



DEPARTMENT OF PLANNING AND DEVELOPMENT

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STAFF REPORT
 ITEM NO. Two.

DATE: *June 8, 2015*

APPLICANT: *Staff*

ADDRESS: *District Wide*

COA REQUEST: *Guidelines Revisions*

PROJECT BACKGROUND AND DESCRIPTION:

The City of Little Rock through the CLG program applied for and received a grant for the revision of the Guidelines concerning Infill Development. The majority of these changes are a result of the work submitted by the consultant. Additional items that have been noted by Staff since the last revision have been added to the list to be reviewed by the Commission.

Please refer to the minutes of April 13 and May 11 for background information concerning citizen input and the discussion of the Key Issues Report.

In the pages below and the handouts of the Guidelines, all new text is in red and the existing text is in black.

As suggested in the Key issue report, the Guidelines have been reorganized as follows:

Old section numbers	Old page numbers	Headings/subjects	New Section Numbers	New page numbers
I	6-8	Overview	I	1-2
II	9-14	Historic Preservation in LR	II	3-6
IV	41-52	Treatment of original materials - residential	III	9
VIII	67-71	Treatment of original materials - Commercial and Mixed Use	III	9-10
		Individual Building Elements - Residential	III	11-20
		Individual Building Elements – Commercial and Mixed Use	III	21-26
V	53-54	<i>Additions</i>	IV	27-32
<i>V</i>	<i>55-56</i>	<i>New construction – residential</i>	<i>V</i>	<i>33-44</i>
<i>VIII</i>	<i>71</i>	<i>New construction - commercial</i>	<i>V</i>	<i>45-52</i>

VII	65-66	Relocation/demolition	VI	53-54
VI	57-64	Site design	VII	55-62
III	15-40	Architectural styles	VIII	63-88
I	1-5	Intro, legal and procedures	IX	89-93
IX	73-110	Appendices with state and local laws first	X	94-152

The bulk of the consultants work was revising New Construction Residential on pages 55-57 in Section V and New Construction Commercial on pages 71-72 in section VIII. Those pages have been removed and replaced with the Consultants text. They have been formatted to match the format of the document.

It is the goal of Staff to reshoot all photos in the Guidelines in color before publication.

There are small edits that are being proposed by Staff to update the Guidelines. Some are typos and clarifications and some are substantive. They are described below.

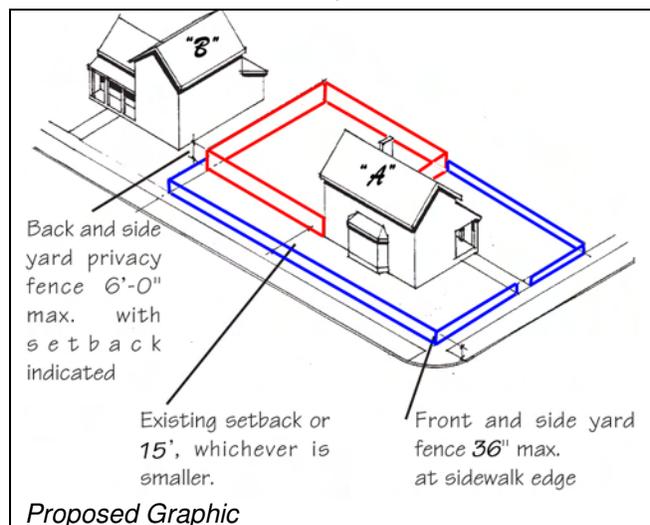
Staff has updated the number of total districts in the city on the first page of the “Overview of Historic Preservation and Design Guidelines” on Guidelines page 1 from thirteen to twenty.

Staff has submitted in this report to add to the language for the review of moving houses into the district. The language was very broad and vague and needed clarification. That language is attached on Guidelines page 53.

