GOAL FORMULATION AND ACHIEVEMENT IN HISTORIC DISTRICT PRESERVATION

by

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We accept this thesis as conforming to the

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THE UNIVERSITY OF BRITISH COLUMBIA

May, 1970
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Date May 4, 1970
ABSTRACT

Each year millions of Canadian and Americans return to their country from visits abroad praising the varied character, the sense of distinctiveness, the historic charm and the rich atmosphere of the cities they have visited. Simultaneously, North America each year demolishes more vestiges of its historical heritage as it proceeds to pave more streets and parking lots and erect bigger and taller buildings. In this urgent process of building and rebuilding, irreplaceable remnants of our urban past which can give North American cities some of the highly-praised charm and atmosphere found in Europe are frequently obliterated as the 'unavoidable' price for growth and progress.

Throughout the last century many individuals and private societies have, nevertheless, attempted to save and preserve some of the most noteworthy relics of our cities past for the enjoyment of present and future generations. Since about 1950 this embryonic preservation movement has redirected its emphasis from the saving of individual buildings to the preservation of entire historic districts within North American cities. Traditionally, the impetus for and the costs incurred in historic district preservation have been solely the responsibility of the private sector. The last few years, however, have seen a rising involvement of all levels of government in district preservation. Urban government, throughout the continent, is taking a serious look at the viability of restoring and rehabilitating declining but potentially rich neighbourhoods. Historic district preservation has at this point in time truly entered the ambit of city planning and it is vitally important that the planning profession
appreciate the techniques and procedures now available to guide and facilitate success in this activity.

This study was directed at discovering what is currently being done by planners to maximize success in historic district preservation. A broad survey of some 68 different historic district projects in North America served as the vehicle for this examination and an examination of goal formulation-achievement was used as the most appropriate single dimension through which the overall problem can be approached.

The central hypothesis formulated in this thesis is: Recurrent planning targets of Historic District preservation projects in North America in the 1960's can be classified under 15 broad goals. These are:

1. To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.
2. To improve the architectural merit of the rehabilitation-restoration work in the district.
3. To attract 'new development' to the district in order to instill new life, to broaden its tax base, or for other reasons.
4. To ensure that new construction is compatible with the existing historical context and architectural setting.
5. To acquire and preserve with public monies those buildings in the district that are worthy of preservation and cannot be saved through private means.
(6) To relocate within the district historic buildings from outside the historic area that would otherwise face destruction.

(7) To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

(8) To make the district a focus for cultural activity and a centre for the arts and crafts.

(9) To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

(10) To recognize the requirements of the automobile while also subordinating these requirements to the need for preserving the quality of the historic environment.

(11) To improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures.

(12) To carry out a relocation program for low income population which is being displaced.

(13) To offset the pressures of land speculation within the district.

(14) To enact and generally improve legislative measures designed to protect the quality of the district's environment.

(15) To promote and advertise the district in order to develop local interest and to create a definite tourist attraction.

The survey revealed that of these 15 hypothetical goals eight are generally considered highly relevant to virtually all projects irregardless of any variable (goal 1, 2, 4, 7, 9, 10, 11, 14). Five of these goals
(goal 7, 2, 1, 9, 4) are, on the whole, being achieved with a high degree of success. Lastly, the study brought to light a great number of 'tools and techniques' which are currently being used to aid in the attainment of the planning goals.
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Last, and certainly not least, the author expresses his gratitude to Professor Brahm Wiesman, who acted as adviser for this study and offered guidance and constructive criticism along the way.
CHAPTER 1

INTRODUCTION

SUBJECT MATTER AND GENERAL INTENT

The preservation of historic districts has come to have an increasingly important impact on the North American city over the last twenty years. Whereas in 1950 only six U.S. cities boasted an 'official' Historic District, in 1969 this number was closer to two-hundred. Although the precise reasons for this phenomenon have only been speculated upon, its benefits are becoming abundantly apparent. District preservation programs have proved to be capable of transforming decayed urban areas into thriving and beautiful districts, partly reversing the long-continuing trend of declining city populations, promoting tourism, increasing the general economic health of both the individual districts themselves and the parent cities, and generating a revival of interest in the central city areas.

Across the continent historic architecture is rapidly assuming equal stature as a factor in shaping the future form of the city as any of the other factors which are customarily studied in the planning process, viz. traffic volumes, residential densities, utility systems, and patterns of land use. However, most of the research performed and progress made to

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2 Source: A personal letter to the author from Mrs. Helen D. Bullock - Historian & Editor of the National Trust for Historic Preservation (Washington, D.C.).
date in planning for district preservation has occurred at the local level aimed at the solution of local problems. This study was designed to gather together some of these local experiences in order to find out what is being done to maximize the success of historic district projects.

The author has, from the onset, recognized an urgent social purpose behind the practice of district preservation. Without further qualification it is therefore assumed that, properly conducted, planning for district preservation is a socially relevant and necessary task. The United States Congress emphasized the importance of this task when it articulated national policy on historic preservation in 1966. It declared:

(a) That the spirit and direction of the Nation are founded upon and reflected in its historic past.

(b) That the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people.

(c) That, in the face of ever-increasing extension of urban centers, highways, and residential, commercial and industrial developments, the present governmental and non-governmental historic preservation programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation; and

(d) That, although the major burdens of historic preservation have been borne and major efforts initiated by private agencies and individuals, and both should continue to play a vital role; it is nevertheless necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist State and local governments and
the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

Bearing in mind the principles enunciated in the National Historic Preservation Act, this study broadly explored the means and ways by which district preservation may be effectively conducted.

PURPOSE OF THE STUDY

More specifically, the purpose of the study has been to define 'successful' historic district preservation and to discover what techniques, procedures and activities are currently facilitating that success.

Before proceeding it is necessary to clarify some of the terms in this statement of purpose.

Firstly, one of the conclusions reached in the study is that it is essentially self-defeating to try to construct a precise formula with which to define and measure successful historic district preservation. A historic district project touches not only the lives of the inhabitants of the district itself, but also affects the tasks of the many people involved in


4 Such a formula, based on the change in assessed property values before and after restoration, the efficiency of the transportation system, dollar increments to the local economy, and other quantifiables, was initially attempted and later abandoned.
its administration and government. Therefore, a truly 'successful' project would have to satisfy the aspirations of the homeowners as well as the tenants; the city engineer as well as the transportation planner; the health officials as well as the building inspector; the shopkeeper as well as the out-of-town visitor; and so on. In this less-than-perfect world this kind of success is obviously impossible. 'Success' is therefore viewed as the achievement of the goals and objectives of the greatest number of people.

Secondly, a 'historic district project' is here loosely defined as any scheme designed to preserve and restore those aspects of a designated urban area which combine to give that area a unique 'historic character' and imbue it with a distinctive atmosphere. 'Historic character' is a looseknit term used here to describe the general feeling an area conveys of being either a pleasant or an undesirable place to live in or to visit. It is not deemed to be exclusively linked to traditional rules on physical factors such as the number of historically-significant buildings, the age of structures, the width of streets, and the total number of people per acre. Rather, it is considered to be the total product of the area's appearance and atmosphere.

Finally, 'techniques, procedures and activities' are meant to include any conceivable tool or device accessible to the planner or other individual for the achievement of the overall goals inherent in the district preservation project.
IMPORTANCE OF THE STUDY

The importance of this study is, in the final analysis, closely related to the importance of historic district preservation itself. Whereas the urban renewal tactics of the 1950's and 60's as a solution to urban blight and decay, have been beset with more failure than success, area rehabilitation through urban conservation, restoration, and district preservation offers the promise of a more sensitized approach to the same problems in the 1970's. Chapter 11 of this report discusses in some depth seven distinct justifications for the preservation of historic districts. As is shown in Chapter 11, a valid case can be made on the grounds of each of the following: city distinctiveness, the economic benefits of tourism, added revenues from increased assessments, preserving the cultural heritage, aesthetics and design, and, variety and diversity.

Although the importance of district preservation had a significant bearing on the manner in which the research was conducted, the study itself was not allowed to devolve into a further argument on the merits of the activity per se. Instead, a systematic analysis of the methods used in implementing district goals was carried out.

Such an analysis, it is felt, can be of value to other interested in historic district preservation in that it serves to collect and disseminate a wide body of professional experience and opinion. Nothing radically new or startling was discovered in the course of the research. Rather, a number of hunches held by the author were confirmed, and some interesting
patterns were uncovered. In short, the importance of this study is that it furnished an added perspective to a rapidly growing field.

**SCOPE OF THE STUDY**

As has been suggested, the subject under consideration is of a very broad nature. An objective analysis of the techniques, procedures, and activities which are currently being used successfully in historic district preservation would ideally include an evaluation of numerous related factors and variables. Some of these would be purely physical, such as the age and size of the district, and others would need to deal with economic and organizational aspects, such as the effects of the district on the value of adjacent properties, and the merit of local promotion, and so on.

Needless to say, such a comprehensive investigation far exceeded available time and resources. The topic was therefore reduced to a workable size on the basis of six considerations. These are:

(1) Firstly, a broad survey of North American historic district projects was selected as the most appropriate vehicle for collecting the required data.

(2) Secondly, an investigation of the formulation and achievement of planning goals was selected as the best single dimension through which the overall subject should be approached.
Thirdly, it was decided to investigate only those projects which are situated in urban areas. Historic districts which are typically rural in character by virtue of their location were thus not considered in the survey.

Fourthly, it was decided that the survey should include a broad range of projects. Therefore both very small and very large historic districts, situated in very small towns as well as in large metropoli were surveyed.

Fifthly, projects included in the survey, it was determined, should be well defined. The existence of some form of protective legislation for the majority of cases was used as an indicator of district definition.\(^5\)

Sixthly, the survey should concentrate on the United States experience. The reason for this decision is simply that U.S. cities have done far more in district preservation at this stage than their Canadian counterparts. It is hoped that their experiences, as related in this report, may benefit future Canadian endeavours.

Modified by these considerations, research was directed at solving the following generic problem:

\(^5\) A number of projects not protected by a historic district zoning ordinance were included in the survey. The two Canadian cities - Montreal and Victoria - are in this category.
WHAT COMMON GOALS ARE INHERENT IN HISTORIC DISTRICT PRESERVATION PROJECTS, AND WHAT FORMS OF ACTIVITY ARE BEING USED SUCCESSFULLY TO ACHIEVE THESE GOALS?

The author presupposed that the overall aims inherent in historic district preservation would be reflected in a similar goal framework from project to project, whether the goals had actually been articulated or not. Moreover, it was also assumed that acknowledgment of this goal framework from project to project indicates a local awareness of the obstacles that must be tackled if the project is to be successful. These assumptions provide the basis for the hypothesis formulated during the course of the study. The precise hypothesis is presented and discussed in the following section.

To a large extent, the study was exploratory in nature and many pertinent variables could not be properly appraised. These include:

1. proximity of the historic district to the C.B.D.
2. size of the district
3. age and architectural style of the predominant buildings
4. criteria used to define the district
5. extent of deterioration in the district prior to preservation activity
6. financing of the restorations
7. length of time project has been in effect
8. original versus adaptive uses of buildings
9. quality of architectural controls
10. private versus public initiative in launching and guiding the project
11. source and nature of local opposition to the project
12. age of the parent city

HYPOTHESIS OF THE STUDY

The hypothesis used in the study is as follows:

RECURRENT PLANNING TARGETS OF HISTORIC DISTRICT PRESERVATION PROJECTS IN NORTH AMERICA IN THE 1960's CAN BE CLASSIFIED UNDER 15 BROAD GOALS.

These goals are:

(1) To **encourage** the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.

(2) To **improve** the architectural merit of the rehabilitation-restoration work in the district.

(3) To **attract** 'new development' to the district in order to instill new life, to broaden its tax base, or for other reasons.

(4) To **ensure** that new construction is compatible with the existing historical context and architectural setting.

(5) To **acquire and preserve** with public monies those buildings in the district that are worthy of preservation and cannot be saved through private means.
To relocate within the district historic buildings from outside the historic area that would otherwise face destruction.

To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

To make the district a focus for cultural activity and a centre of the arts and crafts.

To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

To recognize the requirements of the automobile while also subordinating these requirements to the need for preserving the quality of the historic environment.

To improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures.

To carry out a relocation program for low income population which is being displaced.

To offset the pressures of land speculation within the district.

To enact and generally improve legislative measures designed to protect the quality of the district's environment.

To promote and advertise the district in order to develop local interest and to create a definite tourist attraction.
METHODOLOGY

The methodology employed throughout the study consists of six distinct steps or stages. These steps are briefly discussed below.

Step 1

The initial stage in the research involved a thorough review of much of the available literature on historic district preservation. The purpose of this review was to:

1. fully acquaint the author with the entire field,
2. define the current status of the 'art' of planning for historic district preservation.

It was found that the pertinent literature tended to group itself into the five following classes:

1. Historic District Plans
2. Articles on Preservation Legislation
3. Preservation History and Philosophy
4. Technical Aids
5. Material of a general nature but making reference to historic district preservation.

An extensive bibliography listing the relevant material is provided at the end of this study.
Step 11

The second step was to compile a list of the historic districts to be surveyed. Initially an attempt was made to construct a complete listing of all historic district preservation activities in both the United States and Canada. Letters were sent to the following organizations:

1. The American Association of Museums
2. The American Association for State and Local History
3. The National Trust for Historic Preservation
4. Department of Housing and Urban Development
5. United States Federal Government: Division of Information Services
6. Historic Sites and Monuments Board: Canadian National Parks Service
7. National Museums of Canada

A copy of the letter requesting this information is included as Appendix A.

However, the results of this campaign did not furnish the required information. Instead of a listing of actual projects in progress, the author received a number of suggestions as to other possible sources for this information. Some of the organizations contacted did supply complementary material which proved of interest in the study. This material included:

1. The National Register of Historic Places, which is a current listing of over 1100 historic properties owned, preserved, and managed by city, county, State, Federal, and private agencies and individuals
throughout the United States and its territories as of June 30, 1969.

2. *A Directory of Historical Societies and Agencies in the United States and Canada* - published by the American Association for State and Local History.

3. Communication from the National Trust for Historic Preservation offering recent figures on the number of States and municipalities having historic district legislation.

4. Communication from the Historic Sites and Monuments Board of Canada to the effect that the National Historic Sites Service is currently planning a national inventory of historic buildings.

Failure in the initial attempt led to the composition of the required list using a revised procedure. A study conducted in 1964 provided a breakdown of States and areas having historic district zoning.\(^6\) Of the total 66 U.S. cities and towns noted in the 1964 study as having such zoning, 55 were included in the authors list. A further 10 projects were included using a HUD publication as source,\(^7\) and a final 2 Canadian cases completed the list. The full list is included as Appendix B.


\(^7\) *Preserving Historic America*, Department of Housing and Urban Development, Washington, 1966.
Using historic district zoning as a major criterion in composing this list may have given the survey a strong bias. If the projects included in the survey are regarded as a representative sample of North American historic district preservation activity, some important cases which do not have historic zoning may have been omitted. It must be emphasized, then, that the author recognizes this possibility. In fact, it has been observed that a great deal of district preservation activity has recently started in Canada which has not yet reached a point where legislative protection and control is feasible. The growing popularity of historic zoning since 1950, however, seems to indicate that the majority of projects in the U.S., at least, have at some point attempted to acquire historic zoning, and therefore have come to the author's attention.

Very briefly, a historic zoning ordinance functions as follows. Firstly, the precise physical area (or areas) to be preserved is determined using a legally, acceptable metes and bounds description or is determined through the inclusion of a map. Next, special regulations aimed at control of construction, demolition, alteration, and other types of modification within the district are spelled out. Enforcement of these regulations is normally channelled through a special review body. This body, which is created and has its exact duties set out in the ordinance, is delegated the power of approval or rejection of plans for building, alteration,

8 A good example is Vancouver's "Gastown", which is only now considering a historic district zoning bylaw.
repair and demolition of structures within the historic district. Although individual ordinances vary somewhat on the review body, its powers are frequently limited to passing judgement on exterior design and construction with no control over interior renovation.

Step III

The third step was the construction of a questionnaire which would elicit the required data. A copy of the questionnaire prepared for this purpose and used in the study is included as Appendix C.

The questionnaire is divided into five sections, namely:

section I Questionnaire Instructions
section II The Structures and Buildings
section III The Environment
section IV The Consequences
section V Supporting Activities

Under each of the last four rubrics a number of goals (as formulated in the hypothesis) are listed and the respondent is asked to indicate on a simple scale how 'successfully' each goal is being realised in the district preservation project in his city.

An identical five point success scale is used for each of the fifteen goals. The scale is reproduced below:

is being realised very successfully
is being realised with some success
is being realised with little or no ascertainable success

is irrelevant and therefore not being realised

is not being realised although it is a goal

The scale was intended to establish:

1. whether or not the goal is relevant to the project,

2. when the goal is relevant, how 'successfully' it is being realised in the project.

Having selected a point on the scale for each goal under consideration, the respondent is then asked to indicate briefly what has been done in his city towards the achievement of the goal. This part of the questionnaire, labelled "activities in support of the purpose", was intentionally posed as an open-ended question in order that any activity deemed at all relevant by the respondent can be mentioned. However, to provide some guidance in eliciting supporting activities, the following paragraph is included in the Introduction section of the questionnaire:

"In the space beneath each goal statement please indicate briefly what has been done in your city towards its achievement.

What has been done might, for example, include:

a system of tax exemption; scenic easements; expropriation techniques; eligibility for Federal assistance; open house
tours; reinstallment of historic street furniture; direct owner subsidies; an agency to acquire, restore and resell properties; a review body to control development quality; historic trails; zoning and building regulations; preparation and implementation of an area plan; historic building surveys; erection of plaques or shields in front of significant properties; or any other applicable techniques that in your estimation have served, or are serving, well to meet the general goal under consideration. 9

Activities in support of each goal, as cited by the respondents, constitute an important part of this thesis. They are regarded as the 'tools and techniques' used to realise each of the goals, and their presence, in one form or another, is linked to the success of the project. Wherever possible, activities in support of each goal have been arranged into groupings and are discussed in following chapters.

Finally, space is allocated for the respondent to list any further broad goals or objectives that are not covered in the questionnaire but are an integral part of the project. Respondents using this space are also asked to suggest how these additional goals are being realised.

9 Inclusion of this paragraph was later considered a disadvantage as several respondents seemed to feel bound to select their 'supporting activities' from this list.
Three qualifications need to be made regarding the design of the questionnaire.

(1) The goals were intentionally delineated as broadly as possible in order that they would have wide applicability.

(2) The generality of each of the goals infers that in most instances they are beyond actual realisation. As such, they do not represent an attainable temporal or spatial objective but rather they define a course of action or a local policy. Goal number 7, by way of example, is tied neither to space nor to time; it merely stresses the desirability of adaptive use of the district as opposed to a 'glass cage' preservation philosophy.

(3) The questionnaire is highly subjective. As such, it is capable of eliciting opinion and judgement - not fact.

**Step IV**

The fourth stage in the research consisted of the actual data collection process.

A covering letter and a copy of the questionnaire was dispatched to each of the 67 towns and cities included in the list. Where the author was aware of a specific agency involved in the planning or administration of the historic district project the survey request was sent there. In all other cases the request was addressed to the Director or Chairman of the
local planning department or board. The letter requested:

(1) return of the completed questionnaire, and
(2) any available printed material on the historic district.

**Step V**

The fifth step was to tabulate and classify the data gathered in the survey.

Two basic classifications were made when all completed questionnaires had been received.

(1) Firstly, the projects surveyed were grouped into three categories according to the population size of the parent city.

(2) Secondly, the projects surveyed were ranked according to the length of time the historic district zoning ordinance had been in effect.

Next, individual questionnaire responses on the 'success' scale were tabulated for each goal as follows:

(1) All projects surveyed were indiscriminately\(^{10}\) tabulated according to whether or not they acknowledged each goal,

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\(^{10}\) 'Indiscriminately' as used here means that the factor of parent city size and age of the zoning ordinance were not considered.
(2) all projects surveyed were indiscriminately tabulated according to the degree of success in realising each goal.

Projects in each of the three 'size' classifications were then tabulated in a similar fashion to determine whether or not the parent city size factor has a significant bearing on goal acknowledgment and goal realisation patterns.

Finally, general patterns in supporting activities for each goal were distinguished and compared with the 'size' factor and with the corresponding degree of success in goal realisation.

Precise methods used to classify, tabulate, and cross correlate data are explained in subsequent chapters.

Step VI

The final stage in the research consists of an analysis of the survey responses. Two overriding principles were observed in the analysis.

(1) The study should be exploratory in the sense that it would open up further questions and lead to other hypotheses.

(2) The study should be primarily descriptive in orientation in the sense that 'tools and techniques' currently considered useful in realising the goals are revealed and
described. Both these principles are followed in subsequent chapters, and pertinent information is weighed against the hypothesis.

ORGANIZATION OF THE REMAINDER OF THE THESIS

The remainder of this thesis is organized as follows:

Chapter I  deals with background information on historic district preservation and discusses the current status of the 'art' of planning for historic districts.

Chapter III  deals with the overall response to the questionnaire campaign.

Chapter IV  THE STRUCTURES AND BUILDINGS, deals in depth with questionnaire responses to goals number 1 to 6.

Chapter V  THE ENVIRONMENT, deals in depth with questionnaire responses to goals number 7 to 11.

Chapter VI  THE CONSEQUENCES, deals in depth with questionnaire responses to goal number 12 and 13.

Chapter VII  SUPPORTING ACTIVITIES, deals in depth with questionnaire responses to goals number 14 and 15.

