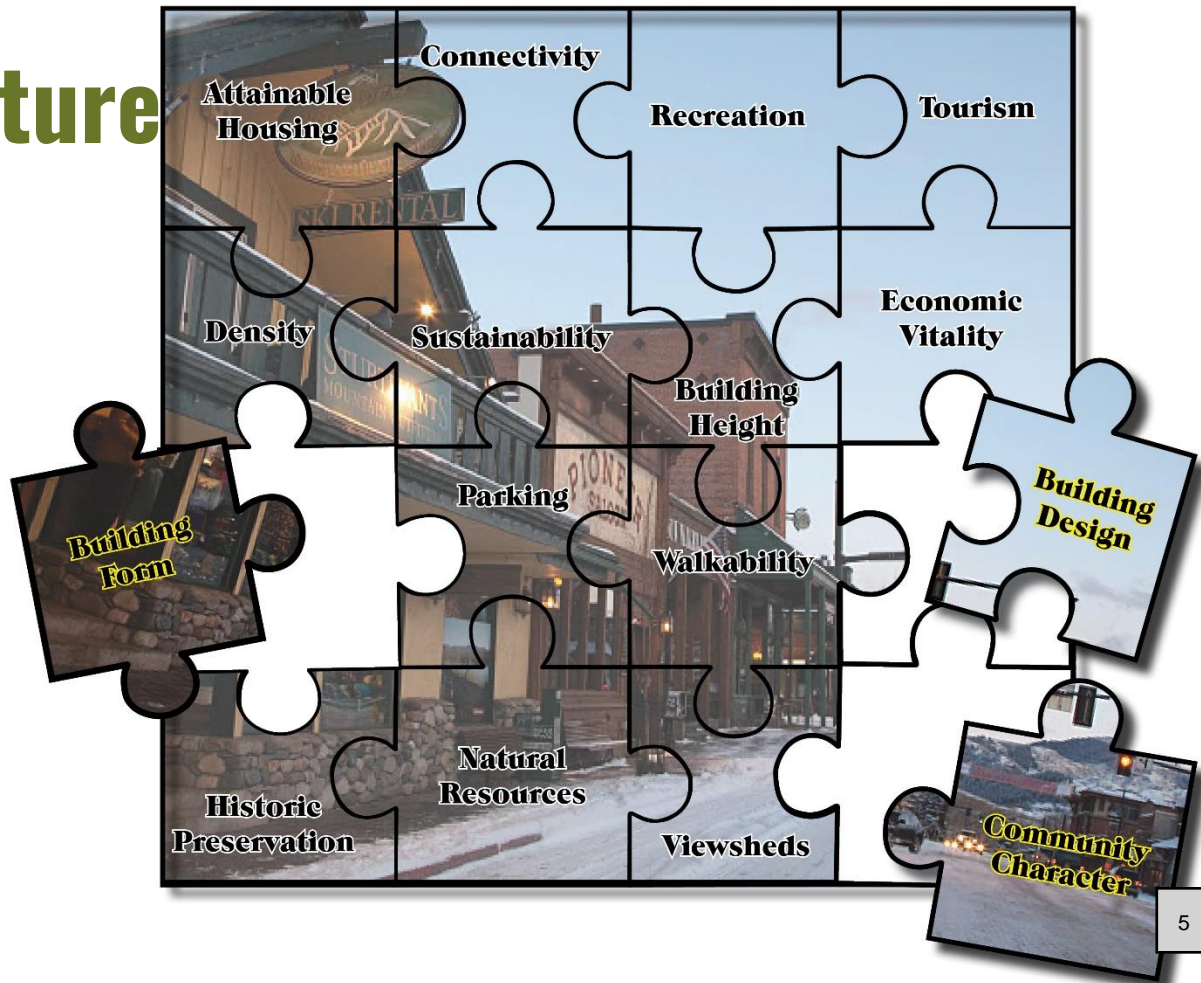
- ❖ Define and describe the existing and desired character of Ketchum's Community Core
- ❖ Preserve the cultural heritage of the Community Core while allowing for flexibility and creativity in design