Staff has submitted a modification to the Fences section under “Design Guidelines for Site Design” on Guidelines page 56 and 57. When the backyard of a corner property “A” abuts the front yard of the adjacent property “B”, and when property “A” sites on a corner and installs a fence taller than 36” abutting the street, it may diminish the front yard of property “B”. The zoning ordinance states that between a required building setback line and a street right-of-way, the maximum height shall be lower than other fences in the rear yard. The zoning ordinance would require the street facing privacy fence (greater than 4’ tall) to be set back the distance of the side yard setback of 10% of the lot or 5 feet. Those five feet may differ from the actual setback of the primary structure. The HDC may be stricter than the zoning code, but cannot be less strict without the project having a public hearing with the Planning Commission or the Board of Adjustment.

The proposed language is below and the complete page is shown near the end of this document.

Fences in side and rear yards with street frontages should not impede views of adjacent houses that have a different orientation. For those fences, the location of the fences that are in excess of 36”, as shown in red, should be the wall of the primary building or 15’, whichever is less.



On Guidelines page 90, in the middle of the page under “This COA requirement does not apply to:” the following changes have been made. An additional condition was added the last time the Guidelines were edited, but the “or” was left between condition 2 and 3 instead of being moved to between condition 3 and 4. In tis edit, additional text of “as defined by the zoning ordinance” was added to condition number 1.

In the Appendix, on guidelines page 97, the information on the Central High National Register District has been updated with the current numbers. On guidelines page 96, the MacArthur Park national Register District numbers have also been updated.

On guidelines page 102 in the “comparison of the National Register and Local Ordinance Historic Districts, there were two typos. The words “patters of intake” should be “patterns of intact”. Also, state income tax credits needed to be added to the text.

On guidelines page 126, text has been changed to not require COAs for tuck-pointing of brick. It has also been changed on guidelines page 131 under the Maintenance appendix.

Updated graphics will be added on page 95 under appendix A – Map of Historic Districts. Dunbar NR District needs to be added to the map.

NEIGHBORHOOD COMMENTS AND REACTION: At the time of distribution, there were no comments regarding this application.

STAFF RECOMMENDATION: Approval.

I. INTRODUCTION AND OVERVIEW OF HISTORIC PRESERVATION AND DESIGN GUIDELINES

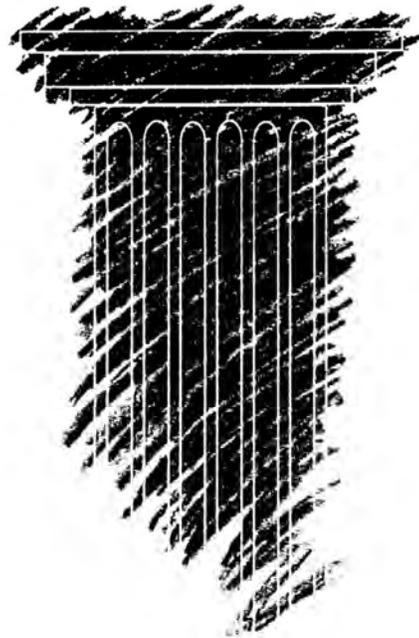
Preserving historic resources makes good economic sense. Vital and attractive inner-city neighborhoods define the unique character and heritage of a city and promote the overall quality of life by reusing established infrastructure. Throughout the country, historic neighborhoods are becoming important magnets for heritage tourism.

Little Rock's MacArthur Park Historic District is a local ordinance historic district that surrounds and encompasses a national historic landmark – the Old U.S. Arsenal constructed in 1840 as part of a United States military post. Before becoming a local ordinance historic district, the MacArthur Park Historic District was listed on the National Register of Historic Places. As of this writing, there are **twenty** other National Register Historic Districts in Little Rock. (See Appendix B.) A few blocks of the MacArthur Park Historic District are also located in the Governor's Mansion Area of the Capitol Zoning Districts and are regulated by the Capitol Zoning District Commission with respect to zoning restrictions and the issuance of certain permits. (See Appendix C for comparison of National Register Historic Districts, Local Ordinance Historic Districts, and National Landmarks.)