Chapter VIII  the final summary, describes the conclusions reached in the study and suggests directions for further research.
CHAPTER 11

THE ART OF HISTORIC DISTRICT PRESERVATION

This chapter is included to provide the reader with an overview of historic district preservation activity and to acquaint him with the current status of 'preservation planning'. In order to do justice to the task in hand it is necessary to cover a great deal of material in a very few pages, and thus, for convenience's sake, the chapter is divided into five subject areas. These are:

1. Historic Districts Defined
2. The Historic District in Historical Perspective
3. Motivation and Justification for District Preservation
4. Four Landmarks in District Preservation
5. The preservation Planning Process

Taken together, these five themes are intended to provide the necessary backdrop against which the data gathered in the study can be properly evaluated.

At the outset some clarification is needed to explain why district preservation is, in the author's opinion, more of an art than a science. Historically, preservation has been based on human value systems and its ultimate justification has been rooted in the human situation and the
human heart. But placing philosophical bases aside, the methods traditionally employed in planning for district preservation have also tended to place greater emphasis on sensitivity and creativity than on the systematized procedures of a precise science. The difference between art and science may be viewed as follows:

"Art employs method for the symmetrical formation of beauty, as science employs it for the logical exposition of truth; but the mechanical process is, in the last, ever kept visibly distinct, while in the first it escapes from sight amid the shows of color and the shapes of grace". Bulwer.

The following pages do not, in a rigid fashion, attempt to defend this thesis; but rather, seek to emphasize the artistic dimension in which historic district planning must occur. This is not to say that the method employed in preservation planning abdicates the 'mechnical process' altogether. On the contrary, the fundamental goals inherent in district preservation demand a great deal of systematic research and plan formulation for their achievement. It is suggested, however, that inordinate preoccupation with methodology and sheer 'process' is incommensurate with the creation of the kind of rich and satisfying urban environment that district preservation aims at. At the risk of being garish, the mechanical process must "escape from sight amid the shows of color and the shapes of grace."

It would be overly ambitious and intrinsically futile to attempt to gather the entire orbit of preservation activity together into any sort of
definitive discipline in the following pages. The emergence of a new school of thought, here labelled 'preservation planning', is essentially just one manifestation of a radically new way of thinking about our total environment. The new thinking has many facets. On the one hand, it is discernable in humanity's mounting concern for our natural resources. Pollution is the warcry! Massive efforts to halt further degradation of our streams and rivers, our oceans, and even our atmosphere have begun. Efforts in support of these objectives are conservation oriented. On the other hand, there is a growing conviction that in abject ignorance we are obliterating many of the best features of our urban, man-made environment and replacing them with cheap, shoddy and facile imitations. Activities designed to combat further despoilment of the cityscape are preservation and restoration oriented. Most notably these latter activities are now taking the shape of a surging interest in the preservation of historic districts.

In the broadest possible sense, then, preservation planning is viewed here as a vital public service that has arisen in response to a pervasive preservation-conservation movement. The roots of this movement are anchored in humanity's social conscience and its rationale is grounded in a new concept of Man's role in his environment. Thus, by seeking to include Man as one-half of the environmental equation, preservation planning promises to be an effective and realistic direction in which to strive.

11 See, for example, Peter Blake's God's Own Junkyard and Jane Jacobs' The Life and Death of Great American Cities.
In a narrower sense the raison d'être of the preservation planner consists in lending expert assistance to civic officials and the residents of an area in restoring and protecting their historic architecture. To be properly equipped for this job, he must know what techniques and tools have been developed and how these might be utilized to realise his purposes.

The following five sections are meant to enlarge upon these observations and to place 'the art of Historic District Preservation' in perspective.

1 HISTORIC DISTRICT DEFINED

Any meaningful definition of historic districts must ultimately take into account the unique features of each and every case. Wooster Square in New Haven possesses certain characteristics that are not duplicated in any other project, and El Pueblo Viejo in Santa Barbara bears little resemblance to a preservation scheme anywhere else.

Subsequently, only very broad and general definitions are possible. The National Register of Historic Places provides one such a broad definition. A historic district it says, is:

a geographical definable area, urban or rural, possessing a significant concentration or linkage of sites, buildings, structures, or objects unified by past events or aesthetically by plan or physical development. ¹²

Although this definition serves the purposes of the National Register it does not, in fact, tell us very much about the nature of historic districts. To accomplish this end it is necessary to furnish descriptive information about the aspects that one happens to be interested in. Thus, the National Register, in its guidebook capacity, furnishes a background sketch on the history of its entries. Regarding the Old Sacramento Historic District, for example, it says:

Junction of U.S. 40, 50, 99 and Calif. 16 and 24
1849 - 1850
The river port of Sacramento emerged during the California gold rush of 1849 as the interior contribution and transportation center for the gold mines in the Mother lode county of Sierra Nevada. In the 1860's, when the mining frontier moved eastwards into Nevada, Idaho, and Oregon, Sacramento became the transportation gateway to most of this inland empire. The original business district has a larger number of buildings dating from the gold rush period than any other major city on the Pacific Coast. Included among these are banks, express buildings, hotels, offices, restaurants, saloons, and stores.  

The descriptive method, or case-study approach, is used in much of the literature dealing with historic districts. This method merely seeks to define a particular project by means of its most salient characteristics.

Where it is necessary to define historic districts for purposes of comparative analysis any one of a number of easily-quantifiable variables can be selected. A classification could, for instance, be

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13 Ibid., p. 27.
made on such common denominators as: age and size of the district, proximity to the C.B.C., number and condition of structures in the district, size of the parent city, and so forth. Although such a classification could be informative, it is obviously far beyond the scope of this study and thus was not attempted.

Depending on one's research purpose, then, historic districts may be defined on the basis of any predetermined factor. Typologies may be set up showing which projects are basically residential in character as opposed to being commercial; which are tourist oriented as opposed to being resident oriented; and, which are economically visible as opposed to being a burden on the city. An interesting albeit somewhat intuitive, typology discussed in the Vieux Carre Demonstration Study focusses on the way the time element is approached in planning for district preservation. In the Vieux Carre study, three distinct approaches are defined and clearly documented. 14

(1) The first approach consists in reversing the movement of time and directing change backwards in time to restore and reconstruct some 'Golden Age'. Districts in this category are said to recreate the life and environment of a past era, often complete with period dress and activities by reversing the movement of history. Examples are found in the museum villages of Williamsburg, Old Sturbridge, and Barkerville in British Columbia.

(2) A second approach attempts to stop the clock, rather than to turn it back. In these projects preservation is considered a means of retaining the order and stability of the old by preventing the unknown consequences of the new. Change is walled out as a threat to the area's historic identity. Examples are found in Falmouth, Cambridge, Columbus, and Winston-Salem.

(3) The third approach strives to accommodate the new properly to the old. In these districts new buildings and new uses of old buildings are considered desirable and necessary. The planning process concentrates on guiding historical continuity by carefully controlling change in the district. This approach is, of course, advocated for the Vieux Carre and appears to be gaining acceptance elsewhere.

11 THE HISTORIC DISTRICT IN HISTORICAL PERSPECTIVE

Historic district preservation is a relatively recent phenomenon which has its roots anchored in a larger preservation movement.

The earliest attempts at Historic preservation in North America did not occur until the 1850's. Until that time America was still a

15 It is of interest that in response to goal 3 - 'To attract new development to the district in order to instill new life, to broaden its tax base, or for other reasons', these four communities emphatically stated that this is not a goal in their historic district.

16 For a discussion of projects wherein this approach appears to be gaining acceptance, see Chapter IV, goal 3, of this thesis.
'new land' and due emphasis was placed on the future and on progress with little regard for the past. Then in 1850 the State of New York purchased the Hasbranch House in Newburgh, a building which had served as George Washington's headquarters during the last two years of the American Revolution. The Governor of New York stated in his message to the legislature of that year that:

there are associations connected with this venerable edifice which rise above considerations of dollars and cents and it is perhaps the last relic within the boundaries of the State, under the control of the legislature, connected with the history of the illustrious George Washington. 17

With those words the philosophical basis of what was later to become an urgent social movement was firmly established.

Charles Hosmer, in his Presence of the Past: A History of the Preservation Movement in the United States before Williamsburg, shows that early American preservation was essentially an indigenous and a thoroughly romantic movement. Early preservation ideas, although they resembled those of Europe, were actually native in origin and consisted primarily of proposals for inculcating patriotic love of past glories by setting aside the homes of important figures in national history as symbols.

From a historical perspective, the changing criteria used for selecting buildings worthy of preservation reflect many of the major changes of current

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in American social thought. In the 1850's preservationists were primarily reformers teaching that dissension could be cured by a greater regard for the sacrifices of the Founding Fathers. However, as the nineteenth century wore on they began to talk more like progressives. They believed that a willingness to pause inside a historic house and to reflect upon the simple, rugged life of the past would provide an antidote for the materialistic ills of the age. By the turn of the century there was an appeal for a new sense of national dedication and it was argued that old buildings represent an important tool for the Americanization of immigrant children. Somewhat later, throughout the period of the Spanish-American War and the First World War, preservationists expressed confidence that visits to historic sites would serve to create militant loyalty to American traditions, and a decade later, in the 'roaring twenties', the most important criteria were aesthetic ones, based on the conviction that an appreciation of beauty and harmony could be gained from historic buildings.

To this point the preservation movement had been concerned solely with the protection of significant, single buildings rather than with the preservation of whole districts. However, the restoration of Colonial Williamsburg in 1927 was to change all that. In that year the millionaire John D. Rockefeller, Jr. decided to implement a plan to restore accurately and preserve for all time the most significant portions of an historic and important city of America's colonial period. 18

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18 W.M. Whitehill, 'Promoted to Glory ....', With Heritage so Rich, p. 42.
With the backing of the Rockefeller fortunes reconstruction and restoration of colonial-style buildings proceeded rapidly, and some six-hundred nineteenth and twentieth century buildings were torn down or removed from the restoration area. Great care was exercised to re-establish the character and atmosphere of colonial days. The result was a kind of grandiose outdoor museum which proved capable of attracting several hundred thousand paying visitors annually. If the number of visitors and the amount of money drawn in are at all indicative of success or failure, there can be no doubt that Williamsburg is eminently successful.

With the advent of the area of preservation concept a new concern with protective legislation began. In 1931 Charleston, South Carolina, became the first North American city to enact legislation creating an official historic district ('The Old and Historic District of Charleston'). Five years later New Orleans followed suit and established the Vieux Carre Commission,

in order that the quaint and distinctive character of the Vieux Carre may not be injuriously affected, and so that the value of those buildings housing architectural and historical worth may not be impaired. 19

Both these historic zoning ordinances permitted continued use of the district instead of creating a museum/exhibition piece as was the case in Williamsburg.

Further progress in historic district legislation was slow until after the end of World War II. By 1950 a total of six United States communities

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19 W.M. Whitehill, 'The Right of Cities To Be Beautiful', With Heritage so Rich, p. 46.
had historic district ordinances. 20 In Canada, meanwhile, the City of Montreal had passed its "Historic or Artistic Monuments and Sites Act", with the objective,

to preserve sites and monuments, natural, historic and artistic, in their present state or repaired, depending on the owner's consent. 21

At this stage the idea of historic district preservation rapidly gained widespread popularity. By 1959 the number of U.S. towns and cities having historic districts had increased to twenty-one, 22 and by 1963 there were sixty-six. 23 Only six years later, as of September 30, 1969, the number of States having enabling legislation had grown to forty-five and the U.S. national total of historic districts created by municipal ordinance had reached 194. 24

The growing interest in historic district preservation by State and local governments was paralleled by developments at the Federal level.

20 These were as follows: Charleston, South Carolina
               New Orleans, Louisiana
               Alexandria, Virginia
               Williamsburg, Virginia
               Winston-Salem, North Carolina
               Georgetown, District of Columbia


22 College Hill, A Demonstration Study of Historic Area Renewal, Providence, R.I., 1959, p.5.

23 Montague and Wrenn, Planning for Preservation, pp.18-20.

24 A personal letter to the author from Mrs. Helen D. Bullock, Historian and Editor of the National Trust for Historic Preservation.
Within the National Park Service, for instance, a growing public concern over the rapid sacrifices of landmarks of the past to the demands of the present led to the protection and management of an increasing number of nationally significant sites. The number of historical sites thus protected has risen from twenty-six in 1916, when the Service was inaugurated, to sixty-three in 1935, when the Historic Sites Act enunciated a broad national preservation policy; to one hundred and sixty-six in 1968.25

The Federal Government's interest in historic preservation is evident in three other major developments.

(1) In November, 1933 a project was proposed to the Office of National Parks to employ a thousand architects during the depression to prepare a collection of measured drawings and photographs of historic buildings throughout the nation.26 This program, which came to be known as HABS (Historic American Building Survey) came under the guidance of the Federal government in 1935, with the passing of the Historic Sites Act. Considered to be of tremendous value for State and local preservation activities, the Survey was revived under the National Parks Service in 1957 along with several other notable preservation programs including a Registry of National Landmarks.

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A second important development was the establishment of the National Trust For Historic Preservation in 1949 under Congressional Charter. This private organization, modelled on Britain's National Trust, has, according to its charter,

> a special responsibility to encourage public participation in preservation throughout the nation; to assist, through its activities and services, the forward impetus of the entire preservation movement; and to accept and maintain historic properties significant in American history and culture, and through this means and otherwise to encourage high preservation and restoration standards. 27

Thirdly, the newly-created Department of Housing and Urban Development began to show an interest in trying to make preservation and urban renewal compatible. Currently, HUD administers seven programs to assist local communities in preservation work, which are:

- i. Urban Planning Assistance Program
- ii. Urban Renewal Program
- iii. Open Space Land Program
- iv. Model Cities Program
- v. Federal Housing Association Mortgage Insurance Program
- vi. Urban Renewal Direct Loan Program
- vii. Demonstration Grant Program 28


In 1969 fourteen historic preservation projects received grants-in-aid through the Department of Housing and Urban Development. The grants, totalling $990,200, were awarded to State and local governments to help purchase, restore and improve individual historic and architecturally-significant sites and structures. In the United States all levels of government have gradually begun to participate in the preservation movement. This is not to suggest, however, that interested individuals and local societies, which were the mainstay of preservation in early years, have waned in importance. Conversely, now that preservation demands joint participation of private and public effort, individual endeavours are probably of more importance.

From the number of buildings protected during the 1960's, from the number of surveys undertaken, from the number of cities that have introduced historic district ordinances, it is apparent that the concept of preservation has never had a greater impact on the American people and their land than it has at present. This far-ranging impact has been aptly summarized as follows:

Modern preservation is, therefore, directed toward perpetuating architectural and aesthetic as well as historic and patriotic values; historic districts as well as individually notable buildings; 'living monuments' as well as historic house museums; grounds and settings, including historic gardens, town squares and traditional open space as well as historic architecture; open air museums and historic villages

including characteristic architecture which cannot be preserved in places; archaeological sites, including prehistoric villages, earthen mounds, pueblos and other ancient ruins, as well as historic sites with foundations and artifacts of successive periods; and objects and interior furnishings from the decorative arts including books and documents, which illuminate our past and inspire the present.

111 MOTIVATION AND JUSTIFICATION FOR DISTRICT PRESERVATION

There is probably no single universally acceptable reason for preserving historic districts within the North American city. Whereas a lawyer can make a good argument that,

the historic district in larger cities is an attempt to keep alive the village within the city, 31

Christopher Tunnard speculates that,

If I were a social psychologist I could probably explain the new interest in the urban past in terms of latent desire for stability, for continuity and for personal identification. Since I am not, I will make my final observation in humanistic terms: Rehabilitation is our duty to future generations; if we destroy the past in its visible forms we are abandoning the values that enable civilizations to continue and are placing a lower value on the cultural activities of our ancestors and of our fellow men. 32


31 Harry E. White, Jr., Columbia Law Review, April 1963.

Possibly the justification for district preservation most frequently heard in planning circles is that the imaginative re-use of existing, but declining, neighbourhoods is a viable alternative to major urban surgery. Reasons offered in support of this argument tend to be practical and are usually based on economic considerations.

Depending on one's point of view, then, there are at least six good cases that can be made to justify district preservation. Because each argument is supremely valid for the interest group concerned, all six cases merit brief, individual attention here.

(1) **Distinctiveness of Cities**

The proponents of this argument suggest that urban North America is entering an age of increasing uniformity. Urban redevelopment schemes, freeways and parking lots, similar zoning codes and identical building standards; all operate to create an increasingly uniform appearance for North American cities. To counteract this trend it is important to plan for the preservation of any distinctive area that may exist in a city. Only by such planning can we hope to establish or retain unique civic identity. Invariably the distinctiveness of a special area is derived from its historic and architecturally-significant elements. Therefore, what one remembers from a visit to New Orleans is the French Quarter,

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33 See, for example, Restoration Report: A Case for Renewed Life in the Old City, a publication by the Vancouver Planning Department, 1969.
in San Francisco it is Jackson Square and the cablecars, in Boston the historic homes in Beacon Hill, and from Santa Fe one recalls the Spanish style architecture. In order to highlight a city's distinctiveness it is essential to preserve these features that make it different from anywhere else.

(2) Tourism

Closely tied to the argument for city distinctiveness is that of tourism.

It is often necessary to persuade townspeople and merchants that restoration is profitable economically - to prove with figures that legislative safeguards will mean dollars and cents. It is generally suspected that not all will benefit from restoration, while an influx of industry will benefit everyone ... It may be necessary therefore, to diminish the historic and aesthetic value of preservation and restoration and treat it as a practical business venture. 34

The value of district preservation on a city's tourist trade has been amply demonstrated in New Orleans, which sets the value of income from its historic architecture at $150,000,000 annually. 35 In 1959 the Real Estate Research Corporation of Chicago conducted a study of the Vieux Carre District and reported:

34 Montague and Wrenn, Planning for Preservation, p. 8.

35 Quoted in Restoration Report: A Case For Renewed Life in the Old City, p. 19.
The Vieux Carre represents the single largest day-in and day-out concentration of out of town visitors that exists anywhere in the U.S. Almost 80% of the persons interviewed by us on certain streets in the area lived outside New Orleans primarily by the attraction which the French Quarter presents ... its presence makes New Orleans one of the four most 'popular' convention cities in the U.S. ... the Vieux Carre is clearly influential in the location of regional and national offices in New Orleans .... It is, therefore, one of the single most important elements in the economic base of the city .... the extraordinary strength of the retail, hotel and office markets in the core area of New Orleans is again influenced favourably by the adjacency of the core area to the Vieux Carre. 36

With the growth of the tourist industry (in 1964, twenty-nine states listed tourism as one of their three largest industries)37 with an increasing population, increasing leisure time, and, increasing disposable incomes, it seems likely that the tourism argument for district preservation will gain in importance.38 In fact, the tourist industry is already so important that a Virginia state official opening a new visitor center at Colonial Williamsburg some years ago, maintained that the Commonwealth could have justified the restoration of Williamsburg through added revenues from gasoline taxes alone, even though at that time more than $60 million had already been spent on restoration there. 39

38 A conclusion of the American ORRRC Report was that the U.S. population would double and the demand for outdoor recreation would treble by the year 2000, ORRRC, 1962.
39 Montague and Wrenn, Planning for Preservation, p. 15.
Another economic advantage associated with district preservation is that a sharp rise in real estate values generally accompanies restoration activity. A good example is provided by Beacon Hill. In 1955 the Beacon Hill Civic Association succeeded in establishing the Beacon Hill Historic District, covering an area of twenty-two acres on the edge of the downtown. The effect of the architectural control law, which was adopted at that time, has been to stabilize and increase real estate values in the district.

Realtors use 'In The Historical Beacon Hill District' in their advertisement, and explain the law to their customers. In 1955, nine properties sold by one area realtor showed an assessed value of $221,000 and a sale value of $233,000, an assessed value of 98% of the sale value. In 1962, the same realtor sold seven properties with an assessed value of $112,200 for $321,600, or 35% of the sale price. This seemingly indicates that real estate values have almost tripled even though assessed values in this section are higher than in any other area of the city. In a study of residential properties for 1960 and 1961 with the assessed values, the Boston Municipal Research Bureau found that Ward Five, which includes Beacon Hill, averages 42.3% of sale value as compared with 40.3% for the total city. 40

In other cases the increase in real estate values has been even more marked. A comparative study of property values of restored versus unrestored single-family dwellings in the Historic Church Hill District

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Quoted by Montague and Wrenn in Planning for Preservation, p.9.
in Richmond, Virginia revealed the following: The percentage of rise in assessed value for restored buildings over a five year period was 136%, whereas unrestored buildings on the same street only increased 30%. Houses in both blocks were similar in design and size and initially had equivalent values.41

The justification for historic district preservation furnished by increased real property values is particularly appealing to local government, which stands to gain through rising property taxes, and, in some U.S. cases, through increased sales and income taxes.

(4) Cultural Heritage

An argument put forth by all levels of government, by voluntary organizations, and by dedicated individuals is basically the urgent need to preserve 'our cultural heritage' or 'cultural patrimony'.42 Reasons given in support of this argument are usually based on educational and spiritual purposes. Above all, there is an underlying assumption in this argument that preserving the 'cultural heritage' for succeeding generations is the cardinal purpose of district preservation and that any other benefits are only incidental. An exemplary quotation is provided in the foreword of a HUD preservation guide.

