

# 2020 UDOT RESEARCH PROBLEM STATEMENT

**Problem Statement deadline is March 16, 2020. Submit statements to [UTRAC@utah.gov](mailto:UTRAC@utah.gov)**

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**Title:** Utah Post-War Residential Architectural Context and Evaluation Criterion Development    **No. (Office Use):** 20.05.06

**Written By:** Elizabeth Giraud, AICP    **Organization:** UDOT Environmental    **Email:** [egiraud@utah.gov](mailto:egiraud@utah.gov)

**Phone:** 801-633-8484

**Submitted By UDOT Employee:** Elizabeth Giraud    **Email:** same    **Phone:** same

**UDOT Champion (if different):** Liz Robinson    **Email:** [lizrobinson@utah.gov](mailto:lizrobinson@utah.gov)    **Phone:** 801-910-2035

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## 1. Write a brief research project objective:

UDOT's Cultural Resource staff seeks to establish National Register of Historic Places (NRHP) eligibility criterion for residential buildings constructed from 1945 to 1980 (post-war era) in Utah. For many years UDOT has relied on merely assessing historic buildings through age (45 years or older) and integrity (historic appearance) in agreement with the Utah State Historic Preservation Office (SHPO). UDOT has not determined the actual significance of the properties based on the NRHP criterion, which include associations with broad patterns of history or significant people, the embodiment of distinctive design or construction, or having the potential to yield important information of the past. Until recently the basis for UDOT's limiting the application of NRHP criterion has been cost- and time-effective but has also been very superficial. Now, however, UDOT's projects are increasingly resulting in adverse effects to historic buildings constructed during the post-war era due to both the prevalence of buildings from this period and the location of UDOT's projects. The Environmental Division intends to hire a qualified and knowledgeable consultant to develop a report describing the historical context of and establish statewide evaluation criterion for post-war residential architecture to achieve the following:

- Accurately evaluate historic properties, anticipating that the number of adverse effects associated with UDOT projects will decrease.
- Provide a scholarly basis of Utah's post-war built environment that will assist other state and federal agencies in environmental compliance review.
- Employ a methodology useful to other DOT cultural resource professionals struggling to evaluate post-war residential architectural resources.

## 2. Explain the problem and why this research is important: (*Importance reflects 50% of the statement score*)

UDOT is required to assess the NRHP eligibility of all properties at least 45 years old that could potentially be impacted by a UDOT project. This is a necessary step to comply with Section 106 of the National Historic Preservation Act, Section 4(f) of the Department of Transportation Act, and the National Environmental Policy Act. Due to Utah's economic growth in the post-war years, particularly in the 1960s and 1970s, many residential properties were built in this era. The Cultural Resource staff is confronting an increasing number of buildings that have come into period because of the state's growth, the location of UDOT projects, and the fact that the buildings have reached the 45-year mark. Since 2015, when dwellings constructed in the 1970s aged into the historic period, the confluence of these three developments has become especially problematic, indicated by the fact that 80 percent of buildings within project study areas were constructed in the post-war era.

However, no overview of Utah's architectural history of the post-war era exists to guide UDOT's staff and consultants in determining the significance of dwellings from this era. Without an understanding of the architectural development of this period in the state, it is difficult to determine if properties are actually historically significant because there is no framework or supporting documentation for making these decisions. UDOT's past approach of relying only on age and integrity has resulted in UDOT's determination of more buildings than necessary as eligible, costing the department in schedule and budget for Section 106 consultation, Section 4(f) individual evaluations, and mitigation. Furthermore, in its effort to avoid these buildings, UDOT often selects alternatives requiring acquisition of additional

non-historic properties causing social and financial disruption to property owners.

The need to fully investigate post-war architecture has been experienced among cultural resource professionals nationally. In response, other state transportation agencies have undertaken similar projects, most notably in California, Georgia, and Nevada. These studies provide critical background context and evaluation criteria that allow these agencies to properly evaluate historic properties in these regions.