The purpose of this manual is to provide information about the requirements that must be met prior to undertaking construction, demolition, and certain other changes to property located within the MacArthur Park Historic District. (See map of the MacArthur Park Historic District on page 2.) This manual is designed to guide property owners with respect to whether Historic District Commission approval is required for a particular project, the procedural steps that must be followed to submit a proposal for review by the Commission, and the design standards that will be considered by the Commission in making its determination of appropriateness.

Historic district guidelines are based on design principles and preservation standards used by historic district commissions nationwide and on federal standards for rehabilitation of historic buildings. In addition to explaining the philosophy and value of historic preservation, these guidelines provide illustrations that note the architectural styles and landscape features that are the character-defining elements of the MacArthur Park Historic District. These are, therefore, the elements that should be retained and protected by the property owner. Solutions for rehabilitation and recommendations regarding new construction are provided by these guidelines to help preserve the historic character of the District and to allow change that is appropriate to the District's historic integrity.

The U.S. Secretary of the Interior's standards for historic preservation projects were initially developed in 1977 to assist the long-term preservation of the historic significance of properties listed on the National Register of Historic Places. These federal standards are used by the Secretary of the Interior to determine the appropriateness of a proposed rehabilitation project when the owner is seeking financial



VI. GUIDELINES FOR RELOCATION AND DEMOLITION

Relocation

Preserving and restoring buildings on their original sites should be a priority for all significant structures which contribute to the overall character of an historic district. However, if the use of the land, on which the building is situated, must significantly change and therefore requires removal of an historic structure, relocating the building within the district is an acceptable alternative to demolition.

Many historic districts encourage vacant lots to be filled with historic structures, which need to be moved from their original sites. This may be appropriate if the building is compatible with the district's architectural character in regards to **building orientation, building setbacks, building scale & massing, roofs, facades, foundations, architectural detailing, materials, and site design. The new foundation walls should be compatible with the architectural style of the building and the surrounding buildings.**

If a proposed building is to be moved within the district or into the district and the building's architectural style and the date of construction is not within the period of significance of the district, the building should be reviewed to a higher standard than those buildings that are of an architectural style and date of construction that is within the period of significance of the district when considering a Certificate of Appropriateness.

The Little Rock **Department of** Planning and Development can advise anyone contemplating relocating a building of the applicable regulations and permits.

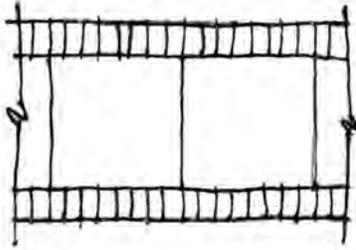
Demolition

Demolition of significant buildings, which contribute to the historic or architectural integrity of an historic district, should not occur. The loss of a "contributing" historic building diminishes the overall character of the district and could jeopardize the National Register Historic District status. Demolition by neglect occurs when routine maintenance procedures are not followed, allowing damage from weather, water, insects or animals. Proper routine maintenance and/or rehabilitation are strongly recommended.

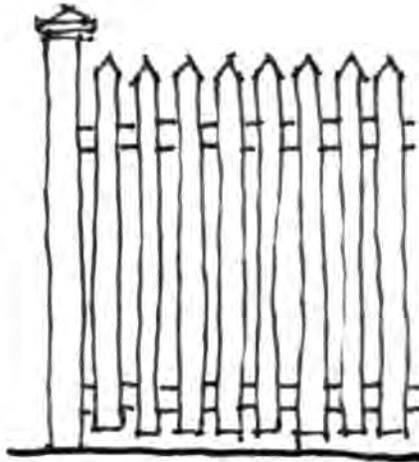
Care should be taken when reviewing for an application for demolition of a structure that was not 50 years old at the time of the survey, but are now or close to 50 years old at the time of application. If the district was resurveyed, these buildings may be contributing, but may not be contributing. These applications should be taken on a case by case basis and carefully examine the architecture of the individual building as well as their context within the district.