# Project Approach

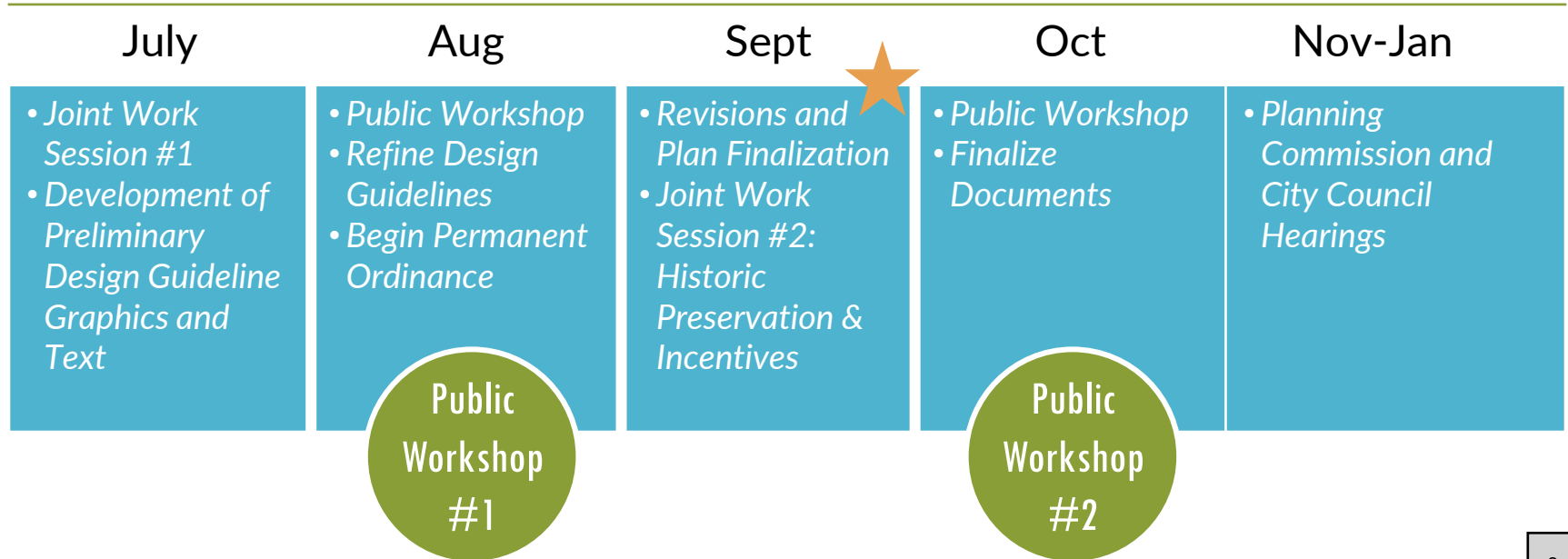
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# The Bigger Picture



# Project Schedule



# What We Heard From You – OPEN HOUSE

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# Draft Design Guidelines

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# Incentives

# Design Guidelines vs. Preservation Incentives

## DESIGN GUIDELINES

- Guide building form and aesthetic
- Can be codified in the Land Development Code or serve as a stand-alone document

## PRESERVATION INCENTIVES

- Encourage developers to preserve additional resources
- Allow for flexibility in development regulations for designated historic properties
- Enable property owners to make modifications/additions rather than demolishing the structure
- Aim to make preservation more financially feasible
- Codified in the Land Development Cod

# Preservation Incentives– Case Studies

## Boise, ID

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- Relief from building code
- Conservation districts & Historic Districts

## Laguna Beach, CA

- Density Bonuses
- Fee Waivers
- Relief from building code
- Relief from parking standards
- Flexible setbacks for historic properties
- Relief from Nonconforming Structure Requirements

## Jackson, WY

- Transfer of Development Rights (TDR) Program
- Density Bonuses
- Incentive Packages
- Relief from building code
- Flexible setbacks for historic properties
- Relief from Nonconforming Structure Requirements

# Preservation Incentive Categories

## ZONING INCENTIVES

- Density Bonuses
- Incentive Packages

## TAX + FINANCIAL INCENTIVES

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- Federal Rehabilitation Tax Credit\*
- State Historic Tax Credit\*
- Certified Local Government (CLG) Grants
- Community Enhancement Grants

## REGULATORY RELIEF

- Relief from building code
- Relief from parking standards
- Relief from Nonconforming Structure Requirements
- Flexible setbacks for historic properties