41 Ibid., pp. 11-12.

Over the past few years, conviction has grown that one vital aspect of a dynamic urban program is the recognition, care, and use of those parts of the physical environment embodying our heritage and culture. Homes and commercial buildings from an earlier time have much to teach us about ourselves, add grace to a community, refresh the eye, and emphasize the beauty of newer lines and forms. Open spaces of historic significance add to the pleasure of a community while reminding us of events of an earlier era. A section of homes, stores and structures preserved or restored in an adaptive way may become the focus of a neighbourhood, or spark the redevelopment of a decaying area.

A 'living history' in the form of a concentration of historic buildings is thought to be of considerable educational value. In this regard one writer suggest that,

The exploration of the city becomes a means of learning - about the life and habits born from the very soil and circumstances of the city's history, as well as the traditions; customs, languages of whatever people may have come to visit or to stay and make this place their home.

Advocates for the 'preserving the cultural heritage' argument feel that continuity with the past, made possible by the preservation of physical structures, permits present and future generations to gain a better understanding of both the past and present, and this understanding and awareness germinates our ideas for the future.

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(5) Aesthetics and Design

It is not enough to live in a beautiful home - even though that should have a high priority in our desires - if we have to go to work, possibly even to an attractive office, store or factory, through congested traffic, past unsightly junkyards, screaming billboards, unattractive and unnecessary telephone and electric poles and wires, dilapidated and unimaginative housing, rundown hamburger stands, and indiscriminately zoned commercial properties.45

A fifth case for district preservation can be made simply on the grounds of good aesthetics and design. Those areas of the city which possess particular aesthetic qualities which contemporary architecture cannot duplicate should not be allowed to disappear. It is in the public interest to have well-designed cities, if for no other reason than, because sociological and psychological research has made it apparent that the design of our buildings and cities has a marked bearing on mental health, 46 social attitudes and life styles.47

(6) Variety and Diversity

A great city .... does not seek to be a melting pot, reducing all its myriad ingredients to a uniform grey porridge, making every street a replica of all the others, but allows and even encourages each part to become and to remain different from the rest, and to express its uniqueness as emphatically as it will. 48

46 See, for example, Humphrey Osmond's article 'Some Psychiatric Aspects of Design', Who Designs America?, Garden City, N.Y. 1965, pp.281-318.
47 S.M. Farber, 'Quality of Living - Stress and Creativity' in Future Environments of North America, pp.342-353.
48 Abraham Rogatnick,'The Basic Premise' Restoration Report ... pp.6-7.
A diverse and varied townscape is considered an essential ingredient of a successful city. Writers such as Jane Jacobs, Kevin Lynch, and Anselm Strauss never tire of emphasizing this point.

The Urban Renewal Administration, in a pamphlet called 'Selecting Areas for Conservation' stresses the importance of variety and diversity.

Look for vitality .... the essential quality .... that can tip the balance between success or failure in conservation projects .... (Does the area have character, one of the qualities that can provide vitality?). Character is a looseknit term used here to describe the general feeling an area conveys of being a pleasant or undesirable place to live. It is not linked to general rules on physical factors such as age of structures, the width of streets, and the number of people per acre. It is the total effect of appearance and atmosphere. It may be attributable to:
(a) pleasant openness or well-organized closeness;
(b) enough variety in building placement and types to lend interest;
(c) architectural design of good proportion and line.
This kind of character and charm often mellows with age. If you find it, capitalize on it. This quality has been an essential ingredient in case after case, when, against heavyy odds, an older area has retained the vitality through the years, and has been able to make a successful comeback. 49

IV FOUR LANDMARKS IN DISTRICT PRESERVATION

The idea of preserving historic districts is now nearly fifty years old in North America. Throughout this fifty year period a great deal of

progress has been made not merely in the effectiveness of architectural controls but also in the quality of planning performed along the way. To a large extent the widely publicized success of certain pioneer projects has influenced developments elsewhere. Four such landmarks in district preservation are discussed below.

(1) Beacon Hill, Boston, Massachusetts

The Beacon Hill Civic Association is generally regarded as a pioneer in engineering the passage of historic district legislation. In 1956, a year after it secured the passage of the Beacon Hill Law, the Association recorded and published a detailed account of the method employed in the process. Profiting from its experience, the Association offered a wealth of advice to other communities contemplating an historic district.

It is difficult to establish precisely how much influence the Beacon Hill experience has had on subsequent projects elsewhere. Nevertheless, one clear indication of its value to other communities exists in the unexpected demand for the publication. The American Society of Planning Officials, which copyrighted and began publishing *Preservation of Historic Districts By Architectural Control* in 1956, reports that it has distributed the brochure to thousands of interested associations and individuals. Demand

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50 John Codman, *Preservation of Historic Districts by Architectural Controls*. 
for the brochure is so great that even now, fourteen years after the report was prepared, ASPO is considering another large reprint.\textsuperscript{51}

The program used to obtain the Beacon Hill Law involved five identifiable components.\textsuperscript{52} These are:

(1) The first stage in the program consisted of a carefully planned time schedule. Timing was considered the 'skeleton' for all other activities.

(2) Linked to the timing component, a tightly structured division of labour was developed. This component, considered the 'nerves and muscles' of the program, included a small steering committee to plan activities and a larger working committee to perform such tasks as: research, publicity, finance, drafting the law, arranging neighbourhood meetings, and so forth.

(3) A third component involved searching out relevant information and enlisting local support.

(4) The fourth step was to cover the framework with 'flesh and clothes', called 'Details'. Details included such items as: persuading an existing, respected organization to act as sponsor, conducting a thorough survey of the area, enlisting speakers,

\textsuperscript{51} This was learned by the author through personal correspondence with ASPO.

\textsuperscript{52} \textit{Preservation of Historic Districts by Architectural Control}, pp. 16-18.
holding mass meetings, and educating property owners in the
district as to the law and how it would affect them.

(5) A fifth component that emerged from all this is called
'Materials Accumulated'. This includes helpful documents
and tools picked up during the campaign. Most of this material
proved to be particularly useful to other communities.

(2) College Hill, Providence, Rhode Island

The College Hill demonstration study, completed in 1959 with the
assistance of a Federal grant, had dual purpose. First and foremost, it
provided the civic officials and residents of Providence with a detailed
plan for the restoration and renewal of their original seventeenth century
settlement; and, secondly, it developed ideas and techniques which could
prove helpful to other cities in their efforts to renew or preserve
historic areas. Although a scientific evaluation of the study's impact
on North American historic district preservation practice is not attempted
here, there is evidence that the College Hill report has had ample ramifi-
cations elsewhere.

One notable example of its influence is seen in the Historic District
Development Plan for Wilmington, North Carolina. In this plan two
distinct aspects of the College Hill Study have been infused into the planning
process. These two aspects are:

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53 See: Wilmington, North Carolina, Historic Area: A Part of the Future
Land Use Plan (Wilmington, 1962), Historic District Development Plan,
(Wilmington 1968).
(1) the concept of bringing historic architecture into living use in the contemporary worlds, and,

(2) the development and use of a sophisticated survey technique.

Both of these aspects are discussed below.

The Federal Government supported the College Hill Study on the basis that the area was sufficiently typical of other 'depressed' areas in the United States. Its problems were, indeed, by no means unique. In 1959 the area contained overcrowded slums and neglected and worn-out buildings. Some of its most important historic buildings, rapidly sinking into urban blight, were in dire need of attention were they to survive. Moreover, the area contained narrow streets choked with heavy traffic, and parking problems were severe. It was immediately acknowledged that the problems of College Hill were not only those of historic preservation but that they encompassed the renewal of a severely rundown part of the city and hence the broad range of all city planning factors must be considered.

Emphasis was placed on rehabilitative measures and the techniques of adapting historic structures for contemporary use wherever possible was firmly advocated. It was felt that the fewer museums the better, and that many more structures could be saved if a practical function could be found for them. The College Hill report emphasizes seven reasons why a historic district would be an attractive place to live in and use. These are:


(1) the unusual character of the neighbourhood and the prestige of living in a historic area.
(2) the integrity of the architecture.
(3) the fine sense of human scale of the environment.
(4) the renewed interest in American history and culture.
(5) the adventure and challenge in renovating a rundown structure.
(6) the greater value received in expenditure for shelter in terms of space compared with new construction.
(7) the value placed on homes as antiques as they are in limited number. ^54

The study report provided a listing of possible uses for various types of buildings in the district. Based on this groundwork and with a great deal of local promotion College Hill was successfully rehabilitated as a historically rich environment and a living community.

The second major contribution of the College Hill Demonstration Study to overall historic district preservation practice consists of a sophisticated set of techniques for identifying and evaluating significant structures. These techniques include: a list of criteria to judge the worth of a building, an operational description of the methods devised for identification and evaluation of significant buildings, and a system for recording and charting information.

The survey techniques developed in the College Hill study represent a significant departure from thinking which had been in vogue until then. Previously the criteria set up by the National Park Service and the

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National Trust for Historic Preservation had been widely used in establishing priority ratings for historic structures. Both these agencies had stressed national significance of a building either by virtue of association with historic personages or through identification with historic events. College Hill for the first time, acknowledged that cities are the product of continuing development, and it accentuated heterogeneity in architectural styles. The survey techniques respect the integrity and salient qualities of each architectural style and seeks to ensure a physical integration of the past and the present.

A major consideration incorporated into the survey techniques therefore involves an evaluation of groupings of buildings surviving in their original setting as opposed to the preservation of isolated, outstanding monuments. Groupings of surviving related buildings, it was felt, can explain the characteristics of past eras and can give an added cultural and historic dimension to the modern city in ways that single monuments cannot. Subsequently, an effort was made to preserve entire early neighbourhoods within the College Hill district, keeping them in active use and paying attention to their appearance, the elements of their settings such as yards, trees, shrubs, pavements, outbuildings, and their placement in relation to sidewalks and streets.

Based on these considerations a very simple kind of survey score card was constructed on which were added together individual judgments on the following points:
(1) The historic significance of a building; whether it was associated with an important figure in the distant or even recent past.

(2) The structure's architectural merit or significance as an example of its style.

(3) The building's importance to neighbourhood integrity or character, its relationship to other structures; whether it reinforces their worth or detracts from them.

(4) The extent to which the original design has been allowed to deteriorate or change; whether there has been tasteful or wasteful use of the original building.

(5) A broad judgment as to the physical condition of the individual building, its grounds and its environment, lending weight to the financial implications of preservation or restoration.

Each of these factors was weighted differently, with history and architectural worth counting most heavily, for a possible total of 100 points.

(3) **Report of a Special Committee on Historic Preservation**

In 1966 the Special Committee on Historic Preservation released its findings and recommendations and brought about escalated national involvement in historic district preservation. The committee had been set up a year earlier to study the entire field of historic preservation in the United States with the purpose of suggesting a program to encourage and assist Federal, State, and local government as well as private agencies and
individuals in their preservation activities. The study, which was conducted under the auspices of the United States Conference of Mayors and was made possible with a grant from the Ford Foundation, states in its conclusion:

The pace of urbanization is accelerating and the threat to our environmental heritage is mounting; it will take more than the sounding of periodic alarms to stem the tide.

The United States is a nation and a people on the move. It is in an era of mobility and change. Every year 20% of the population moves from its place of residence. The result is a feeling of rootlessness combined with a longing for those landmarks of the past which give us a sense of stability and belonging.

If the preservation movement is to be successful, it must go beyond saving bricks and mortar. It must go beyond saving occasional historic houses and opening museums. It must be more than a cult of antiquarians. It must do more than revere a few precious national shrines. It must attempt to give a sense of orientation to our society, using structures and objects of the past to establish values of time and place.\textsuperscript{55}

The report emphasized that successful preservation in an era of rapid change and instability must look beyond the individual building or landmark - it must concern itself with historic and architecturally valued areas and districts which embody a special value for the community. A historic neighbourhood, a fine old street of houses, a village green, a colorful market place, a courthouse square, an aesthetic quality of the townscape - all must fall within the ambit of the preservation challenge.

The report issued its cardinal caveat in the following terms,

\textsuperscript{55} With Heritage So Rich - A Report of a Special Committee on Historic Preservation, p. 207.
it makes little sense to fight for the preservation of a historic house set between two service stations, and at the same time to ignore an entire area of special charm or importance in the community which is being nibbled away by incompatible uses or slow decay. 56

Based on these convictions the Committee formulated a national plan of action. It outlined the need for six national undertakings. These are:

1. A comprehensive statement of national policy to guide the activities and programs of all Federal agencies.

2. The establishment of an Advisory Council on Historic Preservation to provide leadership and guidance for the direction of inter-agency actions and to provide liaison with State and local governments, public and private groups, and the general public.

3. A greatly expanded National Register program to inventory and to catalogue communities, areas, structures, sites, and objects, a Federal program of assistance to states and localities for comparison programs; and a strong Federal public information program based on the material in the Register.

56

4. Added authority and sufficient funds for Federal acquisition of threatened buildings, and sites of national importance, and expansion of the urban renewal program to permit local non-cash contributions to include acquisition of historic buildings in the National Register, both within and outside the project area.

5. Provision for Federal loans and grants and other financial aid to facilities and expansion of state and local programs of historic preservation.

6. Federal financial aid to and through the National Trust For Historic Preservation to assist private interests and activity in the preservation field, for educational purposes and for direct assistance to private property holders.

(4) The Vieux Carre Demonstration Study

The real impact of the Vieux Carre Demonstration Study on historic district preservation in North America remains to be seen. The purpose of the study, completed in December 1968, was outlined by the Bureau of Governmental Research as follows:

to provide the City of New Orleans, its agencies, and interested private groups and organizations the means whereby they may collaborate satisfactorily to create essential and permanent programs needed to preserve the identity and importance of the Vieux Carre; and to provide for other communities in the United States, interested in the preservation of their historic areas, general guidelines, as well as specific examples of
methods to be used, in the preparation and administration of historic preservation plans.  

In keeping with the first of these two broad purposes, the recommended plan and action program for the preservation of the Vieux Carre does, indeed, constitute a highly sophisticated vehicle through which local collaboration can be channeled. The planning and policy recommendations of the study are based, without a doubt, on the most extensive analysis of physical, social, economic, legal and administrative factors ever undertaken for a historic district in North America.

Of greater significance to the overall preservation movement, however, is the introduction and exposition of two novel district preservation concepts, particularly pertinent at this point in time. Perhaps the single most important of these is the 'tout ensemble' concept.

The notion of tout ensemble derives from a recognition that the genius of the Vieux Carre, and the same applies to most of North America's historic areas, is to be found in its environmental unity. It is based on the belief that in historic districts the whole is invariably greater than the sum of its parts. Consequently, the approach taken in the Vieux Carre study is closely allied to the conviction that a preservation effort, in order to be successful, should be directed at the sum total effect, buildings plus environment.

57

*Vieux Carre Demonstration Study, Plan and Program.*
The second major contribution of the study lies in its lucid analysis of pressures for change and their place in the planning approach. The necessity for change, even in a historic district, must be understood and accepted. Pressures for change manifest themselves in the tout ensemble in a variety of ways, subtle and overt, and the product of this interaction over time may or may not give a district historical continuity. The Vieux Carre study accepts that the French Quarter,

is the present product of this kind of interaction extending over two and a half centuries. Architecturally no single style predominates. Rather the Quarter is a kaleidoscope of styles and periods expressing its highly diverse cultural evolution. The Quarter's evolution is reflected, as well, in its mix of activities and social groups.58

In brief, the challenge of preservation planning, as viewed in the Vieux Carre study, lies in the problem of guiding historical continuity. Essentially this means channelling change to assure the extension of a past continuity into the future. Consequently, preservation planning must be concerned with the quality as well as the type and quantity of change that may be permitted in a historic district.

The new concepts of tout ensemble and the necessity of accommodating the new properly to the old are analysed in depth in the Vieux Carre study. First, the physical components of the tout ensemble in the Quarter are defined. They include:

58 Ibid., p. 3.
1. Single man-made objects including buildings, street furniture, and other artifacts.

2. Combinations or architectural features including street facades, other groups and masses of structures, and boundary forms.

3. Open spaces and landscape features together with the natural features of topography and water.

4. Landmarks and other points of visual dominance, viewpoints, and vistas.

5. Historic places associated with past events or important personalities and groups, and physical elements having present associations - points of social activity (institutions, churches, museums, etc.) - that do not at this time necessarily have historic significance.

6. Buildings of architectural and historic significance.\(^{59}\)

As part of the Demonstration Study extensive field surveys were conducted to inventory each of these physical components of the tout ensemble. Next, a second set of basic data, called the 'functional components',

(1) the land use of each parcel of property - separate analysis of ground level use and of the predominant use of the parcel.

(2) examination of the use of each building to determine its compatibility with the environmental surroundings.

\(^{59}\) Ibid., p. 3.
Incompatible functions were thus identified on a parcel by parcel basis. This kind of survey technique, based upon environmental criteria and employing an advanced rating system, represents a major advance of the older method described in the College Hill Study.

Finally, a comprehensive range of supplementary studies concerned with physical, social, and economic conditions, transportation, and development potentials were conducted to determine the broad parameters of change affecting the Vieux Carre. This data was analysed to determine the relative importance of various forms of change either currently operating or expected to influence the Vieux Carre's physical, social, and economic character during the next several decades. Based upon this kind of detailed analysis, the Vieux Carre Plan is conceived essentially as a guidance mechanism to improve everyday decisions dealing with what structures and activities in the district should be preserved; what should be eliminated; and what should be developed in the future. The emphasis is on careful and continuous planning.

V THE PRESERVATION PLANNING PROCESS

My hope is to dispel the idea, so widely and uncritically held, that cities are a kind of grand accident, beyond the control of the human will, and that they respond only to some immutable law. I content that human will can be exercised effectively on our cities now, so that the form that they take will be a true expression of the highest aspirations of our civilization.

Edmund N. Bacon (Design of Cities)
An underlying assumption of this thesis is that city planning and district preservation planning, as processes, are identical. Both operate within the same conceptual framework. This assumption gains focus particularly in respect to the historic district zoning ordinance. Zoning, like planning, represents a means to an end - never an end in itself. Therefore one of the shibboleths of planning theory infers that to place zoning of any kind, first, or to zone without a well-documented plan, reflecting clearly defined goals, is a dangerous confusion of priorities. Properly drawn and administered, however, and placed in a planning context historic district zoning constitutes a valuable tool with which to preserve a historic district as well as to alleviate other problems that may plague an area.

Planning, be it for the preservation of historic district or to seek workable solutions to any of the urban predicaments, invariably involves the same four stage process. The first stage consists in determining goals. The second stage is research or data collection and the study of pertinent facts as they affect the goals. The third stage involves actual plan policy guidelines. The final stage is implementing the plan or doing something to carry it out. Highly simplified, this is the conceptual framework, and the process itself - viz. determining goals, research, plan preparation, and implementation, is particularly well suited to the preservation of historic districts.

When the above process is applied to historic district planning a recurrent pattern emerges. First, the overall goals tend to be fairly
comprehensive, aiming ultimately at preservation of structures of acknowledged value and conservation of the district's historic environment, but striving also to deal effectively with social and economic repercussions. Next, preservation planners have to contend with the need for thorough research and documentation of the plan and its goals. The quality of such local research is bound to be directly reflected in the effectiveness of the plan and it has proved critically important if the historic zoning ordinance is to stand up in court.

When the necessary studies of the historic area have been adequately carried out, the next stage typically involves the drawing up of a specific plan for the district. This plan normally indicates which buildings (historic or otherwise) are to be kept or changed, where open spaces are to be acquired, what changes are needed in the street pattern, what alterations are desirable in the land use pattern, where parking and other public facilities are needed, and so forth. It is important that such an area plan is tied in to the larger plan for the city as a whole.

At this point the protracted task of implementing the plan commences. The implementation stage is never really completed. The range of techniques for this task and their relative usefulness is an important facet of this thesis. For the sake of completeness it is suggested here that implementation of the plan usually involves: controlling (somehow) the uses of property in

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On this point, see, for example, John Codman, *Preservation of Historic Districts by Architectural Control.*
the district, raising money to acquire important structure, eliminating undesirable uses, and providing and maintaining facilities for the project.
CHAPTER 11

GENERAL SURVEY RESPONSE

By February 28, 1970, a total of thirty-five responses to the survey letter had been received. This represents a slightly better than 50% return, which for the purposes of the study is considered more than adequate. Of the thirty-five cities that replied, twenty-nine returned a completed questionnaire. These twenty-nine responses have been tabulated and are discussed in general terms in the following chapter.

Reasons offered for failing to complete the questionnaire

Six responses to the survey letter failed to produce a completed questionnaire. The reasons for this failure are significant in themselves and, thus, are examined here in some detail.

(1) Both Tampa, Florida and San Juan, Puerto Rico furnished interesting background material on their historic districts but referred the questionnaire to another individual who has direct responsibility for the project. No further communication was received before February 28.

(2) The response from Washington, D.C. indicated that, although the area in question contains seven residential structures of historic

Since that date five additional responses have been received from: Rochester, New York; Frederick, Massachusetts; Tampa, Florida; Concord, Massachusetts; and Mobile, Alabama.
and architectural merit which have been rehabilitated by private developers, this endeavour cannot be accurately described as the preservation of a historic district.

(3) The planning department of Norfolk, Virginia completed an area preservation study in December, 1965, setting forth a series of proposals for historic district zoning. The survey response from Norfolk indicated, however, that no specific historic districts complete with appropriate controls had yet been inaugurated. The respondent states that "we are in the process of developing background studies to create appropriate districts under the historic and cultural conservation provisions in our zoning ordinance".