Under certain conditions, however, demolition permits may be granted by the Historic District Commission:

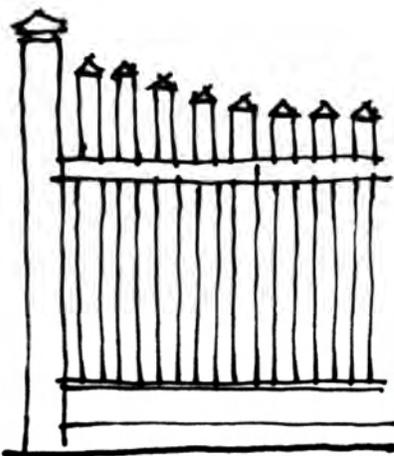
1. The public safety and welfare requires the removal of the building, as determined by the building or code inspector and concurring reports commissioned by and acceptable to the LRHDC from a structural engineer, architect, or other person expert in historic preservation.
2. Rehabilitation or relocation is impossible due to severe structural instability or irreparable deterioration of a building.
3. Extreme hardship has been demonstrated, proven, and accepted by the LRHDC. Economic hardship relates to the value and potential return of the property, not to the financial status of the property owner.
4. The building has lost its original architectural integrity and no longer contributes to the district.



Plan view of concrete sidewalk with brick edging.



Wood fence with flat wood pickets



Wood fence with square wood pickets with varying heights of pickets.

1. Sidewalks:

Sidewalks that are original to the property or district should be preserved. If they have deteriorated and are dangerous, replace them with similar materials (stone, brick or concrete.) Newly introduced sidewalks should be brick or smooth concrete in patterns, dimensions, colors, and placement like original or early sidewalks in the district. They should not be asphalt or concrete surfaced with aggregate or pebbles.

2. Planned Green Space:

Green space between streets and sidewalks, frequently planted with grass and street trees should be retained. Plant appropriately sized trees, so that they will not conflict with overhead utility lines.

3. Fences and Retaining Walls:

Fencing on street frontage & front yard—36"
Rear yard fencing—72"

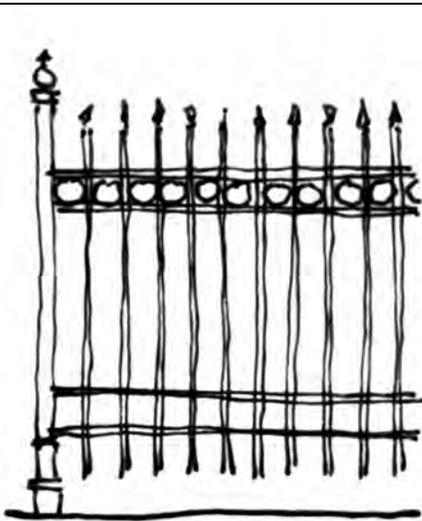
Iron, wood, stone, or brick fences or walls that are original to the property (at least 50 years old) should be preserved. If missing, they may be reconstructed based on physical or pictorial evidence. Sometimes a low stone or brick wall supports an iron or wooden fence.

Fencing material should be appropriate to the style and period of the building. Cast iron fences were common through the Victorian period and should be retained and maintained. Wrought iron and bent wire fences are also historic.

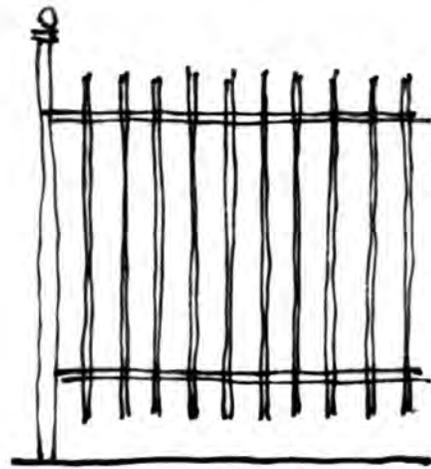
Fences may be located in front, side, or rear yards, generally following property lines. Fences with street frontage should be no taller than three feet (36") tall. On wood fences, pickets should be no wider than four inches (4") and set no farther apart than three inches (3"). The design shall be compatible with and proportionate to the building. For larger scale properties, fence heights should be appropriate to the scale of the building and grounds.