# Incentive Options

- Density Bonuses
- Incentive Packages
- Bonuses which allow a larger building or expansion for preservation of the existing structure
- Commonly used for adaptive reuse and expansions/renovations
- Can apply to height, floor area, setbacks, and number of dwelling units
- Must be a market for the bonuses
- Requires staff oversight

# Incentive Options

- **Density Bonuses**
- Incentive Packages
- **Option 1:** Floor area within designated structures does not count towards maximum densities or floor area allowances
- **Option 2:** Structures receive a “rating” when they are designated which qualify them for different bonuses/incentives

# Incentive Options

- Density Bonuses
- Incentive Packages

## Aspen, CO

- \$2,000 grant available to residential property owners who volunteer to landmark designate their property
- Zero-interest grants for minimum maintenance of historic properties who demonstrate economic hardship
- Exempt from processing fees and park dedication fees that would normally be required for regular building permits
- Exempt from the Aspen Growth Management Quota System and the annual competition for commercial square footage, lodge, or residential units.
- Special conditional uses available only to landmarks and authorizes flexibility in the zoning rules

# Incentive Options

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- Federal Rehabilitation Tax Credit\*
- State Historic Tax Credit\*
- Certified Local Government (CLG) Grants
- Community Enhancement Grants

## **Purchase of Façade Easements:**

- The City may acquire, by purchase or donation, historic easements if Council finds that it will be in the public interest
- Applies to any easement, restriction, covenant or condition running with the land, designated to preserve, maintain or enhance all or part of the existing state of places of historical, architectural, archeological or cultural significance
- Recommendation by the HPC

## **Acquisition of Property:**

- Use of City funds to purchase the property from the existing owner



# Incentive Options

- Purchase of Façade Easements
- Acquisition of Property
- **Fee Waivers**
- Federal Rehabilitation Tax Credit\*
- State Historic Tax Credit\*
- Certified Local Government (CLG) Grants
- Community Enhancement Grants

## Fee Waivers

- **Option 1:** Waiving of application fees (Building permit, utility permit, etc.) for historic properties
- **Option 2:** Fees are paid and then refunded after the construction has commenced per the approved plans

# Incentive Options

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- **Federal Rehabilitation Tax Credit\***
- State Historic Tax Credit\*
- Certified Local Government (CLG) Grants
- Community Enhancement Grants

## **Federal Rehabilitation Tax Credit**

- Up to 20% of rehabilitation project costs can be applied as investment tax credits
  - The building must be used for an income-producing purpose. Single-family, owner-occupied homes do not qualify.
  - The rehabilitation must be substantial
  - The property must be ready to be occupied and put back in productive use
  - The building must be on the National Register of Historic Places
  - The rehabilitation project meet the Secretary of the Interior's Standards for the Rehabilitation of Historic Buildings

# Incentive Options

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- Federal Rehabilitation Tax Credit\*
- **State Historic Tax Credit\***
- Certified Local Government (CLG) Grants
- Community Enhancement Grants

## State Historic Tax Credit (PROPOSAL)

- Developed by the Idaho State Historical Society and Preservation Idaho, in consultation with the Idaho Department of Commerce and the Idaho State Tax Commission
- Would amplify the benefits of the existing Federal Historic Tax Credit program
  - Eligible properties are those certified as historic by the SHPO
  - Minimum \$20,000 investment
  - Built-in per-project cap
  - Up to 20% of the total certified rehabilitation costs can be deducted from state income tax liability
  - Can be carried forward up to 5 years

# Incentive Options

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- Federal Rehabilitation Tax Credit\*
- State Historic Tax Credit\*
- **Certified Local Government (CLG) Grants**
- Community Enhancement Grants

## **Certified Local Government (CLG) Grants**

- Grant amount depends on projected project cost
- Projects must relate to the National Register of Historic Places
  - Architectural + Archaeological surveys
  - Preparation of National Register of Historic Places nominations
  - Design guidelines and historic context reports
  - Acquisition and Development (including “bricks-and-mortar” projects)
  - Develop community preservation plan
  - Publishing educational materials
  - Public/HPC training, education, and workshops