(4) The town of Southampton, New York is currently in a similar position to Norfolk, although efforts here are on a much smaller scale. Southampton, population 4,582 (1960), has not created a specific historic district subsequent to the adoption of enabling regulations in its zoning ordinance in 1962. The local Planning Board advises that "we are now doing a Master Plan and our consultants have recommended historical sights and areas for preservation; this is as far as we have advanced to date".

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62 A personal letter from the District of Columbia Land Redevelopment Agency, dated February 3, 1970. The area in question is the Southwest Urban Renewal Project where new construction is required to carefully respect the scale and texture of the historic houses.

63 A letter from the Norfolk Department of City Planning, February 3, 1970.

64 A letter from the Southampton Planning Board, January 26, 1970.
Perhaps of greatest interest is the response from the town of Glastonbury, Connecticut. This small community (population not given in the census) possesses a Heritage Committee and a Historical Society, both of which act in a watch-dog capacity but are lacking any legal basis with which they can enforce architectural or structural regulations. Glastonbury, along with a number of other Connecticut municipalities, prepared a draft amendment to its zoning ordinance creating a historic district and a historic district commission under a bill adopted by the State Legislature in 1962. The required referendum to establish such a district was defeated circa 1965. The explanation for this defeat presents a characteristic situation, and, thus, is quoted here in full:

"Our experience with a historic district was less than successful. Initially support for the establishment of such a district just south of the business center came from the Heritage Committee appointed by the Town Council, a number of families owning historical houses within the area, and the local Historical Society.

Support for the creation of the District was carefully organized and included a series of public hearings, research into the history and architecture of the structures in the district, and mailings to and personal visits with property owners in the area. A Historic District Study Commission, created during this period, was instrumental in carrying out these activities.

The Historic District was, in fact, created under the then existing state legislation. However, state legislation was later passed which, among other things, required a

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referendum, an extraordinary majority, and exclusion of certain types of owners from voting. The legislature also made it possible for joint owners to cast individual votes.

The legislature effectively caused the demise of the Glastonbury Historic District. Although the majority of the single-family home owners favored the project (and, in fact, a majority of voters within the district favored its continuance), there were not enough favorable votes to satisfy the 75% majority requirement. The eligibility requirements for voting were written to exclude a church, the Town, and the Historical Society, all of which owned or controlled one or more pieces of property in the district. The opposition centered on persons who sincerely opposed the establishment of the district on constitutional grounds and a group of investors (many consisting of partnerships) who expect an eventual extension of the business district into the historic district or who had bought property for income purposes.

The requirements for a 75% majority is a stiff one. In order to gain this support, not only people in the area need be fully informed about all phases of the district, but also the types of ownership in the district must be analysed in detail. We found that single-family owner-occupiers, who take pride in their homes, almost unanimously supported the district while absentee owners of vacant lots almost unanimously opposed it. Another factor which influenced the voting results was that most properties owned by landlords were in the names of two or three persons, each entitled to a vote, while most owner-occupied property was in the name of one or two persons".

Position of the respondent and depth of response

The twenty-nine completed questionnaires which form the base of this study constitute a body of professional opinion widely variated in terms of depth and clarity. Undoubtedly, the official position of each respondent

66
A letter from the Town of Glastonbury, Connecticut.
has a significant bearing on the manner in which the questions were approached. In this regard, it was generally found that when the respondent is a member of the planning profession or holds an administrative position on a municipal authority the depth of response, particularly to the 'B' section of the questionnaire, tends to be greater. Moreover, in describing activities in support of the goals, the professionals tend to emphasize overall strategies and procedures, while the non-planners concentrate more on describing actual physical development in the district. For the purposes of this study, both types of responses are useful.

Another significant factor influencing the nature of response is the purely subjective attitude of the respondent to the project. In this regard, it was found that some individuals take an extremely positive, enthusiastic attitude to their city's project and zealously rate most goals as being realised 'very successfully'. Other responses indicate greater objectivity and occasionally a touch of skepticism in the mind of the respondent. The activities cited in support of each goal provided a partial check and balance on the respondent's initial reaction to each goal under consideration. Frequently, the assigned goal achievement rating was raised or lowered following the respondent's attempt to cite supporting activities.

Table 1 shows the official position of the respondent for each of the projects surveyed. As can be seen from this table, eighteen questionnaires, or approximately 62% of the responses came from people directly involved in planning matters. The remaining 38% of the questionnaires were completed
<table>
<thead>
<tr>
<th>CITY OR TOWN</th>
<th>STATE OR PROVINCE</th>
<th>OFFICIAL POSITION OF RESPONDENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Little Rock</td>
<td>Arkansas</td>
<td>Rehabilitation-Restoration Administrator.</td>
</tr>
<tr>
<td>2. Victoria</td>
<td>British Columbia</td>
<td>Planning Officer.</td>
</tr>
<tr>
<td>3. Fremont</td>
<td>California</td>
<td>Associate Planner.</td>
</tr>
<tr>
<td>4. Sacarmento</td>
<td>California</td>
<td>Project Manager 'Old Sacramento'.</td>
</tr>
<tr>
<td>5. Santa Barbara</td>
<td>California</td>
<td>Planning Aide.</td>
</tr>
<tr>
<td>7. New Haven</td>
<td>Connecticut</td>
<td>Director of Public Information.</td>
</tr>
<tr>
<td>8. Dover</td>
<td>Delaware</td>
<td>City Planner.</td>
</tr>
<tr>
<td>9. Savannah</td>
<td>Georgia</td>
<td>Executive Director - Housing Authority of Savannah.</td>
</tr>
<tr>
<td>10. Lahaina</td>
<td>Hawaii</td>
<td>Planner.</td>
</tr>
<tr>
<td>11. Baltimore</td>
<td>Maryland</td>
<td>Director of Planning</td>
</tr>
<tr>
<td>12. Cambridge</td>
<td>Massachusetts</td>
<td>Associate Survey Director - Cambridge Historical Commission.</td>
</tr>
<tr>
<td>13. Falmouth</td>
<td>Massachusetts</td>
<td>President - Falmouth Historical Society.</td>
</tr>
<tr>
<td>14. Lexington</td>
<td>Massachusetts</td>
<td>Planning Director.</td>
</tr>
<tr>
<td>15. Sudbury</td>
<td>Massachusetts</td>
<td>Member - Planning Board.</td>
</tr>
<tr>
<td>17. Cape May</td>
<td>New Jersey</td>
<td>Urban Renewal Director.</td>
</tr>
<tr>
<td>18. Santa Fe</td>
<td>New Mexico</td>
<td>Chairman - City and County Planning.</td>
</tr>
<tr>
<td>20. Wilmington</td>
<td>North Carolina</td>
<td>Director of Planning</td>
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<tr>
<td>22. Columbus</td>
<td>Ohio</td>
<td>Director - Department of Development.</td>
</tr>
<tr>
<td>23. Portland</td>
<td>Oregon</td>
<td>Senior planner - Urban Design.</td>
</tr>
<tr>
<td>27. Galveston</td>
<td>Texas</td>
<td>Director of Planning</td>
</tr>
<tr>
<td>28. San Antonio</td>
<td>Texas</td>
<td>City Planner.</td>
</tr>
<tr>
<td>29. Charlottesville</td>
<td>Virginia</td>
<td>Planning Director.</td>
</tr>
</tbody>
</table>
by a variety of civic administrators, including members of boards and commissions actively involved with the historic district.

Age of the historic zoning ordinance

Table 11 lists the towns and cities surveyed in chronological order according to the year in which the zoning ordinance, officially creating the district, was passed. It must be stressed that the legal sanctity imposed on a historic district project by municipal legislation does not in reality create or necessarily ensure the success of the scheme. In the context of this study the historic zoning ordinance merely represents one valuable technique whereby the worthwhile aspects of a district may be protected and through which a preservation plan may be implemented. The existence of historic district zoning is, however, clear evidence that public and political interest in the project is of high calibre.

There is some evidence that a community can achieve the preservation of a historic area without the aid of historic district zoning. In the survey five cities and one small town which currently do not possess the added protection of historic district zoning are identified; nonetheless, in each of these six cases the community has succeeded in realising many of the goals necessary to the preservation of its historic area. 67

67 The municipalities in question are: Little Rock, New Haven, Savannah, Montreal, Victoria, and Cape May.
<table>
<thead>
<tr>
<th>Rank Order</th>
<th>City or Town</th>
<th>Year of Ordinance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Winston-Salem</td>
<td>1948</td>
</tr>
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<td>2.</td>
<td>Charlottesville</td>
<td>1956</td>
</tr>
<tr>
<td>3.</td>
<td>Dover</td>
<td>1957</td>
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<td>4.</td>
<td>Santa Fe</td>
<td>1957</td>
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<tr>
<td>5.</td>
<td>Lexington</td>
<td>1958</td>
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<tr>
<td>6.</td>
<td>Bellport</td>
<td>1958</td>
</tr>
<tr>
<td>7.</td>
<td>Fremont</td>
<td>1959</td>
</tr>
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<td>8.</td>
<td>Portland</td>
<td>1959</td>
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<td>9.</td>
<td>Sacramento</td>
<td>1960</td>
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<td>10.</td>
<td>Santa Barbara</td>
<td>1960</td>
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<td>11.</td>
<td>Portsmouth</td>
<td>1960</td>
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<td>12.</td>
<td>Providence</td>
<td>1960</td>
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<td>13.</td>
<td>Falmouth</td>
<td>1961</td>
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<tr>
<td>15.</td>
<td>Lahaina</td>
<td>1962</td>
</tr>
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<td>16.</td>
<td>Wilmington</td>
<td>1962</td>
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<td>17.</td>
<td>Galveston</td>
<td>1962</td>
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<td>18.</td>
<td>New Canaan</td>
<td>1963</td>
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<td>19.</td>
<td>Cambridge</td>
<td>1963</td>
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<tr>
<td>20.</td>
<td>Sudbury</td>
<td>1963</td>
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<td>21.</td>
<td>Columbus</td>
<td>1963</td>
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<tr>
<td>22.</td>
<td>Baltimore</td>
<td>1964</td>
</tr>
<tr>
<td>23.</td>
<td>San Antonio</td>
<td>1968</td>
</tr>
<tr>
<td>24.</td>
<td>Little Rock</td>
<td>Bylaw defeated</td>
</tr>
<tr>
<td>25.</td>
<td>New Haven</td>
<td>No Historic District ordinance.</td>
</tr>
<tr>
<td>27.</td>
<td>Cape May</td>
<td>No Historic District ordinance.</td>
</tr>
<tr>
<td>28.</td>
<td>Montreal</td>
<td>No Historic District Ordinance</td>
</tr>
<tr>
<td>29.</td>
<td>Victoria</td>
<td>No Historic District ordinance.</td>
</tr>
</tbody>
</table>

* Source: an unpublished monograph by the National Trust for Historic Preservation.
The information contained in Table 11 serves as a rough indicator of the length of time that public interest and support in each of the projects has been in effect. To some extent the passage of the local ordinance suggests a culmination of public concern for the historic area. Later chapters will show that those cities that have had protective legislation in effect for ten years or longer appear to be less concerned with the achievement of certain goals than their more recent counterparts tend to be.

The survey reveals, for example, that in projects where historic district zoning was adopted at an early stage, the need for, and the concern with, improving the architectural merit of the rehabilitation-restoration work (goal 2) is generally much lower than in the less mature projects. Conversely, it is interesting to note that even in those cases where local legislation has been in effect for a long period of time, goal 14 - to enact and generally improve legislative measures designed to protect the quality of the district's environment - is deemed to be an on-going and no less relevant objective.

The twenty-nine projects surveyed exhibit a widespread on the chronological scale, ranging from the Old Salem district in Winston-Salem, officially created in 1948, to the 'Paseo del Rio' project in San Antonio, Texas, given legal status on May 9, 1968. Roughly 42% of the projects surveyed have had a historic district zoning ordinance in effect for ten years or longer, and approximately 38% have created their district between
1961 and 1968. In the remaining 20% the proposed bylaw was either defeated, as is the case with Glastonbury, or no attempt at passing a historic zoning amendment has ever been made.

Cape May, New Jersey, is a somewhat unique case, in that it has a Historic District Commission but lacks an official historic district.

Neither of the two Canadian cities included in the survey presently have the benefit of a historic district zoning ordinance. To date there has been no precedent anywhere in Canada for the adoption of historic district legislation.

Classification of the Survey by size of the parent city

For purposes of comparison in this and subsequent chapters the twenty-nine projects surveyed are divided into three categories according to the population size of the town or city in which they are situated.

Table 111 shows that seven municipalities, or roughly 25% of the survey, had a population of less than 10,000 people in 1960. Eight projects, or approximately 28% of the survey, are located in medium sized cities having a 1960 population ranging from 10,000 to 100,000. The remaining 47%, or fourteen projects, are in large cities of 100,000 population and greater. Three of the cities in this last category presently have a population well in excess of one million. These parent city size classifications are hereafter referred to as 'small town', 'medium sized city' and 'large city'.
### TABLE 111

**PROJECTS SURVEYED: BY POPULATION SIZE OF THE PARENT CITY - 1960** *

#### UNDER 10,000 POPULATION

<table>
<thead>
<tr>
<th>City</th>
<th>State</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellport</td>
<td>New York Village</td>
<td>pop. not given</td>
</tr>
<tr>
<td>New Canaan</td>
<td>Connecticut Village</td>
<td>pop. not given</td>
</tr>
<tr>
<td>Sudbury</td>
<td>Massachusetts Village</td>
<td>pop. not given</td>
</tr>
<tr>
<td>Falmouth</td>
<td>Massachusetts</td>
<td>3,308</td>
</tr>
<tr>
<td>Lahaina</td>
<td>Hawaii</td>
<td>3,423</td>
</tr>
<tr>
<td>Cape May</td>
<td>New Jersey</td>
<td>4,477</td>
</tr>
<tr>
<td>Dover</td>
<td>Delaware</td>
<td>7,250</td>
</tr>
</tbody>
</table>

#### 10,000 to 100,000 POPULATION

<table>
<thead>
<tr>
<th>City</th>
<th>State</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Portsmouth</td>
<td>New Hampshire</td>
<td>25,833</td>
</tr>
<tr>
<td>Lexington</td>
<td>Massachusetts</td>
<td>27,691</td>
</tr>
<tr>
<td>Charlottesville</td>
<td>Virginia</td>
<td>29,427</td>
</tr>
<tr>
<td>Santa Fe</td>
<td>New Mexico</td>
<td>33,394</td>
</tr>
<tr>
<td>Fremont</td>
<td>California</td>
<td>43,790</td>
</tr>
<tr>
<td>Wilmington</td>
<td>North Carolina</td>
<td>44,013</td>
</tr>
<tr>
<td>Santa Barbara</td>
<td>California</td>
<td>58,768</td>
</tr>
<tr>
<td>Galveston</td>
<td>Texas</td>
<td>67,175</td>
</tr>
</tbody>
</table>

#### 100,000 POPULATION AND GREATER

<table>
<thead>
<tr>
<th>City</th>
<th>State</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambridge</td>
<td>Massachusetts</td>
<td>107,716</td>
</tr>
<tr>
<td>Little Rock</td>
<td>Arkansas</td>
<td>107,813</td>
</tr>
<tr>
<td>Winston-Salem</td>
<td>North Carolina</td>
<td>111,136</td>
</tr>
<tr>
<td>Savannah</td>
<td>Georgia</td>
<td>149,245</td>
</tr>
<tr>
<td>New Haven</td>
<td>Connecticut</td>
<td>152,048</td>
</tr>
<tr>
<td>Victoria</td>
<td>British Columbia</td>
<td>154,152 **</td>
</tr>
<tr>
<td>Sacramento</td>
<td>California</td>
<td>191,667</td>
</tr>
<tr>
<td>Providence</td>
<td>Rhode Island</td>
<td>207,498</td>
</tr>
<tr>
<td>Portland</td>
<td>Oregon</td>
<td>372,676</td>
</tr>
<tr>
<td>Columbus</td>
<td>Ohio</td>
<td>471,316</td>
</tr>
<tr>
<td>San Antonio</td>
<td>Texas</td>
<td>587,718</td>
</tr>
<tr>
<td>Baltimore</td>
<td>Maryland</td>
<td>939,024</td>
</tr>
<tr>
<td>Montreal</td>
<td>Quebec</td>
<td>1,191,062 **</td>
</tr>
<tr>
<td>Philadelphia</td>
<td>Pennsylvania</td>
<td>2,002,512</td>
</tr>
</tbody>
</table>


** Source: Dominion Bureau of Statistics, data is for 1961.
Throughout this study it is recognized that, whereas it is tempting to oversimplify and generalize from one project to another, in reality each and every historic district is distinctly unique. In order to offset the danger of oversimplification the goals have intentionally been delineated as expansively as possible. Nevertheless, it is recognized that in spite of their broad definition, the goals are in all likelihood interpreted quite differently from one historic district project to another. Making the district a focus for cultural activity and a center of the arts and crafts, as just one example, carries a very different connotation in the village of Bellport, New York, from the image that is associated with this goal in Society Hill, Philadelphia. It is important to remember, then, that in subsequent comparisons of questionnaire responses the element of project individuality is kept very much in the foreground. Although some valid cross-project comparisons can be made, in the author's opinion, the real value of the survey lies in viewing the response from each project as a miniscule case study.

The purpose in classifying the projects by the population size of the parent city serves primarily as a further point of reference for a discussion of goal acknowledgment and realisation in following chapters. For, although no precise formula has been discovered, it is observed that the relevance of each of the fifteen goals to a project is frequently, in some way, related to the size of the parent city. Furthermore, the degree of success in realising the goals likewise appears to be linked to the factor of parent city size. An obvious example of this relationship is furnished by goal number 10, which acknowledges the detrimental impact
of the automobile on a historic environment. Goal number 10 lends itself to easier achievement in the smaller communities where the automobile problem is generally less severe than in the larger cities.68 Relationships between parent-city-size and goal acknowledgment and realisation are pointed out in following chapters only in those instances where the correlation appears significant. A difference of 15% or more between parent-city-size groups has been selected as the measure of significance.

Acknowledgment of the goals

The survey reveals that in only four cases all fifteen goals are acknowledged as being relevant to the historic district project, and that in one exceptional case only seven of the goals are deemed to be applicable.69 Table IV shows that 69% of the projects surveyed acknowledge 12 or more of the goals as being relevant. This percentage breaks down as follows for the three parent city size classifications:

(1) 88% of the projects in the medium city size group acknowledge 12 or more of the goals.
(2) 69% of the projects in the large city size group acknowledge 12 or more of the goals.

68 The survey revealed that whereas 83% of the small town projects are realising goal 10 either 'very successfully' or 'with some success', only 57% of the large city projects indicate this degree of success for goal 10.
69 The four projects acknowledging all 15 goals are in Savannah, Georgia Galveston, Texas Portland, Oregon Santa Fe, New Mexico

The project acknowledging only 7 goals is the village of Bellport, L.I., New York.
### TABLE IV

**GOAL ACKNOWLEDGMENT PATTERN: BY NUMBER OF GOALS CONSIDERED RELEVANT**

<table>
<thead>
<tr>
<th>City</th>
<th>State or Province</th>
<th>Number of Goals Acknowledged</th>
<th>Number of Goals Not Acknowledged</th>
<th>% of projects Acknowledging 12 Goals or More</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellport</td>
<td>New York</td>
<td>7</td>
<td>7</td>
<td>$\frac{4}{7} = 57%$</td>
</tr>
<tr>
<td>New Canaan</td>
<td>Connecticut</td>
<td>10</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Sudbury</td>
<td>Massachusetts</td>
<td>12</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Falmouth</td>
<td>Massachusetts</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Lahaina</td>
<td>Hawaii</td>
<td>12</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Cape May</td>
<td>New Jersey</td>
<td>14</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Dover</td>
<td>Delaware</td>
<td>9</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Portsmouth</td>
<td>New Hampshire</td>
<td>13</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Lexington</td>
<td>Massachusetts</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Charlottesville</td>
<td>Virginia</td>
<td>9</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Santa Fe</td>
<td>New Mexico</td>
<td>15</td>
<td>-</td>
<td>$\frac{7}{8} = 88%$</td>
</tr>
<tr>
<td>Fremont</td>
<td>California</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Wilmington</td>
<td>North Carolina</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Santa Barbara</td>
<td>California</td>
<td>12</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Galveston</td>
<td>Texas</td>
<td>15</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Cambridge</td>
<td>Massachusetts</td>
<td>11</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Little Rock</td>
<td>Arkansas</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Winston-Salem</td>
<td>North Carolina</td>
<td>11</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Savannah</td>
<td>Georgia</td>
<td>15</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>New Haven</td>
<td>Connecticut</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Victoria</td>
<td>British Columbia</td>
<td>10</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Sacramento</td>
<td>California</td>
<td>14</td>
<td>1</td>
<td>$\frac{9}{14} = 64%$</td>
</tr>
<tr>
<td>Providence</td>
<td>Rhode Island</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Portland</td>
<td>Oregon</td>
<td>15</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Columbus</td>
<td>Ohio</td>
<td>8</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>San Antonio</td>
<td>Texas</td>
<td>11</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Baltimore</td>
<td>Maryland</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Montreal</td>
<td>Quebec</td>
<td>14</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Philadelphia</td>
<td>Pennsylvania</td>
<td>13</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

**N.B.** When the respondent failed to score a goal, that goal is ignored in this tabulation.
(3) 57% of the projects in the small town group acknowledge 12 or more of the goals.

Table V identifies the goals that were acknowledged most frequently and also shows which goals are applicable in fewer cases. Table V shows that the eight following goals have almost universal relevance in North American Historic District preservation practice:

Goal 1. To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.

Goal 2. To improve the architectural merit of the rehabilitation-restoration work in the district.