Fences in side and rear yards with street frontages should not impede views of adjacent houses that have a different orientation. For those fences, the location of the fences that are in excess of 36", as shown in red, should be the wall of the primary building or 15', whichever is less. See sketch on next page.

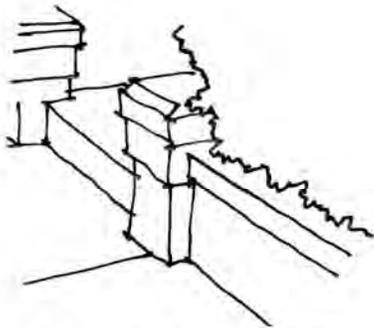
Fences in the rear yards and those on side property lines without street frontage may be 72" tall. The privacy fence



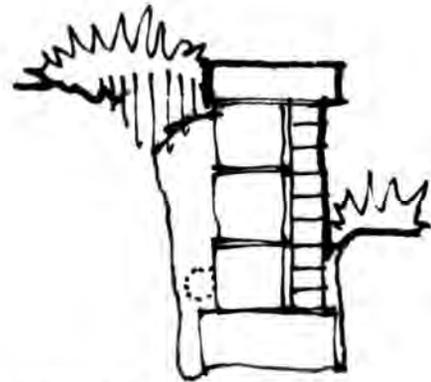
Ornate ornamental iron fence.



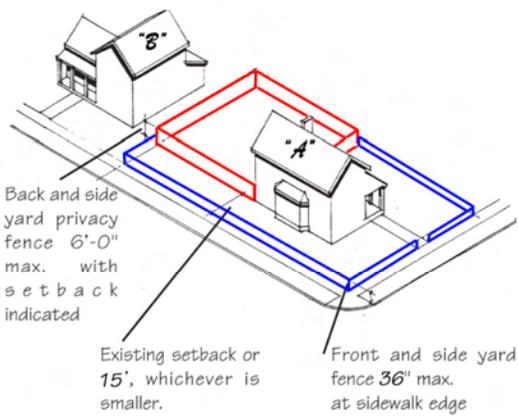
Simple metal ornamental iron fence.



Historic retaining walls should be preserved or repaired (523 E 7th St.).



Section of retaining wall of concrete block and brick veneer.



Fence height and setback requirements for a corner residential lot with adjacent residence.

APPENDIX C. LITTLE ROCK NATIONAL REGISTER HISTORIC DISTRICTS

MacArthur Park Historic District

Contains houses, commercial and institutional structures built between 1840 and 1960, including Federal, Greek Revival, Italianate, Second Empire, Queen Anne, Romanesque Revival, Colonial Revival, Neoclassical Revival, Craftsman, and 19th & early 20th century commercial styles.

Designated: 1977, amended 2015 (national designation)
Local Designation: 1981 (local boundaries same as national)
Total Structures: 238
Contributing: 170 (71%, 17 listed individually)
National Historic Landmark: 1 (Old U.S. Arsenal)
Boundaries (roughly): East Capitol on the north; East 15th on the south; Ferry & I-30 on the east; Cumberland and Scott on the west.

Governor's Mansion Historic District

Primarily residential structures built 1880-1930, including Gothic Revival, Queen Anne, Romanesque Revival, Colonial Revival, Neoclassical Revival, Stick Style, English Revival, Spanish Revival, American Foursquare, Craftsman styles, featuring 1948-50 Jeffersonian-style Governor's Mansion

Designated: 1978; amended 1988 and 2001.
Capitol Zoning designation for portions of the National Register district: 1975; ordinance adopted 1998; amended 1999.
Total Structures: 706
Contributing: 500 (71%; 38 listed individually)
National Historic Landmark: 1 (Joe T. Robinson House)
Boundaries (roughly): West 13th on the north; Roosevelt Road on the south; Louisiana and Arch on the east; Chester and Gaines on the west NOTE: The majority of this district is incorporated in the Capitol Zoning District, a state agency which governs use, zoning, design, etc.