# Incentive Options

- Purchase of Façade Easements
- Acquisition of Property
- Fee Waivers
- Federal Rehabilitation Tax Credit\*
- State Historic Tax Credit\*
- Certified Local Government (CLG) Grants
- **Community Enhancement Grants**

## **Community Enhancement Grants**

- Provide funds for collections management, educational programming, public access, interpretive enhancements, and heritage tourism.
- \$500-\$2500 grants
- Cannot be used for:
  - Land acquisition
  - Building construction, demolition or removal
  - Long-term leasing of real property
  - Infrastructure needs, such as roads, sewers, sidewalks

# Incentive Options

## REGULATORY RELIEF

- Relief from building code
  - Relief from parking standards
  - Relief from Nonconforming Structure Requirements
  - Flexible setbacks for historic properties
- **Option 1:** Taos explicitly authorizes building code officials to consider alternative ways for historic buildings to comply with building code  
*“Rehabilitation or restoration of an officially designated historic structure can be made without conformance to all of the requirements of the codes upon the review and authorization by the building official who has legal authority”*
  - **Option 2:** Boise allows flexibility in the fire code and the building code  
*“The Council... may, upon the recommendation of the Commission, exempt an historic property, landmark, or property within an historical district from the application of City Fire or Building Codes upon compliance with the criteria for exemption set forth in said codes and upon a finding that non-exemption would prevent or seriously hinder the preservation or restoration of said historic property, landmark or property in an historical district.”*

# Incentive Options

## REGULATORY RELIEF

- Relief from building code
- **Relief from parking standards**
- Relief from Nonconforming Structure Requirements
- Flexible setbacks for historic properties

### Example Program:

- Single Family Dwellings: One parking space required instead of 2 spaces if no more than 50% addition is proposed.
- Multi Family Dwellings: No additional parking required if  $\frac{1}{2}$  the required parking is already provided, and the additions do not exceed 50%.
- Commercial Structures:
  - Applicability is dependent upon the original character of the designated structure
  - The parking reductions are based on the degree to which the historic character of the building is preserved and/or enhanced (50% or 75%)
  - Includes exterior and visible interior elements if integral to the historic building design

# Incentive Options

## REGULATORY RELIEF

- Relief from building code
- Relief from parking standards
- **Relief from Nonconforming Structure Requirements**
- Flexible setbacks for historic properties

### **Option 1:**

- Properties are allowed to increase existing nonconformities on expansions by matching existing setbacks, height, and other dimensional standards
- Properties are exempted from the 20% limitation on expansion of nonconforming structures
- Properties are exempted from the limitation on replacing (and expanding) nonconforming structures



# Incentive Options

## REGULATORY RELIEF

- Relief from building code
- Relief from parking standards
- **Relief from Nonconforming Structure Requirements**
- Flexible setbacks for historic properties

### **Option 2:**

- Designated buildings are exempt from non-conforming variances
- Properties located in multifamily zones where only one unit currently exists may apply for additional units without bringing existing nonconformities into conformance
- **Criteria:**
  - The additions do not diminish or detract from the historic significance of the original structure, and
  - If the addition is compatible in scale and character with the surrounding neighborhood

# Incentive Options

## REGULATORY RELIEF

- Relief from building code
- **Relief from parking standards**
- **Relief from Nonconforming Structure Requirements**
- Flexible setbacks for historic properties

### **Option 3:**

- Historic commercial structures may add up to 15% of the existing floor area, not to exceed 500 sf, without providing additional parking or bringing any existing nonconformities into compliance
  - Subject to review and approval by the design review board
  - The addition must be removed if the historical building is removed from the historic register

# Incentive Options

## REGULATORY RELIEF

- Relief from building code
- Relief from parking standards
- Relief from Nonconforming Structure Requirements
- **Flexible setbacks for historic properties**

### Example Program:

- Additions to historic structures can maintain setbacks up to the line of existing encroachments
- New construction must meet all setbacks as required by the Zoning Code and Building Code
- The Planning Director may establish a lesser setback of greater than 20% for a Registered Historic Resource property based on:
  - Compelling information from the applicant that the lesser standard is necessary to meet the goals of the Code and
  - Will protect the character of the adjacent properties and neighborhood



## Next Steps

# What to Expect Next

## □ Next Steps:

- ❖ Revise design guidelines text
- ❖ Develop graphics
- ❖ Open House in October to workshop the refined ideas + incentives

□ Thank you all so much for your dedication to this project!!!