**3. Describe how the research results will be implemented and benefit Utah: (*Implementation reflects 50% of the statement score*)**

Elizabeth Giraud, the UDOT Architectural Historian, will be the project manager. Because the acceptance of the project by SHPO is critical to the success of its implementation, she will coordinate the progress of the project with the consultants and the SHPO, who will also be invited to serve on a steering committee the Cultural Resource staff intends to establish. Once the project is completed and accepted by UDOT and SHPO, the results of the project will be communicated to all consultants in the UDOT Architectural History Contractors Pool and added to the Environmental Manual of Instruction for immediate implementation. During all forthcoming UDOT projects, both the Architectural Historian and consultants will apply the revised eligibility criterion to the documented architectural resources as part of the environmental review process.

The UDOT Cultural Resource staff will also disseminate the report to entities required to comply with Section 106, including local governments and other agencies such as UTA, HUD, and the FCC. In addition, through the Transportation Research Board Cultural Resource Subcommittee, UDOT will disseminate the report to the cultural resource specialists of other state DOTs. The unique methodology we will employ of testing the criterion versus surveying large areas (see Research Task 3.a) may instruct other DOTs who have access to large data sets but similarly struggle with effectively determining eligibility.

This proposed project will benefit Utah by reducing the amount of properties deemed historic based solely on age and integrity. Within UDOT, using these refined criterion will affect transportation decisions and will result in saving time and money currently used for alternatives development, review, and mitigation. These savings will benefit not only region staff and project managers but the entire project development process, including but not limited to Right-of-Way, Utilities, and Construction. Outside UDOT, the efficiencies resulting from the proposed project will enable UDOT Environmental to better partner with communities for meaningful mitigation projects that would recognize truly significant historic buildings and sites and benefit the state's cultural resource efforts as a whole. Overall, the project will be a valuable contribution to understanding an overlooked period of architectural and planning history in Utah.

**4. List the major research tasks:**

Major research tasks include the consultant doing the following:

1. Compile the existing data and resources concerning post-war residential building in Utah. Data will be focused on, but not exclusive to, Wasatch Front counties. Data sources will include, but not be limited to, county assessor property records, previously documented properties in the SHPO database, subdivision plats, and demographic trends. Due to the availability of such large data sets, the applicants do not anticipate that the consultants will undertake additional historic resource surveys.
2. Prepare a context report analyzing the data to describe the history of residential home building in Utah for the period 1945 to 1980 focused on architecture, construction, and subdivision development. The context will provide an understanding of the influence of design, finance, transportation, demographics, and land-use planning on both the building of individual residences and subdivision design. The context will place Utah's post-war residential construction experience within a national perspective.
  - 2.a. Determine periods of significance for both individual buildings and subdivisions
  - 2.b. Identify various styles and types of residential design and articulate the defining features of each type and style.
3. Develop NRHP evaluation criterion for post-war residential architecture in Utah. This task will include an outline of common types of alterations and guidance on how to consider these alterations when assessing integrity and significance under section 106. The criterion will be the result of the conclusions developed in the context and serve as recommendations for determining eligibility.
  - 3a. The consultants cannot determine the eligibility of every post-war dwelling in Utah. Instead, it is anticipated

that the consultants will choose a number of residential subdivisions to test the evaluation criterion to understand the suitability of the evaluation criterion.

**5. List the expected research deliverables (reports, manual, specification, design method, training, video, etc.):**  
The deliverables will be a consultant-produced report documenting the research tasks outlined above.

<b>6. Requested from UDOT:</b> \$50,000	<b>Other/Matching Funds:</b> \$200,000	<b>Total</b>
<b>Cost:</b> \$250,000		

**Briefly explain funding sources:** The applicants are in the process of securing UDOT funding in the FY 2021 budget and realize that their request from UTRAC is contingent upon procurement of these additional funds.

**7. Outline the proposed schedule, including start and major event dates:**

The applicants anticipate that this project will be completed within a year of NTP, with major milestones including:

- Task 1: July 1 to September 14, 2020: Review existing research, develop historic context outline, identify gaps in research, complete additional research.
- Task 2: September 15, 2020 to January 18, 2021: Prepare historic context, focusing on state- and local-level themes.
- Task 3: January 18 to April 5, 2021: Develop NRHP evaluation criterion.
- Task 4: April 12 to May 17, 2021: Final product development and implementation.

All periods delineated above include a review time for UDOT and SHPO staff.