Marshall Square Historic District

Solid block of vernacular 1918 rental houses.
Designated: 1979
Total Structures: 16
Contributing: 16 (100%)
Boundaries: 17th Street on the north; 18th on the south; McAlmont on the east; Vance on the west.

Hillcrest Historic District

Contains houses, commercial structures, and institutional buildings, erected 1890 -1940, including Queen Anne, Colonial Revival, English and Spanish Revival, American Foursquare, Craftsman, Art Deco, Moderne, and Early 20th Century Commercial styles.
Designated: 1990; amended 1992
Total Structures: 1460
Contributing: 927 (63%; 6 listed individually)
Boundaries (roughly): Kenyon, Cedar Hill and Oakwood on the north; Markham on the south; Woodrow on the east; Harrison and Jackson on the west.

Boyle Park

Contains structures built 1935—1937 by Civilian Conservation Corps in the Rustic style.

Designated: 1995

Total Structures: 8

Contributing: 8 (100%)

Boundaries (roughly): 38th Street, Dorchester Drive, Covewood Circle, Glenmere Drive, and West 12th Street.

South Main Street Apartments Historic District

Pair of 1941 Colonial Revival structures

Designated: 1995

Total Structures: 2

Contributing: 2 (100%)

Boundaries: east side of Main Street (#2209 and 2213 Main).

Central High School Neighborhood Historic District

Structures built between 1900-1930 reflecting a variety of architectural styles, surrounding the National Historic Landmark Central High School

Designated: **1996, amended 2012**

Total Structures: 812

Contributing: 410 **(55.7%; 9 listed individually)**

National Historic Landmark: 1 (Central High School)

Boundaries (roughly): West 12th and 14th on the north; Wright and Roosevelt on the south; Martin Luther King on the east; Thayer and Schiller on the west.

Railroad Call Historic District

1906 transitional Colonial Revival-style railroad worker housing

Designated: 1997

Total Structures: 3

Contributing: 3 (100%)

Boundaries: west side of South Pulaski (#108 – 114), due east of Union Station.

East Markham Street Historic District

1870's-1905 commercial buildings

Designated: 1999

Total Structures: 3

Contributing: 3 (100%)

Boundaries: south side of President Clinton Avenue, east of Cumberland; #301-303, 305-307, 313, & 323 President Clinton Avenue.

Philander Smith College Historic District

Structures related to an historically African-American college, and the Methodist Church originally on the campus.

Designated: 1999

Total Structures: 8

Contributing: 5 (63%)

Boundaries: 11th, 13th, Izard, and State Streets.

Little Rock has one local ordinance historic district under the jurisdiction of the Little Rock Historic District Commission: The MacArthur Park Historic District. Through the Capitol Zoning Commission, the State of Arkansas maintains similar jurisdiction over the Governor’s Mansion Historic District and areas around the Arkansas Capitol Building.

National Register District	Local Historic District
<ul style="list-style-type: none"> • Identifies significant properties and districts for general planning purposes • Analyzes and assessed the historic character of the district • Designated historic areas based on uniform national criteria and procedures • Sets district boundaries tightly, based on the actual distribution pattern of intact historic properties in the area • Makes available specific federal and state tax incentives for preservation purposes • Provides a limited degree of protection from the effects of federally assisted undertakings • Qualifies property owners for federal and state grants for preservation purposes, when funds are available • Does not restrict the use of disposition of property or obligate private property owners in any way • Does not require conformance to design guidelines or preservation standards when property is rehabilitated unless specific preservation incentives (tax credits, grants) are involved • Does not affect state and local government activities • Does not prevent the demolition of historic buildings and structures within designated areas 	<ul style="list-style-type: none"> • Protects a community’s historic properties and areas through a design review process • Protects the historic character and quality of the district • Designated historic areas on the basis of local criteria and local procedures • Sets district boundaries based on the distribution pattern of historic resources plus other preservation and community planning considerations • Provides no tax incentives for preservation purposes unless such are provided by local tax law • Provides no additional protection from the effects of federally assisted undertakings • Does not qualify property owners for federal or state grants for preservation purposes • Does not restrict the use to which property is put in the district or require property owners to make improvements to their property • Requires local commission review and approval, based on conformance to locals design guidelines, before a building permit is issued for an “material changes” in appearance to the district • Does not affect federal, state and local government activities • Provides for review of proposed demolition within designated areas; may prevent or delay proposed demolitions for specific time periods to allow for preservation alternatives