Goal 4. To ensure that new construction is compatible with the existing historical context and architectural setting.

Goal 7. To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

Goal 9. To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

Goal 11. To improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures.

Goal 10. To recognize the requirements of the automobile while also subordinating these requirements to the need for preserving the quality of the historic environment.
TABLE V

ACKNOWLEDGMENT OF GOALS: FROM GREATEST TO LEAST NUMBER OF PROJECTS ACKNOWLEDGING EACH GOAL

<table>
<thead>
<tr>
<th>All projects surveyed</th>
<th>Small towns</th>
<th>Medium cities</th>
<th>Large cities</th>
</tr>
</thead>
<tbody>
<tr>
<td>rank</td>
<td>goal proportion</td>
<td>goal proportion</td>
<td>goal proportion</td>
</tr>
<tr>
<td>1</td>
<td>7/1 29/29</td>
<td>7/7 7/7</td>
<td>2/1 8/8 14/14</td>
</tr>
<tr>
<td>2</td>
<td>9/4 10/14 28/29</td>
<td>10/6 7/14</td>
<td>2/1 13/14</td>
</tr>
<tr>
<td>3</td>
<td>2/5 26/29</td>
<td>3/5 15/6 12/14</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>14/11 25/29 23/29</td>
<td>6/11 12/5</td>
<td>8/10/14</td>
</tr>
<tr>
<td>5</td>
<td>3/15 23/29</td>
<td>12/1 13/4</td>
<td>10/9/14</td>
</tr>
<tr>
<td>6</td>
<td>8/22/29</td>
<td>6/8 12/6</td>
<td>5/9/14</td>
</tr>
<tr>
<td>7</td>
<td>5/21/29</td>
<td>6/8 12/6</td>
<td>8/14</td>
</tr>
<tr>
<td>8</td>
<td>13/20/29</td>
<td>12/6</td>
<td>6/14</td>
</tr>
<tr>
<td>9</td>
<td>6/17/29</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>12/29</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Goal 14. To enact and generally improve legislative measures designed to protect the quality of the district's environment.  

While these seven goals appear to have relevance irregardless of the parent-city-size variable, certain other goals appear to have a definite relationship with the size of the parent city. Goal number 11 - "To improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures" - for example, is of importance in the larger cities but is generally not acknowledged as being a goal (or a problem) in the small town group. Similarly, goal 12 - "To carry out a relocation program for low income population which is being displaced" - proved to be of far greater importance in the medium sized and large cities than it is in the villages and towns.

Conversely, goal 3 - "To attract new development to the district in order to instill new life, to broaden its tax base, or for other reasons" - is generally more important in medium sized cities than it is in the large metropolis where pressures for new development frequently present more of a problem than a goal.

Patterns of acknowledgment to each goal are dealt with individually in subsequent chapters. At this stage it is noted that each of the fifteen goals constitutes a significant purpose in many, and frequently, all, the

Note that these 8 goals are acknowledged by 25 or more of the 29 projects.
projects surveyed. Even goal 12, which has least overall applicability, is acknowledged as being a necessary and important course of action in 12 of the 29 projects.

Finally, Table VI identifies the goals which are considered irrelevant in each of the projects in the survey. This Table is included here merely for the sake of completeness. Reasons offered by respondents explaining why specific goals are considered irrelevant are taken up in subsequent chapters when they are of particular interest.

Additional Goals

Design of the questionnaire permits respondent to list and describe any additional goals or objectives which, in his opinion, are relevant to the project in his city and are not adequately covered by any of the previous fifteen goals.

Although a number of individuals used the allocated space to elaborate on supporting activities or to comment on their reaction to the questionnaire itself, in no case was a further goal actually stated or implied. In view of this absence of additional goals it is concluded that the 15 goals set forth in the hypothesis do, in fact, constitute the major planning intents in historic district preservation. Collectively these fifteen goals accurately define the dimensions in which historic district preservation is currently operating in North America.
TABLE VI
PROJECTS SURVEYED: SHOWING WHICH GOALS ARE CONSIDERED IRRELEVANT

<table>
<thead>
<tr>
<th>Small towns</th>
<th>Goals considered irrelevant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellport, New York</td>
<td>3  5  6  10  11  12  13</td>
</tr>
<tr>
<td>New Canaan, Connecticut</td>
<td>12</td>
</tr>
<tr>
<td>Sudbury, Massachusetts</td>
<td>11  12  15</td>
</tr>
<tr>
<td>Falmouth, Massachusetts</td>
<td>3  12</td>
</tr>
<tr>
<td>Lahaina, Hawaii</td>
<td>6  8  12</td>
</tr>
<tr>
<td>Cape May, New Jersey</td>
<td>8</td>
</tr>
<tr>
<td>Dover, Delaware</td>
<td>6  11  12  13  14  15</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Medium cities</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Portsmouth, New Hampshire</td>
<td>13</td>
</tr>
<tr>
<td>Lexington, Massachusetts</td>
<td>3  12</td>
</tr>
<tr>
<td>Charlottesville, Virginia</td>
<td>8</td>
</tr>
<tr>
<td>Santa Fe, New Mexico</td>
<td>12  13</td>
</tr>
<tr>
<td>Fremont, California</td>
<td>12  13</td>
</tr>
<tr>
<td>Wilmington, North Carolina</td>
<td>12  13</td>
</tr>
<tr>
<td>Santa Barbara, California</td>
<td>6  13  15</td>
</tr>
<tr>
<td>Galveston, Texas</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Large cities</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambridge, Massachusetts</td>
<td>3  8  11  12</td>
</tr>
<tr>
<td>Little Rock, Arkansas</td>
<td>6  12</td>
</tr>
<tr>
<td>Winston-Salem, North Carolina</td>
<td>3  4  5</td>
</tr>
<tr>
<td>Savannah, Georgia</td>
<td>12</td>
</tr>
<tr>
<td>New Haven, Connecticut</td>
<td>6  15</td>
</tr>
<tr>
<td>Victoria, British Columbia</td>
<td>6  8  12  13  14</td>
</tr>
<tr>
<td>Sacramento, California</td>
<td>5</td>
</tr>
<tr>
<td>Providence, Rhode Island</td>
<td>12  15</td>
</tr>
<tr>
<td>Portland, Oregon</td>
<td></td>
</tr>
<tr>
<td>Columbus, Ohio</td>
<td>2  3  5  6  8  12  13</td>
</tr>
<tr>
<td>San Antonio, Texas</td>
<td>5  12  13  14</td>
</tr>
<tr>
<td>Baltimore, Maryland</td>
<td>6  12</td>
</tr>
<tr>
<td>Montreal, Quebec</td>
<td>5</td>
</tr>
<tr>
<td>Philadelphia, Pennsylvania</td>
<td>6  8</td>
</tr>
</tbody>
</table>
INSTRUCTIONS ON READING THE CHARTS

Charts 1 through to 4 show for each goal

1. the total number of projects in which the goal is considered relevant.

2. the overall degree of success experienced in realising the goal.

Color legend

- goal is being realised very successfully
- goal is being realised with some success
- goal is being realised with little or no ascertainable success
- goal is not being realised

3. the Cumulative Goal Achievement Quotient (C.G.A.Q.) is given in the far right column of each chart.

Charts 5 through to 19 (in subsequent chapters) employ the same color code to indicate the degree of success with which each goal is being realised.

The red histogram shows the percentage of projects in each size group acknowledging the goal.
Parent-city-size designations are as follows:

1. **small towns** refers to parent cities of 10,000 population and less

2. **medium cities** refers to parent cities of 10,000 - 100,000 population.

3. **large cities** refers to parent cities of 100,000 population and more.
CHART 2
GOAL ACKNOWLEDGMENT/REALISATION PATTERN
PARENT CITIES OF 10,000 POPULATION AND LESS

<table>
<thead>
<tr>
<th></th>
<th>C.G.A.Q.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 1</td>
<td>67</td>
</tr>
<tr>
<td>Goal 2</td>
<td>80</td>
</tr>
<tr>
<td>Goal 3</td>
<td>80</td>
</tr>
<tr>
<td>Goal 4</td>
<td>86</td>
</tr>
<tr>
<td>Goal 5</td>
<td>40</td>
</tr>
<tr>
<td>Goal 6</td>
<td>79</td>
</tr>
<tr>
<td>Goal 7</td>
<td>95</td>
</tr>
<tr>
<td>Goal 8</td>
<td>60</td>
</tr>
<tr>
<td>Goal 9</td>
<td>76</td>
</tr>
<tr>
<td>Goal 10</td>
<td>67</td>
</tr>
<tr>
<td>Goal 11</td>
<td>33</td>
</tr>
<tr>
<td>Goal 12</td>
<td>100</td>
</tr>
<tr>
<td>Goal 13</td>
<td>67</td>
</tr>
<tr>
<td>Goal 14</td>
<td>50</td>
</tr>
<tr>
<td>Goal 15</td>
<td>80</td>
</tr>
</tbody>
</table>

Number of projects
CHART 3

GOAL ACKNOWLEDGMENT/REALISATION PATTERN

PARENT CITIES OF 10,000 - 100,000 POPULATION

<table>
<thead>
<tr>
<th>Goal</th>
<th>Number of projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 1</td>
<td>71</td>
</tr>
<tr>
<td>Goal 2</td>
<td>75</td>
</tr>
<tr>
<td>Goal 3</td>
<td>52</td>
</tr>
<tr>
<td>Goal 4</td>
<td>76</td>
</tr>
<tr>
<td>Goal 5</td>
<td>38</td>
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<tr>
<td>Goal 6</td>
<td>33</td>
</tr>
<tr>
<td>Goal 7</td>
<td>71</td>
</tr>
<tr>
<td>Goal 8</td>
<td>76</td>
</tr>
<tr>
<td>Goal 9</td>
<td>57</td>
</tr>
<tr>
<td>Goal 10</td>
<td>50</td>
</tr>
<tr>
<td>Goal 11</td>
<td>42</td>
</tr>
<tr>
<td>Goal 12</td>
<td>33</td>
</tr>
<tr>
<td>Goal 13</td>
<td>42</td>
</tr>
<tr>
<td>Goal 14</td>
<td>71</td>
</tr>
<tr>
<td>Goal 15</td>
<td>72</td>
</tr>
</tbody>
</table>

Number of projects
CHART 4

GOAL ACKNOWLEDGMENT/REALISATION PATTERN

PARENT CITIES OF 100,000 POPULATION AND OVER

| Goal 1 | Goal 2 | Goal 3 | Goal 4 | Goal 5 | Goal 6 | Goal 7 | Goal 8 | Goal 9 | Goal 10 | Goal 11 | Goal 12 | Goal 13 | Goal 14 | Goal 15 |
|--------|--------|--------|--------|--------|--------|--------|--------|--------|---------|---------|---------|---------|---------|---------|---------|
| C.G.A.Q. | 88     | 86     | 64     | 74     | 44     | 63     | 95     | 73     | 88      | 57      | 69      | 72      | 61      | 72      | 75      |

Number of cases
A general comparison of goal achievement

Charts 1 through 4 present a graphic analysis of the degree of success with which each of the fifteen goals is being realised in the opinion of the survey respondents. Chart 1 deals with the entire survey, and Charts 2, 3, and 4 present the goal achievement pattern for the small town projects, the medium city size projects, and the large city projects in that order.

The charts show for each goal:

(1) the total number of projects (in that size group) wherein the goal is deemed relevant, and

(2) the proportion of projects (in each size group) wherein the goal is being realised (a) very successfully (b) with some success (c) with little or no ascertainable success (d) not at all

Cumulative goal achievement quotients

The far right column of Charts 1 to 4 shows the 'cumulative goal achievement quotient' for each of the fifteen goals. The 'cumulative goal achievement quotient' provides a standardized index through which the overall degree of achievement for each goal may be compared with that of other goals. The figure, which is given as a score out of a possible total of 100 points, is arrived at by assigning the following weights to each of the four points on the success scale:
DEGREE OF SUCCESS IN GOAL REALISATION

<table>
<thead>
<tr>
<th>Weight</th>
</tr>
</thead>
<tbody>
<tr>
<td>goal is being realised very successfully</td>
</tr>
<tr>
<td>goal is being realised with some success</td>
</tr>
<tr>
<td>goal is being realised with little or no ascertainable success</td>
</tr>
<tr>
<td>goal is not being realised at all</td>
</tr>
</tbody>
</table>

The cumulative goal achievement quotient (C.G.A.Q.) is calculated as follows:

(a) all responses in the survey for each individual goal are assigned a weight according to the above designation;

(b) all weights for each goal are summed and posed as a proportion of the maximum possible total (depending upon the number of responses which acknowledge the goal)

(c) this proportion is then multiplied by a factor of 100 to standardize the score and permit comparison between goals.

Cumulative goal achievement quotients for each goal are tabulated as shown in Table VII. This Table identifies the goals which are being realised with the greatest degree of success in each size group. It shows, for example, that for the survey as a whole the five goals which are being realised with the greatest degree of success are:

Goal 7. To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

Goal 2. To improve the architectural merit of the rehabilitation-restoration work in the district.
### A Comparison of Cumulative Goal Achievement Quotients (C.G.A.Q.)

<table>
<thead>
<tr>
<th>Goal Number</th>
<th>All 29 Projects</th>
<th>Breakdown by pop. size of parent city</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>C.G.A.Q.</td>
<td>Small towns</td>
</tr>
<tr>
<td>1</td>
<td>78</td>
<td>67</td>
</tr>
<tr>
<td>2</td>
<td>82</td>
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</tr>
<tr>
<td>3</td>
<td>64</td>
<td>80</td>
</tr>
<tr>
<td>4</td>
<td>77</td>
<td>86</td>
</tr>
<tr>
<td>5</td>
<td>41</td>
<td>40</td>
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<td>6</td>
<td>55</td>
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<td>7</td>
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<td>8</td>
<td>71</td>
<td>60</td>
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<td>9</td>
<td>78</td>
<td>76</td>
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<td>10</td>
<td>57</td>
<td>67</td>
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<td>11</td>
<td>57</td>
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<tr>
<td>12</td>
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<td>67</td>
<td>50</td>
</tr>
<tr>
<td>15</td>
<td>75</td>
<td>80</td>
</tr>
</tbody>
</table>

In rank order: From High to Low Scores

<table>
<thead>
<tr>
<th>Goal C.G.A.Q.</th>
<th>Goal CGAQ</th>
<th>Goal C.GAQ</th>
<th>Goal C.GAQ</th>
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<tbody>
<tr>
<td>7 90</td>
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<td>1 88</td>
</tr>
<tr>
<td>1 78</td>
<td>4 86</td>
<td>2 75</td>
<td>9 88</td>
</tr>
<tr>
<td>9 78</td>
<td>3 80</td>
<td>15 72</td>
<td>2 86</td>
</tr>
<tr>
<td>4 77</td>
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<td>1 71</td>
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<tr>
<td>15 75</td>
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<tr>
<td>12 61</td>
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<td>10 50</td>
<td>11 69</td>
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<td>10 57</td>
<td>13 67</td>
<td>11 42</td>
<td>3 64</td>
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<td>8 60</td>
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<td>6 55</td>
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<td>6 33</td>
<td>10 57</td>
</tr>
<tr>
<td>5 41</td>
<td>11 33</td>
<td>12 33</td>
<td>5 44</td>
</tr>
</tbody>
</table>
Goal 1. To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.

Goal 9. To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

Goal 4. To ensure that new construction is compatible with the existing historical context and architectural setting.

A comparison of goal achievement patterns with goal acknowledgment patterns (Table V) reveals that these five goals also have greatest overall applicability in North American historic district projects. This correlation, which also tends to hold for each of the parent city size groups, shows that the goals which are generally regarded as the most important components of historic district projects are precisely the goals which are being realised with the greatest degree of success. Conversely, the goals which are generally regarded as less important are being realised with the least degree of success.

71

ie. goal 7, goal 2, goal 1, goal 9 and goal 4 coincide with five of the 8 goals identified on page 76 in this chapter.
SUMMARY

The survey revealed that eight of the fifteen goals set out in the hypothesis have virtually universal importance. These eight goals are considered relevant for historic district preservation projects in small towns as well as in large cities throughout North America. They are:

To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.

To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

To recognize the requirements of the automobile while also subordinating these requirements to the need for preserving the quality of the historic environment.

To ensure that new construction is compatible with the existing historical context and architectural setting.

To improve the architectural merit of the rehabilitation-restoration work in the district.

To enact and generally improve legislative measures designed to protect the quality of the district's environment.

To improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures.

The survey also revealed that five of these eight goals are, on the whole, being realised with the greatest degree of success. These are:

To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.
To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

To ensure that new construction is compatible with the existing historical context and architectural setting.

To improve the architectural merit of the rehabilitation-restoration work in the district.

The remaining goals, although of less overall importance, did prove to be significant components in many projects. Goal 12, to carry out a relocation program for low income population which is being displaced, has least overall applicability but is, nevertheless, an important target in 41% of the projects surveyed. It was found that goals such as number 12, which are generally not regarded as being quite as important, are being realised with a lower degree of success.
CHAPTER IV

THE STRUCTURES AND BUILDINGS

The following chapter deals with an examination of the responses elicited by goals 1 through to 6. Taken together, these six goals spell out the need for judicious methods of controlling what happens to individual buildings and structures in a historic district.

Goal 1. TO ENCOURAGE THE RESTORATION AND PRESERVATION OF BUILDINGS ON A PRIVATE BASIS WHERE POSSIBLE TO SUCH AN EXTENT THAT THEY WILL BE DESIRABLE AS PRIVATE HOMES AND PLACES OF BUSINESS.

Explanation

With the exception of museum villages, where the doors are opened and closed to the public at specified hours and where historic buildings are primarily treated as a tourist-oriented business operation, the role of private investment in historic district preservation is generally viewed as a crucial one. Without the active involvement of a variety of investors, who are prepared to put their money into individual structures, most schemes would be hopelessly impracticable. Any activity which stimulates and encourages private investment, therefore, has an important bearing on the success of the project.
Where the preservation of a historic district is part of an urban renewal scheme or is otherwise aimed specifically at the rehabilitation of a decaying area, the role of private capital is normally given special emphasis and a wide range of incentives can be used to attract it. In these projects a 'take-off' phenomenon frequently occurs at some point in time and the importance of stimulating the private sector tends to be supplanted by firmer controls over the quality of architectural restoration. District 'take-off' is usually caused by a revival of interest in the area which acts to accentuate private demand for any remaining buildings.

Seven distinct types of private investment that occur in historic districts have been identified. Each type of investor acts according to different personal objectives and thus has a slightly different role to play in the project. The types of investor are:

(1) the small investor - This individual purchases an old building either for private use as a residence or to gain a return from rents or a profit through resale.

(2) the philanthropic investor - This individual purchases a building for reasons other than mere profit. His motivation often derives from a sense of civic spirit or an intellectual interest in the district.

(3) the operative remodeller - This investor often depends upon the restoration of deteriorated real estate for his major source of income.
(4) **group purchasers** - These individuals purchase a building as a group. They are usually drawn to the district by the low cost of buildings.

(5) **business or industrial investor** - This investor is often a business organization in search of a home. The advantages of locating in the historic district are usually viewed as being convertible into financial gain. Motivation may include: convenience, civic duty, seeking of a prestige address, proximity to an available market, advertisement value of the district.

(6) **the citizen investment corporation** - The shareholders of this corporation usually join expressly for the purpose of investing in the restoration of the district. Often, they are residents or institutions of the area who wish to protect the private investment already sunk into their home, business or institution.

(7) **the speculative investor** - This individual purchases property primarily in the hope of reselling it later at a marked profit. Often the speculative investor anticipates the district's 'take-off' and capitalizes on the success of the project.

**Relationship to other goals**

Achievement of goal 1 is inextricably wound up with all other aspects of a historic district project. The drawing power of the district is related, for example, to the degree with which other goals are being realised. Its appeal as a living, functioning community, obviously has a strong bearing
on its ability to draw further investment, while conversely, it cannot begin to be a living community unless it has some inherent qualities which attract and hold private investment and use. In this regard, many respondents indicated that the stability imposed by a well-designed historic zoning ordinance encourages private preservation efforts. Others suggested that local interest and promotion of the district helps to instill further incentive for private restoration. In general, the desirability of a district as a place in which to live or conduct one's business appears to be the product of numerous factors including:

(1) population growth of the parent city
(2) awakening of interest in local history
(3) prestige associated with living in the district
(4) attractiveness of low real estate prices
(5) proximity to the central city
(6) character and atmosphere of the environment
(7) demand for rental accommodations
(8) promise of property value increases

Goal acknowledgment

As Chart 5 shows, goal 1 is considered relevant in all projects surveyed. Hence, the encouragement of private activity appears to be equally germane to projects situated in the smallest town as it is in the largest of cities.
CHART 5
SURVEY RESPONSE TO GOAL 1

GOAL ACKNOWLEDGMENT

Considered a goal in 29 of the total 29 projects surveyed

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>7/7</td>
<td>100</td>
</tr>
<tr>
<td>Medium cities</td>
<td>8/8</td>
<td>100</td>
</tr>
<tr>
<td>Large cities</td>
<td>14/14</td>
<td>100</td>
</tr>
</tbody>
</table>

GOAL REALISATION

10 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/7</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/8</td>
<td>13</td>
</tr>
<tr>
<td>Large cities</td>
<td>9/14</td>
<td>64</td>
</tr>
</tbody>
</table>

Of the total 34%

19 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>7/7</td>
<td>100</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>87</td>
</tr>
<tr>
<td>Large cities</td>
<td>5/14</td>
<td>36</td>
</tr>
</tbody>
</table>

Of the total 66%
Four respondents indicated that the goal was being achieved successfully but that little or no actual supporting activity was needed as existing forces made the district relatively stable and desirable for private use. Cambridge, Massachusetts, in particular, stressed that organized encouragement would be superfluous.