# KETCHUM COMMUNITY CORE DESIGN GUIDELINES

Draft V1 | September 7, 2021

## Chapter 1: Introduction

### Background and Context

The downtown core of the City of Ketchum, referenced herein by the associated zone district of the Community Core, has been ever evolving since its conception in the late 1800's. Initially influenced by mining and later known as a premier resort community, the Community Core's roots are in the people that call Ketchum home. Many of the small one-story bungalows erected by the original settlers still stand, despite current development pressures to maximize property development. These development pressures present the City with the challenge of balancing preservation and development.

In October of 2020, the City of Ketchum took the first large step toward finding that balance by enacted an emergency ordinance to place a ninety-day stay on all demolition of historically significant buildings within the Community Core in order to assess the need for historic preservation regulations. As a result of public outreach to assess the community values with regards to historic structures, it was determined that the highest priority was to preserve buildings associated with significant people or events rather than preserving buildings based on architectural style. During the ninety-day stay, an interim ordinance was developed to establish the foundation of historic preservation in the Community Core. The ordinance included the following four primary components:



### Updated List of Existing Historic Structures

Established a list of 26 buildings determined to be historically significant



### Appointed the Historic Preservation Commission

The Commission consists of representatives from the Planning and Zoning Commission in and members of the public that have a demonstrated interest, competence or knowledge in history or historic preservation.



### Updated Demolition Requirements For Older Buildings

For any building in Ketchum over 50 years old, a demolition permit may not be issued until a building permit has been issued for the replacement project. This does not apply to unsafe buildings as determined by the Building Official.



### Established Process for Alterations to Existing Historic Structures

Establishes an application, review process and review criteria for proposed exterior alterations or demolition of buildings on the list, similar to the design review process. Establishes minimum maintenance standards for buildings on the list and enforcement provisions for alterations that occur without permits.



The interim ordinance was adopted with an expiration of one year from the date of adoption and was to be followed with development of a permanent ordinance and design guidelines to represent an overall vision for the Community Core to guide future development. The design guidelines herein are the result of the year-long process following adoption of the interim ordinance. The design guidelines were developed through a process of reviewing the existing conditions, modeling current development code regulations, and assessing the desired character through conversations with appointed and elected officials as well as the community at large.

## Applicability

The Community Core Design Guidelines will apply to all new development, infill development, and re-development within the Community Core Zone District per the map below. The Design Guidelines are supplemental to the standards in Title 17 – Zoning Regulations.



The basic difference between the Retail Core and Mixed Use Sub Districts is that the Retail Core requires commercial/retail space on the ground floor and allows a zero foot front and side street setback. The Mixed Use Sub District allows for 100% residential building and requires an average setback of five feet at front and side streets. Both sub districts allow for a forty-two foot building height and require the fourth floor to be setback ten feet from all property lines.