APPENDIX K: GUIDELINE CHART

**May require a building permit*

TYPE OF WORK	COA NOT REQUIRED	COA REQUIRED	PERMIT REQUIRED
Additions		X	X
Architectural Details (Brackets, Shingles, Cornices, Eave Trim Etc.)		X	X
Awnings and Canopies		X	X*
Brickwork—New		X	X
Chimneys		X	X
Curb Cuts			X
Decks		X	X
Demolition		X	X
Doors		X	X*
Fans		X	
Fencing, Fences, Retaining Walls		X	X*
Fire Escapes		X	X
Foundations		X	X
Garbage Collectors (For Institutional / Commercial Buildings)		X	
Glass replacement (Matching Original)	X		
Glass replacement (Not Matching Original)		X	
Historic Glass Removal		X	
Handicapped Ramps		X	X*
Landscaping—Plant materials only (Also See Sidewalks, Retaining Walls for hardscape items)	X		X*
Light Fixtures		X	
Masonry—Brickwork Tuck-pointing and Cleaning	X		X*
Material changes (Siding, Metal, Brick, Etc.)		X	X
Mechanical systems (Includes Window Units, Exhaust Fans, Etc.)		X	X
Moving Buildings		X	X
New Construction: Primary Structures		X	X
New Construction: Outbuildings		X	X

APPENDIX M: MAINTENANCE ADVICE

MATERIALS

1. Prevent water from making contact with exterior wood siding. Of particular importance is keeping all gutters and downspouts in good repair to keep water from infiltrating the wood surface.
2. All exposed wood should be kept painted or treated with preservatives.
3. Repairs for wood siding such as cracks can be made through the use of waterproof glue or plastic wood. Large cracks may be filled with caulk followed by putty or plastic wood. The surface should then be sanded, allowed to dry and painted.
4. Where exterior siding has to be replaced the use of pressure treated wood is recommended to prevent deterioration.
5. Keep exterior brick clean of mildew, efflorescence and dirt. Also, keep exterior brick clean of vines, ivy and other plant materials. Washing with detergents and water are best for exterior masonry and mortar. Sandblasting, waterblasting and other abrasive cleaning methods are detrimental to historic buildings and should not be used.
6. Repointing of historic mortar should be with a mortar which matches the original in **composition of mortar, dyes or colorants, and type of mortar joint to be appropriate and watertight.** Most mortar from before 1900 was composed of lime and sand and a mortar with similar content should be applied. The use of Portland cement is discouraged because it will damage the brick. **Property owners should seek advice from Staff onsite to determine the best scope of work for tuck-pointing. Discussions should include the contractor executing the work for best results.**
7. Most silicone based or waterproof coatings have limited effectiveness and may actually add to moisture problems by not allowing the brick to breathe. The use of these products is discouraged.

ROOFS, CORNICES, CHIMNEYS

1. Check the roof regularly for leaks, deterioration of flashing and worn roof surfaces, such as rolled or asphalt shingles. An inspection of the upper floor or attic space during or following a rainstorm can also assist in detection of water related problems.
2. Know what metals are used in your cornice or roof's flashing and use only similar metals during replacement or repair. Different metals should not touch each other or a galvanic reaction may occur leading to corrosion.
3. Metal roofs and cornices should be kept painted to prevent rust and deterioration. Appropriate paints include those with an iron oxide oil base. Asphalt based paints and aluminum paints should not be used on historic metals as they could accelerate the rusting process.
4. Chimneys should be regularly checked for cracking, leaning, spalling and infestation by birds and insects. The use of chimney caps over chimneys or flue openings is recommended to keep