Goal realisation

The lower portion of Chart 5 reveals that in all projects surveyed goal 1 is being realised either 'very successfully' or with 'some success'. With one exception, the small and medium sized cities indicated that they are achieving the goal with only some success, whereas most of the large cities assigned a 'very successfully' score. The reasons for this variation are not certain, but appear to be related to the following observations:

(1) The larger cities generally are more rehabilitation-oriented with due emphasis on repair and restoration of a neighbourhood undergoing transition. They, thus, tend to have a greater repertoire of activities specifically designed to encourage private restoration projects.

72 These four are: Winston-Salem, San Antonio, New Canaan, and Cambridge.

73 The exception being Santa Fe, where, in the respondent's opinion, goal 1 is being realised very successfully through the 'Old Santa Fe Association which has bought a number of old houses and holds them for commercial purposes. Many old houses are being restored for residential purposes".


(2) Blighting influences are less severe in the smaller places, and, subsequently, private activity tends to be directed more at preservation, per se, rather than at a concerted attempt to restore and repair decaying structures. Less actual encouragement is warranted.

Supporting activities

The survey brought to light a wide range of activities considered to be in support of goal 1. Much of this activity was thought to be pervasive, and affected other goals as well. In those cases where the respondent attempted to compile a complete listing of supporting activities the list was very lengthy but still not exhaustive. The questionnaire received from Society Hill, Philadelphia, by way of example, schedules some eighteen different types of activity which encourage private preservation and restoration activity.

Supporting activities have been grouped into five categories, each of which is briefly discussed below. The categories are:

1. Planning and zoning
2. Promotion and publication
3. Financial assistance
4. Technical assistance
5. Local Organizations and Societies

PLANNING AND ZONING

In most instances where an area plan or a restoration master plan
for the district has been effected, the respondent stressed its value in encouraging private restoration and preservation. Additionally, several projects mentioned that, although no actual area plan was being implemented, guideline provisions for the historic district had been incorporated into the city's master plan with the same beneficial effect. Old Sacramento, a 28 acre concentrated district near the city centre, relies on a total historic preservation program to provide incentives to the private sector. The salient feature of this program is a trade area analysis which seeks to interest potential developers in the recreation market offered by the district.

In addition to plan preparation, the public relations work conducted by the local redevelopment agency or planning department was frequently cited in support of goal 1. New Haven, for instance, attributes a great deal of success in its Wooster Square project to a close liaison between individual property owners and the redevelopment agency. Much of the actual assistance is of a technical nature and has taken the form of preparing restoration plans for individual buildings at a minimal cost to the owner.

Surveys and inventories of historic structures in the district were also frequently listed as a supporting activity. Next to their function as a basis for plan preparation, surveys are generally regarded as having a wider value as a promotional tool. The Troup Ward project in Savannah, for example, utilizes a system of merit ratings for significant buildings in the district. Plaques or shields are placed in front of the most note-
worthy buildings, thereby making individual owners aware of the historic value of their property, while simultaneously creating city-wide pride and interest in the district.

The historic zoning ordinance is generally regarded as the single most important device to encourage private preservation and restoration endeavours. The smaller communities, in particular, emphasized by protection rendered by stringent zoning and building regulations. A number of respondents indicated that the principal benefit of the zoning ordinance together with the historic district commission is to keep control of the area close to the people of the community primarily concerned.

PROMOTION AND PUBLICATION

A great deal of activity aimed primarily at local promotion of the district is considered pertinent to the realisation of goal 1. Activities cited in this category include:

(1) local newspaper coverage of restoration work
(2) regular publications, containing photographic coverage, by historical societies and other civic groups.
(3) installation of commemorative plaques denoting the history of significant buildings.
(4) publicized tours of significant buildings.

74 47% of the projects situated in small and medium sized towns and cities mentioned historic district zoning in support of goal 1.
color slide presentations of the district to civic clubs and educational institutions.

annual village festivities. One organization, for instance, sponsors an annual event known as 'Old Dover Days' wherein the participating colonial homes in the district open their doors to the public as part of the festival.

FINANCIAL INCENTIVES AND ASSISTANCE

A variety of financial incentives in the form of grants, subsidies and loans are utilized in many projects. Society Hill, Philadelphia, for example, has restored much of its historic architecture with the aid of Federal grants and loans both to individual property owners and to the Redevelopment Agency for the planning and installation of public improvements. Another form of Federal assistance available in Society Hill, as well as in several other projects, is the direct HUD owner subsidy.

Montreal, on the other hand, induces the restoration of private residences and places of business through a municipal subsidy. To qualify for municipal assistance, a developer must give assurance that his restoration work will comply with municipal standards.

Fremont, California, encourages the preservation of historical structures through a regulatory device incorporated into the zoning bylaw. A developer is permitted to build to a higher density on adjoining lands if he agrees to restore and maintain the building in question. The technique of a bonus system appears to be particularly useful in cities where the pressure for redevelopment is very strong.
Victoria, British Columbia, has established a municipally-operated revolving fund whereby noteworthy buildings are purchased and resold to a developer on the guarantee that they will be restored to the city's satisfaction. In Charleston the idea of a revolving fund has been used for eight years with great success. Through the fund the Historic Charleston Foundation has purchased and resold many houses in the Historic Ansonborough district. The purpose of such a foundation is not to realise a profit, but rather to absorb losses made on the sale of some properties and to revert profits made on the sale of others back into the fund for purchases elsewhere. The Historic Wilmington Foundation, another example of the revolving fund, purchases historic houses, restores their exterior, and then resells them to private parties with a 'buy-back' option in the title transfer. The success of the privately-financed foundation or corporation has been aptly demonstrated in Washington, D.C. In that city "Historic Georgetown Inc. ... successfully rehabilitated several outstanding examples of mid-eighteenth century architecture at 30th and Main Streets .... In 1951, the houses were about to be torn down to build a parking lot. To save these buildings, a group of Georgetown residents formed Historic Georgetown, Inc. The aim of the corporation was to make not only a sound architectural restoration but also a sound business achievement. Money was raised by the sale of stock to Georgetown residents and a plan was worked out whereby subscribers might donate their stock to the National Trust and take a tax deduction for this gift at par value. The restoration of these buildings is now completed except for one small apartment. The completed part is fully-occupied on long-term leases and the rentals provide a sizable surplus above upkeep,
taxes, interest and preferred dividends. The operations of the corporation are deemed locally to be quite successful." 75

The use of property tax exemption to encourage private expenditures for what might otherwise be an unrealistically costly restoration or maintenance job has been advocated by several individuals. 76 This legal device does not, however, appear to have acquired currency at the local level. None of the respondents indicated that tax exemption is being used in the project. 77

TECHNICAL RESTORATION ASSISTANCE

A fourth area of encouragement to the private sector takes the shape of free or cheap technical restoration assistance. Such technical help can be offered by the redevelopment agency or the planning department, as the case may be, or it may be furnished by a consulting architect who is experienced in historic restoration.

The Redevelopment Agency in New Haven, for example, devotes considerable effort towards preparing architectural and structural drawings for the restoration of individual buildings in Wooster Square. Cape May and Falmouth, on the other hand, both small towns, utilize the services of a local architect who is available, free of charge, to offer advice on proper restoration procedures to interested individuals.

75 College Hill Demonstration Study of Urban Renewal, p.13.
76 See, for example, Planning for Preservation, by Robert L. Montague,111 and Tony P. Wrenn, American Society of Planning Officials, Chicago 1964.
77 For an example of the way in which taxation powers can be used to encourage voluntary restoration, see Puerto Rico Laws 1955, at 28, as amended Puerto Rico Laws 1960, at 197.
LOCAL ORGANIZATIONS AND SOCIETIES

Finally, there is a great deal of work performed by local historic societies and civic organizations which can indirectly help to encourage interest in private restoration. Some of the activities mentioned in this category are:

(1) A program initiated by the Chamber of Commerce designed to interest store owners in upgrading the exterior appearance of their buildings along the historic theme. (Bellport, Long Island, New York State).

(2) Large scale individual initiative to establish a trend. In College Hill, Providence, the restoration program was launched by one individual who purchased and restored fifteen houses and then resold them to other parties.

(3) Promotional activities by historical societies. The Quapaw Quarter, in Little Rock, for instance, owes much of its success to the Quapaw Quarter Association which publicizes private restoration efforts in brochures and through its quarterly newsletter.

Goal 2. TO IMPROVE THE ARCHITECTURAL MERIT OF THE REHABILITATION-RESTORATION WORK IN THE DISTRICT.

Explanation

Goal 2 defines the ongoing task of upgrading the quality of structural restoration work being conducted in the historic district. The phrase 'rehabilitation-restoration work' essentially includes any activity undertaken to improve and repair physical components within the district. It may simply mean the efforts of individual property owners or it can include more compre-
hensive efforts such as the reinstallment of historic street furniture. As part of the hypothesis it was surmised that there is a need for both control and encouragement in this area. Negative controls are one way of realising this goal - positive inducements are another. Goal 2 was included in the questionnaire to establish what shape positive inducements are currently taking.

In the Restoration Manual, Orin Bullock distinguishes amongst three possible approaches to rehabilitation restoration work. The first approach is simply labelled 'restoration'. Used architecturally, restoration means,

"Putting back (a structure) as nearly as possible into the form it held at a particular date or period in time. Its accomplishment often requires the removal of work which is not 'of the period'. The value of a restoration is measured by its authenticity." 78

'Preservation', on the other hand, implies a greater concern with maintaining a building in its present architectural style. Regarding preservation, Bullock states,

"(preservation) means stabilizing a structure in its existing form by preventing further change or deterioration. Preservation, since it takes the structure as found, does not relate to a specific period in time and is, architecturally, the most intellectually honest treatment of an ancient monument." 79

Thirdly, 'reconstruction' is defined by Bullock as,

"the recreation of a building from historical, archaeological, and architectural documents and other evidence, often highly conjectural. Parts of buildings which are 'restored' often

79 Ibid., p. 1.
must be reconstructed because original work has been removed or changed; this detracts somewhat from the accuracy and possibly from the intellectual honesty of the restoration." 80

Obviously, the approach taken in any particular project depends on local conditions such as: the present condition of the structures, importance attached to historical authenticity, predominant architectural style of the buildings, monies available, and so on. Moreover, there does not appear to be exclusive reliance on any one of the three approaches to do the job in any of the projects surveyed. In most projects, preservation is warranted for some buildings and restoration or reconstruction is required for others. Even in 'Old Sacramento', where emphasis is placed on reconstruction of the original city as it was from the 1850's, to the 1870's, a mixture of the three approaches is needed. A publication by the Sacramento Redevelopment Agency explains,

"Old Sacramento is being achieved by three means: the restoration of existing historical buildings, the reconstruction of buildings on their original sites and the reconstruction in the project area of important historical buildings demolished for freeway construction.

Restoration is being guided by historical research, sketches, photographs, written descriptions and in many cases by the appearance of the buildings as they now exist. Every effort is being made to reproduce maximum authenticity." 81

A general rule-of-thumb for rehabilitation-restoration work is enunciated by the National Trust for Historic Preservation as follows:

80

81
Old Sacramento, A Project of the Sacramento Redevelopment Agency, City of Sacramento, State of California (Department of Parks and Recreation) - a brochure.
"Generally speaking, it is better to preserve than repair, better to repair than restore, better to restore than reconstruct." 82

Goal acknowledgment

Chart 6 shows that 90% of the projects surveyed acknowledge goal 2. Two 'small town' responses failed to score goal 2 with no explanation offered 83 and one large city project indicates that,

"the goal is to retain rather than improve the architectural character." (Cambridge, Massachusetts).

Goal realisation

With one exception all projects acknowledging goal 2 indicate that it is being realised 'very successfully' (54%) or 'with some success' (42%). A comparison of cumulative goal achievement quotients for this goal fails to produce a significant variation in achievement patterns amongst the parent-city-size groups.

Supporting activities

The survey revealed five areas of activity which are currently considered useful to improve the architectural merit of rehabilitation-restoration work in historic districts. These are:

1. Historic zoning regulations and review bodies
2. Plan preparation and implementation
3. Advice and technical aids

Criteria for Evaluating Historic Sites and Buildings, A report by the Committee on Standards and Surveys, National Trust for Historic Preservation. 83

These are: Bellport, N.Y. and New Canaan, Connecticut.
### Chart 6

**Survey Response to Goal 2**

#### Goal Acknowledgment

Considered a goal in 26 of the total 29 projects surveyed

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>5/7</td>
<td>71</td>
</tr>
<tr>
<td>Medium cities</td>
<td>8/8</td>
<td>100</td>
</tr>
<tr>
<td>Large cities</td>
<td>13/14</td>
<td>93</td>
</tr>
</tbody>
</table>

#### Goal Realisation

14 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/5</td>
<td>40</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/8</td>
<td>25</td>
</tr>
<tr>
<td>Large cities</td>
<td>10/13</td>
<td>77</td>
</tr>
</tbody>
</table>

Of the total 54%

11 projects are realising this goal with some success

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/5</td>
<td>60</td>
</tr>
<tr>
<td>Medium cities</td>
<td>6/8</td>
<td>75</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/13</td>
<td>15</td>
</tr>
</tbody>
</table>

Of the total 42%

1 project is not realising this goal

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/5</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/8</td>
<td>0</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/13</td>
<td>8</td>
</tr>
</tbody>
</table>

Of the total 4%
Setting an example

Consultation and co-operation

Each of these areas is briefly discussed below using pertinent examples from the survey.

1. Historic Zoning regulations and review bodies

Fourteen respondents indicate that historic zoning and an architectural review body are the prime instruments for improving the quality of restoration work.

A more or less standard procedure being followed is to make historic zoning regulations a part of the existing zoning bylaw. The tour de force of most ordinances is the creation of a special review body, which is given various names such as the Board of Architectural Review or The Historic District Commission. This body is delegated the power of approval or rejection of plans for building, alteration, repair and demolition of structures within the district. The powers of the review body are usually limited to passing judgement on exterior design and construction thence to assure harmonious development within the district.

Many questionnaire comments under goal 2 ran as follows:

"Through the efforts of the Commission for Historical and Architectural Preservation." ('Seton Hill' in Baltimore)

"Any remodelling must meet with approval of the Historic District Commission before a building permit can be issued." ('Old Sudbury District').
It follows that the effectiveness of a review body in successfully bringing about realisation of goal 2 is closely related to the calibre of the members of the Board. In this regard the response from Wilmington, North Carolina, notes,

"Powers of the Board of Architectural Review are rather weak, as the Board opts for co-operation rather than enforcement."

2. Plan preparation and implementation

Several respondents indicate that goal 2 is being realised primarily because a restoration plan or redevelopment program for the district is gradually being implemented. Others, such as Galveston, Texas, submit that current studies for the preparation of an area plan are under way.

3. Advice and technical aid

Advice and technical aid to assist individuals in their restoration work is taking the following forms:

1. Guidelines for restoration techniques by virtue of an 'Architectural Style Book'. ('Lahaina Historic District').
2. Free architectural consultation ('Victorian Village Project' in Cape May).
3. Advice offered by a preservation society on correct restoration procedures ('College Hill' in Providence).
4. Schematic plans provided for each restoration building at no cost to the private redeveloper. ('Old Sacramento').
5. A design and development kit, having the primary purpose to alert redevelopers to the unique requirements of the district and to assist them with their solutions. ('Old Sacramento').

4. Setting an example

The advantages of high quality restoration work as an example to others is remarked upon in several cases. In Falmouth, Massachusetts,

"The Historical Society is restoring an 18th century house in the historic district to its original condition. This necessitated tearing down an addition as large as the original building which was totally out of character with the predominant style. Others are following this example."

Similarly, in 'Old Santa Fe',

"The Old Santa Fe Association has provided excellent examples of architectural restoration. These are perhaps the best influence on future work."

5. Consultation and Co-operation

A great deal of useful work may be accomplished simply through consultation and co-operation between the supervising agency and the individual property owners. In the 'Quapaw Quarter' in Little Rock, for instance,

"The Urban Renewal Rehabilitation Program has directed most of the rehabilitation-restoration work. Fortunately the chief administrator is an experienced restoration consultant who seeks co-operation rather than explicit prohibition."
Additional evidence of co-operation comes from 'Society Hill' in Philadelphia where,

"the Board of Design and the Art Commission advise on any new construction; and, the Historic Commission and a consulting architect recommend on rehabilitation work."

Goal 3. TO ATTRACT 'NEW DEVELOPMENT' TO THE DISTRICT IN ORDER TO INSTILL NEW LIFE, TO BROADEN ITS TAX BASE, OR FOR OTHER REASONS.

Explanation

"For a city to stay alive and healthy it must be adaptive. As in any organism, this has to do with continuity and change. Maintenance and preservation of essential characteristics must be concommitant with growth." 84

If preservation planning implies guiding historical continuity, attracting change to the district in the form of 'new development' is an important goal. 'New development' may mean new buildings as well as new uses for old buildings.

Goal acknowledgment

Chart 7 shows that attracting new development to the historic district is considered a goal in 79% of the projects surveyed. On the average, this goal is not as important in the small town projects as is the case in the larger cities. Two small town responses indicate the reason for this as follows:

CHART 7

SURVEY RESPONSE TO GOAL 3

GOAL ACKNOWLEDGMENT

Goal #3 is considered a relevant component in 23 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Town Type</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>5/7</td>
<td>71%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>88%</td>
</tr>
<tr>
<td>Large cities</td>
<td>12/14</td>
<td>86%</td>
</tr>
</tbody>
</table>

GOAL REALISATION

6 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Town Type</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/5</td>
<td>40%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/7</td>
<td>14%</td>
</tr>
<tr>
<td>Large cities</td>
<td>3/12</td>
<td>25%</td>
</tr>
</tbody>
</table>

In total 26%

13 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Town Type</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>3/5</td>
<td>60%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>4/7</td>
<td>57%</td>
</tr>
<tr>
<td>Large cities</td>
<td>7/12</td>
<td>58%</td>
</tr>
</tbody>
</table>

In total 57%

4 projects are not realising this goal

<table>
<thead>
<tr>
<th>Town Type</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/5</td>
<td>0%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/7</td>
<td>29%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/12</td>
<td>17%</td>
</tr>
</tbody>
</table>

In total 17%
"Our village is very small and there is not much land left to build on." (Bellport, N.Y.).

"there is no opportunity for 'new development' in the District." (Falmouth, Massachusetts).

Further projects indicating that new development is not needed or desired are in: Cambridge, Mass., Columbus, Ohio, Winston-Salem, N.C., and Lexington, Mass. Most of these projects have had historic zoning in effect for eight years or longer.85

Goal realisation

The lower portion of Chart 7 shows that only 26% of the respondents acknowledging goal 3 feel that it is being realised very successfully. The majority (57%) indicate that it is being realised merely 'with some success', and four respondents state that the goal is presently not being realised at all.86 The district's inability to draw new development is explained as follows:

"It is difficult to attract new development because of the changing character of the historic area. Massive encroachment by low-income, non-whites acts as a barrier. (N.B. no prejudice intended!). (Historic Wilmington District').

85 For exact ages of the historic district zoning ordinances in these cities see Table 3, page 86

These are: 'Bastion Square, in Victoria, B.C., 'Historic Wilmington District', 'Strawberry Banke' in Portsmouth, and Portland, Oregon.
Victoria, B.C. anticipates that significant new private construction in the Bastion Square area will commence when the 52.5 acre Inner Harbour Urban Renewal Scheme receives Federal approval for implementation.

Cumulative goal achievement quotients for goal 3 in each of the parent-city-size classifications are:

- small towns .......... 80
- medium sized cities .......... 52
- large cities .......... 64

On the average, then, small town projects are realising this goal with the greatest degree of success. As Sudbury, Mass. emphasizes,

"NOT a problem - we have to fight off the developer!!!"

Medium-sized cities, on the other hand, indicate much less success in their ability to attract new development to their historic districts.

Supporting activities

A district's capacity to attract new development ultimately depends on how successfully other goals are being realised. If the district is an appealing, living community, if old buildings are being tastefully renovated and restored and if automobile problems are being successfully dealt with its power of attraction is likely to be high.
Supporting activities for goal 3, therefore, include almost any conceivable effort, public or private, large or small, which influences the district's overall appeal. Respondents tended to list such activities as: planning and zoning, promotion and demonstration, financial incentives and social prestige. In those cases where the historic district is part of an urban renewal scheme or other type of redevelopment project, the entire program is properly considered a 'supporting activity'.

Several examples of questionnaire comments under goal 3 are provided below.

"To attract new development we advertise our bylaw granting a subsidy up to 25% and the corresponding provincial subsidy. Since 1964 at least 85 buildings have been restored, repaired, or altered by business concerns and private owners." ('Old Montreal').

"The planning department supports development of the historical district through District planning, land-use planning, and project design." ('Seton Hill', Baltimore).

"A new community school has been built by the City which has given new life to the entire area. The Redevelopment Agency has also helped small businesses, which are already in the area, to relocate in different structures." (Wooster Square', New Haven).
"Fortunately a junior college is being constructed next to the district and will be a major impetus in its rejuvenation." (Fremont, California).

"Old Santa Fe Association and myself this year succeeded in bringing an educational centre for a national computer corporation to the district. They bought six old, early 18th century houses for use as seminar rooms and have let a contract for their restoration." ('Santa Fe', New Mexico).