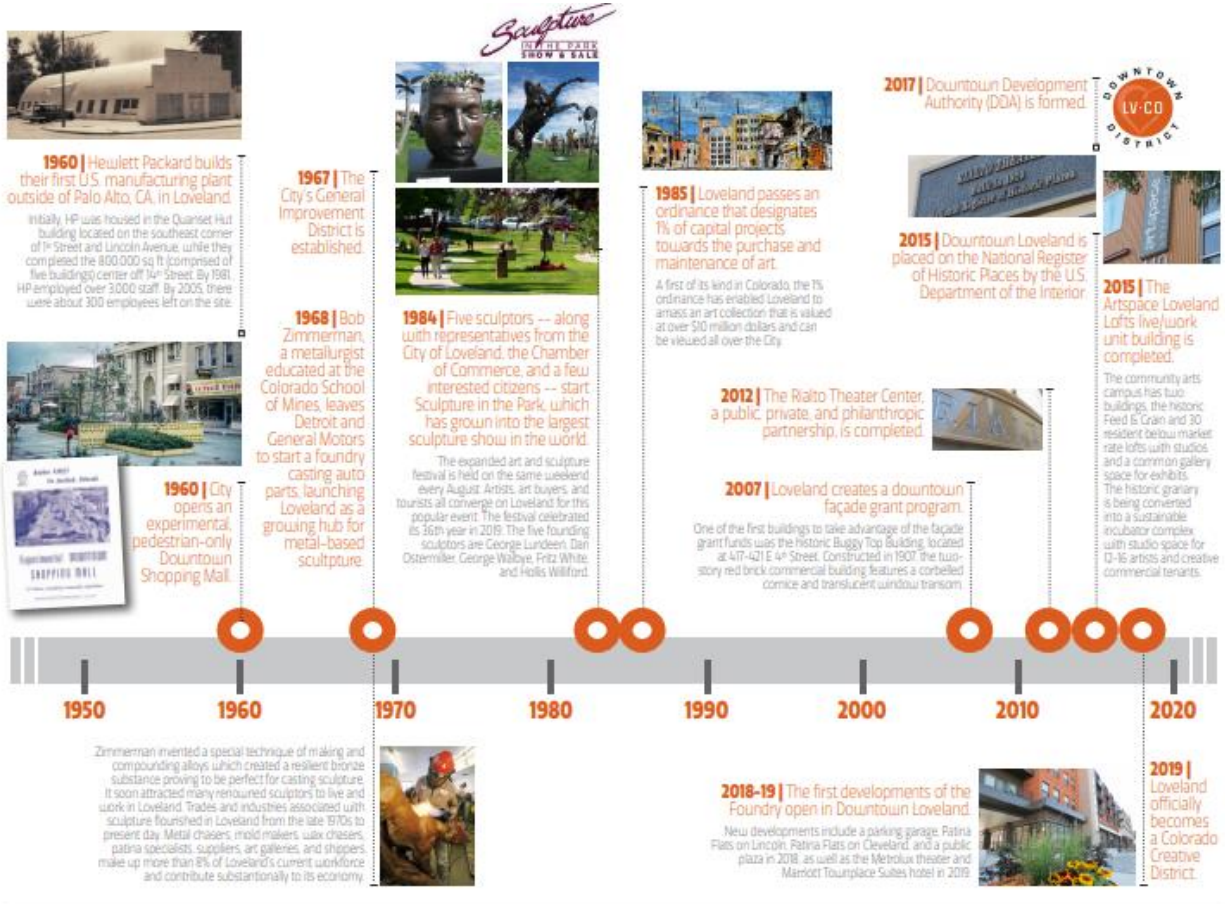
## Amendment Procedures

Ketchum City Council and Planning Commission may review and adopt amendments to these Design Guidelines between updates to ensure that the document continues to address current issues and provides clear and realistic direction for development of the Community Core. A major update to these Design Guidelines should be prepared at least every five years or as

directed by the Planning Commission and/or City Council to ensure harmonious and coordinated development of Ketchum.

## History

Develop and include a timeline similar to the one below with assistance from the HPC in identifying the key points in history to highlight.





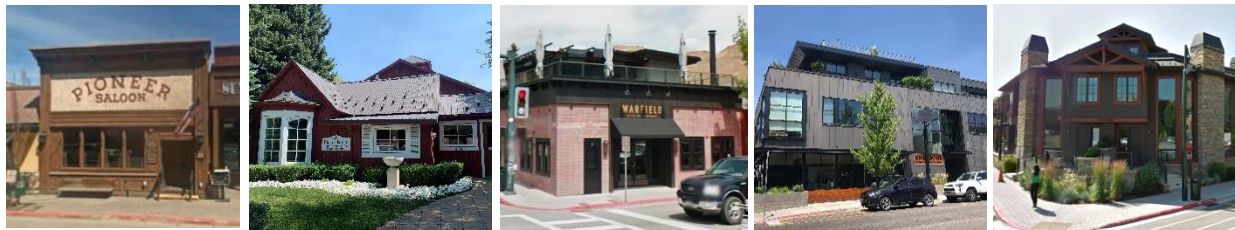
# Chapter 2: Community Core Character

## Existing Character of the Community Core

The existing character of Ketchum's Community Core has often been described as a unique, western, "hodge-podge" of architectural styles, reflective of its mining town roots. Given that the buildings within the Community Core span a decade and a half of architectural styles, it's no easy task to define one specific style but we can identify specific characteristics of existing buildings that represent the perceived character. Guided by conversations with the community, the following images and text have been compiled to represent the existing character of the Community Core.