Goal 4. TO ENSURE THAT NEW CONSTRUCTION IS COMPATIBLE WITH THE EXISTING HISTORICAL CONTEXT AND ARCHITECTURAL SETTING.

Goal acknowledgment

With one exception goal 4 is deemed a relevant and important purpose for all projects surveyed. 87

Goal realisation

92% of the projects indicate that goal 4 is being achieved successfully. 46% are realising it very successfully, and 46% are realising it 'with some success'.

The responses from 'Strawberry Banke' in Portsmouth and from 'Bastion Square' in Victoria both suggest that presently goal 4 is not being realised at all. In Victoria, however, it is anticipated that the City will be able

87 The exception is 'Old Salem' in Winston-Salem, N.C. where no further development is possible and hence goal 4 is irrelevant.
CHART 8
SURVEY RESPONSE TO GOAL 4

GOAL ACKNOWLEDGMENT

Goal #4 is considered relevant in 28 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Location</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>7/7</td>
<td>100</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>88</td>
</tr>
<tr>
<td>Large cities</td>
<td>14/14</td>
<td>100</td>
</tr>
</tbody>
</table>

GOAL REALISATION

13 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Location</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>4/7</td>
<td>57</td>
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<tr>
<td>Medium cities</td>
<td>4/7</td>
<td>57</td>
</tr>
<tr>
<td>Large cities</td>
<td>5/14</td>
<td>36</td>
</tr>
</tbody>
</table>

Of the total 46%

13 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Location</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>3/7</td>
<td>43</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/7</td>
<td>29</td>
</tr>
<tr>
<td>Large cities</td>
<td>8/14</td>
<td>57</td>
</tr>
</tbody>
</table>

Of the total 46%

2 projects are not realising this goal

<table>
<thead>
<tr>
<th>Location</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/7</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/7</td>
<td>14</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/14</td>
<td>7</td>
</tr>
</tbody>
</table>

Of the total 8%
to exercise some control over the design of new construction in the future. The respondent notes that,

"Buildings to be constructed by private enterprise in the Inner Harbour Renewal Scheme will require City co-operation to initiate the scheme itself and also minor concessions such as easements, etc."

The response from Portsmouth suggests that although historic zoning regulations have been adopted, they exercise little influence over the design of new construction and no other applicable technique has been proposed.

Supporting activities

Virtually all projects indicating that goal 4 is being realised successfully consider their historic zoning ordinance and architectural review procedures the most important 'technique' for ensuring construction compatibility.

Those cases which do not have the benefit of a historic district zoning ordinance mention a variety of other supporting activities in connection with goal 4. In 'Wooster Square', New Haven, for example,

"The Redevelopment Agency has set up strict regulations which govern the review of all plans for new buildings in the area."

Similarly, in 'Old Montreal',

"The Jacques-Viger Commission, which was created in 1962 for the conservation of Old Montreal, studies all questions connected
with the conservation of the historical character of this district."

In Little Rock's 'Quapaw Quarter', on the other hand,

"New construction has not attempted to 'match' historic architecture. It makes, instead, a total contrast set apart by reasonable open space in most instances."

Other 'activities' mentioned in support of goal 4 include:

1. Integrity and skill of the architects. ('College Hill' in Providence).
2. Public hearings and open discussion on all applications for change in the district. (Cambridge and Falmouth).
3. A design and development kit. ('Old Sacramento').

Goal 5. TO ACQUIRE AND PRESERVE WITH PUBLIC MONIES THOSE BUILDINGS IN THE DISTRICT THAT ARE WORTHY OF PRESERVATION AND CANNOT BE SAVED THROUGH PRIVATE MEANS.

Goal acknowledgment

Chart 9 shows that 72% of the projects surveyed acknowledge goal 5. Preserving historic buildings with public funds is a goal in a greater proportion of medium-sized-city projects than is the case in small towns or large cities.

Goal realisation

The lower portion of Chart 9 shows that only 19% of the responses
CHART 9

SURVEY RESPONSE TO GOAL 5

GOAL ACKNOWLEDGMENT

Goal #5 is considered relevant in 21 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>5/7</td>
<td>71%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>88%</td>
</tr>
<tr>
<td>Large cities</td>
<td>9/14</td>
<td>64%</td>
</tr>
</tbody>
</table>

GOAL REALISATION

4 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/5</td>
<td>20%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/7</td>
<td>14%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/9</td>
<td>22%</td>
</tr>
</tbody>
</table>

5 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/5</td>
<td>20%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/7</td>
<td>29%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/9</td>
<td>22%</td>
</tr>
</tbody>
</table>

4 projects are realising this goal with little or no ascertainable success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/5</td>
<td>20%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/7</td>
<td>14%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/9</td>
<td>22%</td>
</tr>
</tbody>
</table>

8 projects are not realising this goal

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/5</td>
<td>40%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>3/7</td>
<td>53%</td>
</tr>
<tr>
<td>Large cities</td>
<td>3/9</td>
<td>33%</td>
</tr>
</tbody>
</table>
indicate that goal 5 is being realised 'very successfully'. Most respondents (38%) state that this goal, meritorious though it is, is not being realised in their project. The response from Fremont, California, for example, explains,

"To date, this theoretically worthy approach does not appear politically feasible. We have, however, received several valuable gifts of property and buildings in the district.:

'Historic Wilmington' states that no public monies are available for this purpose and Santa Fe submits that all preservation efforts have so far had to be through private interests and funds. Likewise, the response from Savannah says,

"So far only temporary holding of properties with public funds pending completion of the area plan have been attempted. We have failed in securing tax funds for permanent historical funding."

Supporting activities

The only four projects indicating that goal 5 is being realised very successfully and the reasons for their success are:

1. 'Society Hill' in Philadelphia which uses a system of tax exemption for its publicly owned historic buildings,
2. 'Old Galveston Quarter' in Galveston, Texas, which has qualified for a HUD historic preservation grant,
3. The 'Old Sudbury District' in Sudbury, Massachusetts which uses several noteworthy buildings for town offices,

4. Portland, Oregon, where a church and adjoining house were recently saved through a combination of private, city and Federal funds.

Most respondents suggest, however, that acquisition and preservation with public monies is difficult to accomplish. Obstacles are described as follows:

"The town of Falmouth has 350 historic houses and other buildings. Fifty or sixty are judged significant and should be preserved. These are all privately owned and may be sold at the owner's discretion. Last year a significant house was sold and demolished. There were newspaper notices and some town wide interest but no way could be found to save the house because of expense. No public money has been appropriated for this purpose."

"This has been proposed, and one structure has been acquired. However, the funds for its restoration will have to be private and therefore difficult to obtain so far."

Goal 6. TO RELOCATE WITHIN THE DISTRICT HISTORIC BUILDINGS FROM OUTSIDE THE HISTORIC AREA THAT WOULD OTHERWISE FACE DESTRUCTION.

Goal acknowledgement

Chart 10 shows that 59% of the projects surveyed consider goal 6 a relevant purpose. The remainder suggest that either the district is so
CHART 10

SURVEY RESPONSE TO GOAL 6

GOAL ACKNOWLEDGMENT

Goal #6 is considered relevant in 17 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Town Size</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>3/7</td>
<td>43</td>
</tr>
<tr>
<td>Medium cities</td>
<td>6/8</td>
<td>75</td>
</tr>
<tr>
<td>Large cities</td>
<td>3/14</td>
<td>57</td>
</tr>
</tbody>
</table>

GOAL REALISATION

6 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Town Size</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/3</td>
<td>66</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/6</td>
<td>0</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/8</td>
<td>50</td>
</tr>
</tbody>
</table>

Of the total 35%

4 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Town Size</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
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<tbody>
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<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>3/6</td>
<td>50</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/8</td>
<td>13</td>
</tr>
</tbody>
</table>

Of the total 24%

2 projects are realising this goal with little or no ascertainable success

<table>
<thead>
<tr>
<th>Town Size</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/3</td>
<td>33</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/6</td>
<td>0</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/8</td>
<td>13</td>
</tr>
</tbody>
</table>

Of the total 12%

5 projects are not realising this goal

<table>
<thead>
<tr>
<th>Town Size</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/3</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>3/6</td>
<td>50</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/8</td>
<td>25</td>
</tr>
</tbody>
</table>

Of the total 29%
built up that there is little room for moving buildings in or that most of the significant buildings are already in the district.

Goal 6 is acknowledged by a somewhat higher proportion of medium-sized-city projects than is the case in small towns and large cities.

**Goal realisation and supporting activities**

The lower portion of Chart 10 shows that only six respondents feel that goal 6 is being realised 'very successfully' in their projects. Comments on activities in support of this purpose, include,

1. "We provide research information, preservation and restoration suggestions, support before the zoning appeal board and generally talk up this kind of activity." (Cambridge, Massachusetts).

2. "There is no program to physically relocate any buildings into the historic district, but the redevelopment of the district includes reconstruction of important historic buildings that were demolished outside of the area for an interstate freeway. These buildings will be reconstructed in the district on sites that were formerly occupied by buildings of lesser significance. The State of California is reconstructing one of these buildings (The Big Four Transportation Museum) and under the Redevelopment Agency's program a private re-developer will reconstruct five buildings for general commercial use". ('Old Sacramento').

Most respondents feel that goal 6 is being realised with only minimal success. Comments include:
1. "Difficult to accomplish due to building code restrictions. We have adopted the uniform residential building code of North Carolina." (Wilmington, N.C.)

2. "No success in moving buildings recently. Only one has ever been relocated in the project and that in 1957." ('College Hill Providence).

SUMMARY

The degrees of success currently experienced in realising the goals dealing with the structures and buildings in historic districts appear to fall into two camps. On the whole, the goals concerned with encouragement of the private sector and with control over the quality of restoration work and new construction are being achieved quite successfully. Various techniques and procedures are responsible for this success. These include: planning, historic zoning, promotion and publication, technical assistance, setting an example, and consultation and co-operation between the supervising agency and private redevelopers. The goals dealing with attracting new development to the district and generally demanding public investment for preservation and relocation purposes are, on the other hand, being achieved with a less overall success. Other than some involvement of public agencies in the forms of grants, assistance, and a system of tax exemption (in one case), there appears to be little supporting activity for these goals. It should be noted, however, that these latter goals are, in general, not considered too important.
CHAPTER V

THE ENVIRONMENT

This chapter deals with the survey response to goals 7 through to 11. Taken together these goals define five broad courses of action that can be taken to develop a rich and satisfying environment in the historic district. Individual buildings are important components of such an environment, but no less significant are the streets, the trees, the parks and open spaces, the relationships of building to building, the uses; in fact all those elements which combine to give the district is distinctive character. In the 'Vieux Carre' these elements are called the 'tout ensemble' - an appropriate aphorism which affirms that in historic district preservation the whole is always greater than the sum of its parts.

Goal 7. TO ENSURE THE DISTRICT'S CONTINUING EXISTENCE AS A LIVING, FUNCTIONING COMMUNITY - NOT A 'MUSEUM COMPLEX'.

Explanation

Achievement of this goal essentially means that contemporary uses for buildings in the district must be found. Preservation of historic buildings purely as museum pieces is a risky venture. Orin Bullock points out that,

"Starry-eyed and enthusiastic sponsors enamored of the history or architectural character of a building may derive tremendous personal satisfaction and pleasure from its restoration and preservation. But unless there is a definite plan for use,
one which will by income or endowment provide the necessary funds for its operation and maintenance, their enthusiastic zeal will probably die with them." 88

When the original purposes for which the building was designed are no longer viable, new, modern uses must be planned for. To accommodate the process of adaptive use there should be nothing to prevent complete renovation of an historic building's interior providing that its outward appearance can be preserved. 89 In this way historic houses, churches, town-halls, and courthouses can find new life as offices, shops, information centers, society headquarters, private residences, and so forth.

Goal acknowledgment

Ensuring the district's continuing existence as a living, functioning community is considered a goal in 100% of the projects surveys. This goal is equally important in the small town projects as it is in the largest cities, and its paramountcy is unrelated to the age of the historic zoning ordinance.

Goal realisation

With one exception all projects surveyed indicate that goal 7 is being realised successfully. 90 72% of the respondents assigned a 'very

---

89 A good example of the adaptive use principle came from Dover, Del.: "Architectural controls apply only to the exterior of the buildings - many of the buildings' insides have been renovated for law offices, specialized commercial business offices, and governmental agencies - most of this activity has been in the area nearest the downtown commercial center and county courthouse."
90 The exception is 'Strawberry Banke' in Portsmouth where the majority of buildings presently function as exhibits. Several buildings in the project area are used as craft shops and for office space.
CHART 11

SURVEY RESPONSE TO GOAL 7

GOAL ACKNOWLEDGMENT

Goal #7 is considered relevant in 29 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
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<td>7/7</td>
<td>100%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>8/8</td>
<td>100%</td>
</tr>
<tr>
<td>Large cities</td>
<td>14/14</td>
<td>100%</td>
</tr>
</tbody>
</table>

GOAL REALISATION

21 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>6/7</td>
<td>86%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>3/8</td>
<td>48%</td>
</tr>
<tr>
<td>Large cities</td>
<td>12/14</td>
<td>86%</td>
</tr>
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</table>

Of the total 72%

7 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/7</td>
<td>14%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>4/8</td>
<td>50%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/14</td>
<td>14%</td>
</tr>
</tbody>
</table>

Of the total 24%

1 project is not realising this goal

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/7</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/8</td>
<td>13%</td>
</tr>
<tr>
<td>Large cities</td>
<td>0/14</td>
<td>0</td>
</tr>
</tbody>
</table>

Of the total 4%
successfully' score to this goal and 24% show that it is being realised 'with some success'. (See Chart 11).

Supporting activities

In a sense successful achievement of goal 7 represents a culmination of the other 14 goals outlined in the hypothesis. If most of the other goals are being realised successfully the historic district cannot help but become a living, functioning community. Therefore, activities in support of this goal essentially include the whole spectrum of public and private performance.

Questionnaire responses stress the role of private endeavours in support of goal 7. Several respondents provided examples of modern, adaptive uses which have been found for buildings in the district. Montreal, for instance, lists the following: restaurants, haute couture boutiques, antique shops, art galleries, antiquarians, independent film makers, booksellers, auctioneers, jewellers, offices for architects, lawyers, business administrators, apartments, and museums.

Similarly, in Little Rock's 'Quapaw Quarter',

"four structures were recently purchased by young people (25-35) as residences which will be partially or completely restored. Numerous other structures which in the past were converted to apartments are being sought by young singles and couples."
And likewise in 'Old Sacramento',

"The majority of buildings in the historic district have additional upper floors and the private redevelopers propose to use this space for general office tenants. This type of use will assure human activity in the historic district during the regular work week which is highly compatible in the commercial district and is meeting with great success because of the close proximity of the historic district to the central business district."

Many respondents indicate that innate factors such as the natural attractiveness of the district as a residential area and its proximity to the C.B.D. indirectly act to ensure the district's continuing existence as a vibrant, living community.

Finally, several responses suggest that a number of publicly-initiated activities also tend to support goal 7. These include:

"The City, through its varied branches, is helping to achieve this goal. The community school plays an important role in the Park and Recreation Department of the City, as well as in other civic agencies involved in the planning of activities for the community." ('Wooster Square, New Haven).

and,

"This goal is, in part, being realised through long-range planning for redevelopment of the nearby waterfront and through an active 'in-community' association." (Portland, Oregon).
Goal 8. TO MAKE THE DISTRICT A FOCUS FOR CULTURAL ACTIVITY AND A CENTRE OF THE ARTS AND CRAFTS.

Explanation

Some historic districts are essentially residential in character and an infusion of arts and crafts activity is in those cases highly incompatible with other objectives. However, it was surmised that in the great majority of cases establishment of 'cultural activity' is an important goal. The presence of cultural facilities and art shops has the oft-desired effect of drawing non-residents to the district to use its shops and other attractions. The survey revealed that 'cultural activity' means a wide variety of things in different projects.

Goal acknowledgement

Goal 8 is acknowledged by 76% of the project surveyed. Chart 12 shows that making the district a focus for cultural activity and a center of the arts and crafts is considered a goal by slightly more of the projects in medium sized cities than is the case in the small towns and large cities. The variation is small, however, and does not appear to be very significant.

Six respondents indicate that goal 8 is irrelevant in their historic district and therefore is not being realised. The response from 'Society Hill' in Philadelphia, for example, mentions that the nearby city center has traditionally served as the focus for cultural activity and that the proximity of Society Hill to that center has contributed greatly to the success of the restoration program.
**CHART 12**

**SURVEY RESPONSE TO GOAL 8**

**GOAL ACKNOWLEDGMENT**

Goal #8 is considered relevant in 22 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Type of City</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>5/7</td>
<td>71%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>88%</td>
</tr>
<tr>
<td>Large cities</td>
<td>10/14</td>
<td>72%</td>
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**GOAL REALISATION**

7 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Type of City</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
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<td>1/5</td>
<td>20%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/7</td>
<td>29%</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/10</td>
<td>40%</td>
</tr>
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</table>

Of the total 32%

13 projects are realising this goal with some success

<table>
<thead>
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<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
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<td>Small towns</td>
<td>3/5</td>
<td>60%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>5/7</td>
<td>71%</td>
</tr>
<tr>
<td>Large cities</td>
<td>5/10</td>
<td>50%</td>
</tr>
</tbody>
</table>

Of the total 59%

2 projects are not realising this goal

<table>
<thead>
<tr>
<th>Type of City</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
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<tbody>
<tr>
<td>Small towns</td>
<td>1/5</td>
<td>20%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/7</td>
<td>0%</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/10</td>
<td>10%</td>
</tr>
</tbody>
</table>

Of the total 9%
The response from Cambridge succinctly states that,

"There is enough cultural activity in Cambridge without
the need to focus it in the historic districts."

Other examples of projects where goal 8 is irrelevant are listed in Table VII on page ______

Goal realisation

Both the 'Victorian Village Project' in Cape May and 'College Hill' in Providence note that goal 8 is presently not being realised at all.

The remaining 20 projects all show that this goal is being realised 'very successfully' or 'with some success'.

Supporting activities

Many of the projects which indicate that goal 8 is being realised successfully, describe a wide variety of activities presently taking place in the historic district. These include such things as: community art festivals, live 'period' theater, art and dance classes, use of buildings in the district by theater clubs, women's clubs, historic societies, museums, and so forth.

Actual techniques cited in support of this goal include:

(1) Zoning

"Part of the historical zone is zoned arts and crafts
which has resulted in an extensive development of crafts
in the area. At the present time there are - shirtmaking
shops, jewellery producing shops, glass blowers, potters, sculptors, painters, leather workers, stained glass workers, etc." (Santa Fe, N.M.).

(2) Promotional activities, such as open house tours and historic trails.

"To encourage arts and crafts shops along the River, several promotional activities are offered, the main one being the 'starving artist' show." (San Antonio, Texas).

Finally, several respondents emphasized such innate forces as the district's proximity to the C.B.D., the inherent character of the area, and natural market impulses. In these cases it is generally felt that no organized efforts to achieve goal 8 are warranted.

The response from 'Wooster Square' in New Haven remarks that cultural elements in the district

"are Italian and Negroes living in this area - and it is their culture which is important and is being preserved."

Goal 9. TO DEVELOP AND CONSERVE THOSE ATTRIBUTES OF THE STREETS, GROUNDS, PUBLIC SQUARES OR PARKS THAT CONTRIBUTE TO THE DISTRICT'S OVERALL CHARACTER.

Explanation

Goal 9 was included in the hypothesis because it is felt that successful district preservation planning must consider elements of the
original town plans, including the principal street patterns, focal points, public squares, landscaping and vistas. The streetscape, in particular, demands special consideration of building heights, rhythm of facades, sight lines, building materials and scale. In connection with this one author writes,

"The distinctive character of a city is not something to be found in individual buildings, the grouping of structures, the continuity of a block-long facade along a street. It is also in the settings of buildings; the landscape, the background, the walkways and the scale and pattern of traffic activity in the streets." 91

Goal acknowledgment

With one exception all projects surveyed acknowledge goal 9 as a relevant purpose in their historic district project.92 The goal is equally important for the small town projects as it is in the medium sized and large cities. (See Chart 13).

Goal realisation

96% of the projects acknowledging goal 9 indicate that it is being realised successfully. The majority (57%) feel, however, that it is being realised only 'with some success' while a smaller proportion (39%) show that it is being accomplished 'very successfully'.


92 The exception is 'Strawbery Banke' in Portsmouth in which case the respondent failed to mark this goal.
CHART 13
SURVEY RESPONSE TO GOAL 9

GOAL ACKNOWLEDGMENT
Goal #9 is considered relevant in 28 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>7/7</td>
<td>100</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>88</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/4</td>
<td>100</td>
</tr>
</tbody>
</table>

GOAL REALISATION
11 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/7</td>
<td>29</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/7</td>
<td>0</td>
</tr>
<tr>
<td>Large cities</td>
<td>9/14</td>
<td>64</td>
</tr>
</tbody>
</table>

Of the total 39%

16 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>5/7</td>
<td>71</td>
</tr>
<tr>
<td>Medium cities</td>
<td>6/7</td>
<td>86</td>
</tr>
<tr>
<td>Large cities</td>
<td>5/16</td>
<td>36</td>
</tr>
</tbody>
</table>

Of the total 57%

1 project is not realising this goal

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/7</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/7</td>
<td>14</td>
</tr>
<tr>
<td>Large cities</td>
<td>0/14</td>
<td>0</td>
</tr>
</tbody>
</table>

Of the total 4%
One response indicates that goal 9 is very relevant but is not being realised at all. According to the respondent, the City of Wilmington, North Carolina, does not at this time have adequate funds to 'do anything constructive'.