### The character of the Community Core is:

The Pioneer Saloon, the Picket Fence, the Warfield, the Kneebone, and 101 First



### Common Themes:

- Wood, brick, and stone
- One to three story building height
- Upper floor step backs
- A mix of flat and pitched roofs

### The character of the Community Core is not:



### Common Themes:

- Too much glass
- Materials and colors are too cold and stark
- Not enough trees
- Too modern and "big city" for Ketchum

## Desired Character of the Community Core

The character of the Community Core *should be*:



### Common Themes:

- Spaces for pedestrian gathering, both at the ground level and on rooftop or upper floor step backs – people contribute to the character of the community
- Wood and brick materials
- Landscaping, especially trees
- Pedestrian-oriented signage that is integrated into the buildings and streetscape
- A balance of glass and other building materials
- Definition at the roofline for flat roofs
- Mining town, outdoor vibe
- Building height at street no more than three stories
- Creative use of architecture and spaces, authentic design

### Creativity is Encouraged

Architecture is such a subjective art and often-times what is considered beautiful to one person can be considered quite the opposite to the next. As we all know, trying to define one specific style for an entire downtown area is unrealistic, therefore the Design Guidelines are meant to guide designers with an overall vision for the Community Core. The Design Guidelines provide a general framework of desired elements and characteristics of buildings and pedestrian spaces, rather than define a specific architectural style. Ultimately, the City of Ketchum is seeking creative solutions to development that embrace and enhance the desired character of the Community Core.

## Chapter 3: Community Core Design Guidelines

### Building Orientation

- A. Site planning should take into consideration the existing landscape, grades, and slope of the subject site as well as off-site building elevations and design to create a unified project with a sense of identifiable place.
- B. Building facades shall provide at least one primary building entrance per building facade that faces a public right-of-way. In the case of corner lots, the building owner may select which street the main entrance faces.
- C. Building corners that face street intersections should be rounded, squared, recessed, or otherwise designed to soften the building edges for visual interest and an overall pleasant pedestrian experience.
- D. Use building massing, landscape, and architectural features to define intersections and public spaces along the block.

### Building Massing

- A. Sculpt large building mass to avoid the “canyon” effect along a street and provide visual variety by providing a variety of building heights along a block face.
- B. Break large projects into a series of appropriately scaled buildings so that no building is more than one hundred feet (100') in length at the primary façade.
- C. Monolithic slab-like structures that block views and overshadow the surrounding neighborhood are discouraged.

### Building Form

- A. In order to avoid blank walls, all facades facing a public street or alley, public plaza or pedestrian space, public parking lot, or facades that are more than five feet (5') from an interior side property shall include a distinct base, middle, and top whereas:
  - 1. The base, or ground floor, is representative of a traditional storefront and contain a minimum 50% transparency by way of windows and doors with no more than ten feet (10') of solid, blank wall surface between transparent elements,
  - 2. The middle contains a minimum of 30% and maximum of 50% transparency with ornamentation or banding to delineate the ground floor from upper floors, and
  - 3. The top includes roof details such as gables, cornices, or other comparable features that provide definition to the roof line.
- B. All new or infill buildings adjacent to a property on the historic building list shall include an additional ten-foot (10') step back at the third floor to soften the visual presence of the new building as compared to the historic building.

## **Building Articulation**

- A. Front building facades over fifty feet (50') in width or spanning multiple lots, shall be designed to appear as multiple buildings by using obvious changes in materials, window design, façade height, cornice treatment, or other architectural details.
- B. To add visual interest and diversity as well as incorporate pedestrian scaled features, building facades facing a public right away, drive aisle, or pedestrian space (such as public sidewalk, plaza or seating area) shall include at least four (4) of the following features:
  - 1. Contrasting material wainscot
  - 2. Decorative feature lighting
  - 3. Roof style changes, such extended as pitched or hip roof over an entry
  - 4. Column or tower accents with a minimum width of five feet (5') that extend at least two feet (2') from the primary façade both horizontally and vertically
  - 5. Recessed entryways
  - 6. Extended entryways reminiscent of the historic porches
  - 7. Columns, posts, or other features to define separate storefronts
  - 8. Bay windows extending a minimum of two feet (2') from the primary building façade
  - 9. Dormer windows
  - 10. Balconies or porches
  - 11. A façade setback of ten feet (10') or more for all or a portion of the third floor (applicable only to four story buildings)
  - 12. Window boxes or rooftop planters with plant material visible from the ground floor

## **Building Materials**

- A. Acceptable ground floor windows shall include metal or wood frames, transom windows, and kick plates between one and two and a half feet (1'-2.5') in height at the base constructed of quality materials complementary of the overall façade architecture. (include picture of windows with frames preferred and solid bank of glass windows as not preferred)
- B. Highly reflective or darkly tinted glass are inappropriate in ground floor glazing.
- C. Acceptable upper floor windows shall include frames and sills of a contrasting color or pattern. (include images of eyebrow windows as preferred and unframed brick window as not preferred)

- D. Façades that are visible from a public street, public plaza, or public pedestrian space shall be finished with quality materials that reinforce the pedestrian character of the Community Core to include the following:
1. Primary materials shall consist of brick, wood, or textured architectural panels
  2. Secondary materials to comprise less than 25% of the façade may consist of natural or synthetic stone, textured concrete, bronze, copper, wrought iron, wood timbers, or other accent materials
  3. Highly reflective materials, mirrored glazing, EIFS (Exterior Insulation and Finish System), tilt-up walls and plain, and smooth concrete are prohibited

### **Rooftop Forms**

- A. The design of the roof form and its components such as roof material, color, trim, and lighting should be an integral part of the architecture.
- B. Flat roofs shall incorporate a parapet wall with a cornice treatment, capstone finish, or similar feature and vary the parapet height a minimum of two feet (2') in vertical elevation change for every fifty feet (50') of linear façade.
- C. All vents and roof top mechanical equipment shall be painted so as to match the color of the roof or hidden from ground floor view by way of parapet walls.

### **Pedestrian Amenities**

- A. All facades facing a public street, public plaza, or pedestrian space, shall include flush mounted or elevated landscape planters for a minimum of 25% of the length of the façade on the ground level.
- B. All accent areas, exclusive of public sidewalks, including patios, outdoor seating areas, plazas and walkways between buildings shall be comprised of decorative paving (i.e., colored, stamped or exposed aggregate concrete, pavers, or brick) to differentiate from the primary pedestrian sidewalks. This is a great opportunity to incorporate pervious pavement.
- C. All buildings fronting on Main Street, 4<sup>th</sup> Street or Sun Valley Rd. shall include additionally public space in the way of outdoor seating, outdoor dining, or plaza space with a minimum depth of six feet.
- D. If public art is used, it should be integrated into the overall design of a project.
- E. Fencing used to delineate outdoor seating or extended outdoor space of a building for the express use of that building, shall be a maximum of forty-two inches (42") tall and be comprised of durable materials complementary of the architecture.
- F. Any tree located within a concrete area shall include tree grates and tree wells. Root barriers shall be required to limit future sidewalk damage from tree roots.

- G. Pedestrian lighting shall be required along in all pedestrian areas not illuminated by street and/or site lighting.
- H. Site furnishings shall be required for all pedestrian gathering areas and/or plaza areas. Furnishings may include flagpoles, benches, seating/tables, planters, bike racks, drinking fountains, waste receptacles and other similar amenities.

### **Signage**

- A. All signs must meet the requirements of Title 17 – Zoning Regulations.
- B. Signs shall be integrated into the building by complementing the architectural style, features, colors and materials and be located on the building façade so as to not cover any defining architectural features.
- C. The use of pedestrian oriented fin signs is encouraged for building facades that interface with high pedestrian traffic, such as along Main Street, 4<sup>th</sup> Street and Sun Valley Road.



## Chapter 4: Historic Preservation in the Community Core

### **Relationship of Design Guidelines to Historic Preservation**

The Design Guidelines in Chapter 3 are applicable to new and infill development within the Community Core District. Chapter 4 contains additional guidelines to ensure development of historic buildings continues to maintain the historic character as set forth in the criteria for eligibility.

Outline of potential elements to include (to be developed further following discussion on September 14):

- Important character defining features of historic buildings
- Importance of building façade
- Appropriate form and scale of additions