Supporting activities

The survey revealed five identifiable 'procedures' which are currently being used in various projects towards the achievement of goal 9. These can be called:

1. Beautification programs
2. Zoning and architectural controls
3. Plan preparation and implementation
4. Maintenance of public areas by the City
5. Inducements and incentives to the private sector

Each of these 'procedures' is briefly discussed below using pertinent examples from the survey to illustrate where they are meeting with success.

1. **Beautification programs**

Many respondents indicate that achievement of goal 9 is primarily supported through an organized beautification program. In some cases the costs of this program are shared with senior governments through Federal urban renewal grants and HUD urban beautification grants, in others costs are borne entirely by local government.
The 'Troup Ward Project' in Savannah, Georgia, for instance, suggests that,

"Federal renewal and beautification programs include nearly all of the city's squares and those recreational areas within the 'Old City'."

Similarly, Victoria, British Columbia, submits,

"Bastion Street was converted into Bastion Square (ornamental paving landscaping, etc.) through an urban renewal project involving a Federal-Provincial-City partnership. Implementation of the Inner Harbour renewal scheme will make a further contribution."

Other projects, including the 'Battle Green District' in Lexington, 'College Hill' in Providence, and 'Old Montreal' in the province of Quebec, have inaugurated a beautification program supported through City funds. Comments from these projects run as follows:

"Town financed beautification program in the district's center ($310,000 appropriated to date)". (Lexington).

"Not enough work in this regard as yet, although the city has started some tree planting programs and garden clubs are beginning to plan projects in the area." (Providence).

"The City has undertaken the installation of cobble stones in the streets in place of asphalt surrounding our building on Saint-Paul Street, also on Bonsecours Street and on
Place Jacques Cartier. Also the replacement of existing lamp posts with smaller ones especially designed to resemble the old gas lanterns." (Montreal).

2. **Zoning and architectural controls**

Historic District zoning and the concomitant architectural review procedures are generally regarded as a contributing factor towards the achievement of goal 9. Whereas the historic zoning ordinance cannot truly be regarded as a 'development tool' it is, of course, an important instrument for conserving desirable aspects of the district's environment.

The response from the 'German Village Project' in Columbus, Ohio stresses that the prime purpose of the German Village Commission is to retain the overall, historical character of the area, and that this is accomplished almost entirely through plan review by the Commission.

Related to zoning and review procedures is the revision of old and setting of new standards for public improvements in the district. Along these lines the response from Santa Fe says,

"We now have an advisory study group composed of professionals appointed by the mayor who recommend standards for preservation of the historical street pattern - and to set guidelines for new streets which are compatible with the old patterns."
3. **Plan preparation and implementation**

Area plans, site plans, redevelopment plans, restoration master plans, by whatever name it is called the process of plan preparation and implementation proved to be an important means of achieving goal 9.

'Old Sacramento', for example, mentions that a long-range program of public improvements is incorporated into the redevelopment plan. Likewise, the response from Portland, Oregon, states,

"This goal is being realised through the activities of local associations and the planning commission. We are currently improving park and street lighting in a designated 'design zone'."

4. **Maintenance of public areas by the City**

A number of responses suggest that conservation rather than development of the streets, grounds, public squares, and parks is the goal, and that maintenance work by the city is the main supporting activity. 'Wooster Square' in New Haven, writes,

"The City maintains the colonial square known as 'The Green'. It appears today as it did 250 years ago ... Through architectural control and well maintained open areas the district has retained its colonial atmosphere."

Santa Barbara suggests that although a great deal needs to be done in the way of street beautification, usual maintenance of the public buildings
and plazas has improved the district's environmental quality.

5. **Incentives and inducements to the private sector**

In addition to city-initiated improvements and maintenance, several small communities are achieving goal 9 'with some success' by offering incentives to the private sector. In Falmouth, Massachusetts, for example,

"Most of the builders and investors in town have agreed to use a historic style of building. A Beautification Council awards prizes for outstanding construction and landscaping around stores, gas stations, and homes. Recently a parking lot was eliminated and a street restored to its original condition to permit a view of a historic school building."

The Planning Board in the town of Sudbury, Massachusetts, has

"prevailed upon the Utility Co. to bury their cables in the district. Recently we planted American elm and other New England trees on the town commons to improve its attractiveness."

Another form of incentive to both the private and public sectors is mentioned by the Cambridge Historic Commission. The respondent writes,

"We are seeking to develop the district's overall character by means of environment-oriented publications. The general attitude at hearings confirms that we are having an impact."
Goal 10. TO RECOGNIZE THE REQUIREMENTS OF THE AUTOMOBILE WHILE ALSO SUBORDINATING THESE REQUIREMENTS TO THE NEED FOR PRESERVING THE QUALITY OF THE DISTRICT'S ENVIRONMENT.

Explanation

Goal 10 speaks for itself. It was included in the questionnaire to determine how frequently the presence of automobiles is considered highly detrimental to the district's environment and what steps are being taken to improve the situation.

Goal acknowledgment

With one exception all projects surveyed indicate that subordination of the automobile's requirements to the need for preserving the quality of the historic environment is a relevant (and, frequently, pressing) goal.93

Goal realisation

Chart 14 shows that the majority of projects (71%) are realising goal 10 only with some, or no ascertainable success. The overall goal achievement pattern is as follows:

18% are realising this goal very successfully
46% are realising this goal with some success
25% are realising this goal with little or no ascertainable success
11% are not realising this goal at all

93 Only the village of Bellport, New York, indicates that automobiles present no problem whatsoever, and that therefore the goal is irrelevant.
SURVEY RESPONSE TO GOAL 10

GOAL ACKNOWLEDGMENT

Goal #10 is considered relevant in 28 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
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<tbody>
<tr>
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<td>6/7</td>
<td>86%</td>
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<tr>
<td>Medium cities</td>
<td>8/8</td>
<td>100%</td>
</tr>
<tr>
<td>Large cities</td>
<td>14/14</td>
<td>100%</td>
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GOAL REALISATION

5 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/6</td>
<td>17%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/8</td>
<td>0%</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/14</td>
<td>29%</td>
</tr>
</tbody>
</table>

13 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>4/6</td>
<td>67%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>5/8</td>
<td>63%</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/14</td>
<td>29%</td>
</tr>
</tbody>
</table>

7 projects are realising this goal with little or no ascertainable success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/6</td>
<td>17%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/8</td>
<td>25%</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/14</td>
<td>29%</td>
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</table>

3 projects are not realising this goal

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<th>Percentage</th>
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</thead>
<tbody>
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<td>Small towns</td>
<td>0/6</td>
<td>0%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/8</td>
<td>13%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/14</td>
<td>14%</td>
</tr>
</tbody>
</table>
On the average the projects situated in small towns are most successful in realising goal 10. From the questionnaire comments it seems that the reason for this variation stems from the fact that larger cities normally attach higher priority to the automobile problem.

In two cases, namely Providence and Wilmington, goal 10 is presently not being realised at all. The response from 'College Hill' in Providence says,

"We have been trying to get a real study of this problem started. So far it's still on the ground."

Similarly, the response from Wilmington, N.C., reads,

"It's very difficult to fight the automobile! Cobblestone streets are being resurfaced with asphalt, etc. etc. To date, however, there is no major thoroughfare intrusion."

Still other respondents suggest that the magnitude of the problem threatens to increase and that the goal is only being achieved with a minimal degree of success. Santa Barbara, for instance, states that,

"1. The new public parking lots (municipally owned) in the area have been developed with attractive landscaping and protective walls (decorative)."

For a comparison of cumulative goal achievement quotients on goal 10, see p.89 of Chapter III.
2. The urge to send more automobiles more comfortably through the downtown area threatens existing trees in the streets rights-of-way.

3. A few streets in the original 'El Peublo Viejo' could be blocked off as pedestrian ways, but this has not been seriously contemplated by the administration."

Supporting activities

In citing supporting activities for goal 10, most respondents describe one or two steps that have been taken to alleviate the automobile problem somewhat. A number of these 'partial solutions' are listed below.

Projects that are realising goal 10 very successfully

1. permit no automobile traffic whatsoever. (e.g. 'Bastion Square' in Victoria, and 'Paseo Del Rio' in San Antonio where all transportation is by riverboat).

2. established two new service streets and a pedestrian mall. ('Victorian Village Project' in Cape May).

3. have included special provisions in the redevelopment plan pertaining to truck service, on site parking, etc. ('Old Sacramento').

Projects that are realising goal 10 with some success

1. will establish one way streets along the busiest arteries. ('Old Montreal').
2. are preserving the historic street pattern and designing new streets to fit in with the old pattern. (Santa Fe).
3. plan public and private parking areas to be out of view as much as possible. (Dover).
4. proposing a design solution to provide a wide brick promenade with mid-block parking bays. (Lexington).
5. installed an underground expressway, underground parking, and have a bonus system to encourage the provision of excess parking. ('Society Hill' in Philadelphia).

Projects that are realizing goal 10 with little or no ascertainable success

1. require new developments to provide offstreet parking and are designing a new street pattern to aid traffic flows. ('Wooster Square' in New Haven).
2. the Historical Commission hold conferences with the Department of Traffic and Parking. (Cambridge).
3. major traffic flows are directed to a limited number of collector streets. ('Quapaw Quarter' in Little Rock).

Goal 11. TO IMPROVE THE QUALITY OF THE DISTRICT'S ENVIRONMENT BY SYSTEMATICALLY ELIMINATING INCOMPATIBLE AND UNDESIRABLE USES AND STRUCTURES.

Goal acknowledgment

Chart 15 shows that, with the exception of 4 small town cases, all projects surveyed consider goal 11 a relevant objective in their historic district.95

95 The exceptions are: Dover, Sudbury, Bellport, and New Canaan.
CHART 15

SURVEY RESPONSE TO GOAL 11

GOAL ACKNOWLEDGMENT

Goal #11 is considered relevant in 25 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>3/7</td>
<td>43%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>8/8</td>
<td>100%</td>
</tr>
<tr>
<td>Large cities</td>
<td>14/14</td>
<td>100%</td>
</tr>
</tbody>
</table>

GOAL REALISATION

7 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/3</td>
<td>0%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/3</td>
<td>0%</td>
</tr>
<tr>
<td>Large cities</td>
<td>7/14</td>
<td>50%</td>
</tr>
</tbody>
</table>

Of the total 28%

9 projects are realising this goal with some success

<table>
<thead>
<tr>
<th></th>
<th>Proportion</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/3</td>
<td>33%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>4/8</td>
<td>50%</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/14</td>
<td>29%</td>
</tr>
</tbody>
</table>

Of the total 36%

4 projects are realising this goal with little or no ascertainable success

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<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/3</td>
<td>33%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/8</td>
<td>25%</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/14</td>
<td>7%</td>
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Of the total 16%

5 projects are not realising this goal

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<tr>
<th></th>
<th>Proportion</th>
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</thead>
<tbody>
<tr>
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<td>1/3</td>
<td>33%</td>
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<tr>
<td>Medium cities</td>
<td>2/8</td>
<td>25%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/14</td>
<td>14%</td>
</tr>
</tbody>
</table>

Of the total 20%
Two of the exceptions, namely Dover and Sudbury, indicate that no undesirable uses and structures exist in the district and hence the goal is not applicable for them. The response from Dover, where historic zoning has been in effect since 1957, states,

"Nothing incompatible or undesirable has ever been let in so there is nothing to be eliminated."

The 'Old Sudbury District', where historic zoning has been in effect since 1963, reveals that,

"there is very little 'foreign stuff' left."

Goal realisation

The lower portion of Chart 15 shows that of the 25 projects acknowledging goal 11,

28% are realising it very successfully
36% are realising it with some success
16% are realising it with little or no ascertainable success
20% are not realising it at all

Projects in the latter 20% are located in: Fremont, California
Charlottesville, Virginia
Lahaina, Hawaii
Portland, Oregon
Victoria, British Columbia
A comparison of cumulative goal achievement quotients for goal 11 reveals that, on the average, large city projects are realising 'elimination' with far more success than projects in medium sized cities or small towns. Correspondingly, medium sized cities are again more successful than their small town counterparts. The reason for this variation in goal realisation appears to be directly related to (1) the magnitude of the problem, and (2) sophistication of techniques to solve the problem.

Supporting activities

The survey revealed three major methods currently in use to achieve goal 11. These are:

1. Urban Renewal and Redevelopment procedures
2. Bylaws and code enforcement
3. Negotiation and Persuasion

Each of these methods is briefly discussed below.

1. Urban Renewal and Redevelopment procedures

Little Rock, Savannah, New Haven, Sacramento, and Philadelphia all emphasize that undesirable uses and structures are systematically being demolished and replaced under urban renewal legislation. The response from 'Old Sacramento' says,

Table VIII on page 81 lists the following C.G.A.Q. for goal 11:

<table>
<thead>
<tr>
<th>Type of Area</th>
<th>C.G.A.Q.</th>
</tr>
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<tbody>
<tr>
<td>projects in large cities</td>
<td>69</td>
</tr>
<tr>
<td>projects in medium cities</td>
<td>42</td>
</tr>
<tr>
<td>projects in small towns</td>
<td>33</td>
</tr>
</tbody>
</table>
"The Redevelopment Agency has acquired the incompatible structures and has demolished several of them and is continuing to demolish the balance."

Likewise, in 'Wooster Square', New Haven,

"Most of the incompatible and undesirable uses and structures have been eliminated although there still are a few remaining. This was achieved through the Redevelopment Agency's ability to purchase land and to resell it; destroy the buildings that were on it - change the use - and then sell it."

2. Bylaws and code enforcement

Zoning and building regulations and their enforcement are also considered a viable method to achieve the elimination of incompatible uses and structures. In this regard the response from 'El Peublo Viejo' in Santa Barbara reads,

"The only public condemnation work presently going on in the district is for the municipal parking lots. The City has no other power in the 'elimination' field, except the usual building inspection procedure .......
A proposed Federal redevelopment area is immediately adjacent to the original Pueblo Viejo boundaries, and this may help."
3. **Negotiation and persuasion**

Both 'Old Montreal' and 'Seton Hill' in Baltimore rely largely upon negotiation with property owners for achievement of goal 11. In Baltimore,

"the planning department has supported and technically aided the private sector in this effort."

And, in Montreal,

"The Jacques-Viger Commission has successfully persuaded owners to replace or renovate undesirable structures."

**SUMMARY**

The survey uncovered a wide range of activity which aids in the successful realisation of goals 7 through to 11. Activities supporting the preservation and development of a historic district's environment include a wide variety of both private and public endeavours. The 'methods and techniques' which are currently meeting with greatest success are discussed throughout this chapter and are listed here merely by way of summary. They consist primarily of the following nine:

1. An organized beautification program (initiated and guided either by a city agency or by private groups),
2. Promotional activities to escalate interest in the historic area,
3. Sound zoning and building bylaws and their enforcement,
4. Incentives and inducements to the private sector,
5. Plan preparation and implementation,
6. Negotiation between the controlling agency and private property owners,
7. Maintenance of public areas by the city works department,
8. Diverting traffic from the historic district as much as possible,
9. Establishing pedestrian malls, adequate parking facilities, and service streets.

Projects which are not experiencing much success with the environment goals appear to be grounded with shortages of public funds, lack of general interest, and inadequate effort in the above nine 'methods and techniques'.
CHAPTER VI

THE CONSEQUENCES

This chapter deals with the survey response to goals 12 and 13. These goals broadly define two problem areas which can occur in the course of a historic district preservation program and should in that instance be anticipated in the planning process. Goal 12 is essentially in the realm of social planning - it defines a course of action for those projects in which low-income groups are forced out of the area as restoration proceeds. Goal 13, on the other hand, is more in the realm of economic control - it defines the need to discourage excessive land speculation in those projects where rising real estate values potentially make this a problem. Success in historic district preservation is not achieved merely by restoring ancient buildings and by developing the inherent character of a historic district; it is also dependent upon the ability to grapple effectively with social and economic problems.

Goal 12. TO CARRY OUT A RELOCATION PROGRAM FOR LOW INCOME POPULATION WHICH IS BEING DISPLACED.

Explanation

Goal 12 was included in the hypothesis because the author suspected that low income family displacement is a serious consequence in many rehabilitation-restoration projects. In this regard it must be remembered that many historic district programs are initially rehabilitation-oriented with due emphasis placed on the recovery and rejuvenation of a slum area. The problem is depicted as follows,
Almost invariably the urban preservation project has depended on two basic displacements. First, the elimination of many objectionable 'nonconforming' uses of the structures in the area - generally light industry or small family-scale service businesses. Second, the replacement of a disadvantaged population - now generally Negro - with a sophisticated and more socially mobile one. The burden of area preservation falls most heavily on those who have used the relics most recently and who are rarely offered other accommodations as inexpensive or as conveniently located when they are priced or forced out of the neighbourhood.

Moreover, it has been observed that historic districts are usually situated in or about the original town or city center, a location which frequently coincides with the city's lowest-cost housing stock. Goal 12 was posed in the questionnaire to determine precisely how often low income group displacement is considered a problem and what measures are being taken to aid in its solution.

Goal acknowledgment

Chart 16 shows that 41% of the projects surveyed consider a low income group relocation program a relevant goal. But while only 1 project in the 'small town group' acknowledges this goal, 50% of the 'medium-sized' and 'large city' responses consider low income group displacement a serious problem. Chart shows that the highest proportion of projects acknowledging goal 12 are in the 10,000 - 100,000 population group. 63% of the projects in this category as opposed to 43% in the 100,000 population and over group acknowledge the goal.

Nineteen responses indicated that goal 12 is not relevant to their historic district project.

CHART 16

SURVEY RESPONSE TO GOAL 12

GOAL ACKNOWLEDGMENT

Goal #12 is considered relevant in 12 of the total 29 projects surveyed.

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<thead>
<tr>
<th></th>
<th>Proportion</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Small towns</td>
<td>1/7</td>
<td>14</td>
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<tr>
<td>Medium cities</td>
<td>5/8</td>
<td>63</td>
</tr>
<tr>
<td>Large cities</td>
<td>6/14</td>
<td>43</td>
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GOAL REALISATION

5 projects are realising this goal very successfully

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<tbody>
<tr>
<td>Small towns</td>
<td>1/1</td>
<td>100</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/5</td>
<td>20</td>
</tr>
<tr>
<td>Large cities</td>
<td>3/6</td>
<td>50</td>
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</table>

Of the total 42%

3 projects are realising this goal with some success

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<tbody>
<tr>
<td>Small towns</td>
<td>0/1</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/5</td>
<td>20</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/6</td>
<td>33</td>
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</tbody>
</table>

Of the total 25%

1 project is realising this goal with little or no ascertainable success

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<th></th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/1</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/5</td>
<td>20</td>
</tr>
<tr>
<td>Large cities</td>
<td>0/6</td>
<td>0</td>
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</table>

Of the total 8%

3 projects are not realising this goal

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<th></th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/1</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/5</td>
<td>40</td>
</tr>
<tr>
<td>Large cities</td>
<td>1/6</td>
<td>17</td>
</tr>
</tbody>
</table>

Of the total 25%
Several of these responses explain why 'relocation' is not considered a goal. Reasons given, include:

(1) "There is no low-income population in the Cambridge Districts."
(2) "Most of the program has been accompanied by purchase on the open market. Many sellers owned their houses and lived in them. Dislocation has therefore been minimal. Present plans are to retain the present occupants with the exception of the normal process of private sales." ('College Hill' in Providence).
(3) "Not yet a significant problem." ('Wilmington Historic District').
(4) "None contemplated in this small district." (New Canaan).

Goal realisation

The lower portion of chart 16 shows that of the 12 projects which consider 'relocation' a goal,

42% are realising it very successfully
25% are realising it with some success
8% are realising it with little or no ascertainable success
25% are not realising it at all

Four projects in all indicate little or no success in realising goal 12. Both Santa Barbara and Santa Fe suggest that this situation is only temporary, as an appropriate relocation is currently in the planning stage and will be carried out in due course. Portland and Charlottesville, on the other hand, acknowledge a serious problem but suggest that no solution is in sight.
Supporting activities

The 8 projects which are successfully realising goal 12 have all implemented some form of relocation program. In most cases the program is planned and administered by the local Housing Authority or Redevelopment Agency.

The Redevelopment Agency in New Haven, for example, which operates a continuing relocation program for the Wooster Square Area as well as other parts of the city, writes:

"The Redevelopment Agency has a very active relocation office which helps find new homes for low-income population. The redevelopment area has also seen the growth of new housing stock - primarily for low-income elderly, and low and moderate-income families."

The response from Galveston, Texas, states that the relocation services rendered by the Federal Government in the historic area are noble in intention but are severely hampered by the short supply of other available low cost housing.

Finally, 'Old Sacramento' lists four 'supporting activities', which in the opinion of the respondent solve the problem extremely successfully. These are:

"(1) Adequate downtown hotels with low rates for retired and low-income persons."
(2) Effective use of the Redevelopment Agency's resource card file index, which lists apartments, rooming houses and homes available for displaced persons - categorized by room rates, number of rooms, and locations. A good working relationship between staff, realtors, and apartment, rooming house, and hotel manager.

(3) Close liaison between the Redevelopment Agency and public assistance and social service agencies; i.e. county welfare, social security, veteran administration, public health, etc. We used these community services to provide additional and needed income and services to displaced persons.

(4) Adequate staff - trained and experienced in working with low income persons and families."

Goal 13. TO OFFSET THE PRESSURES OF LAND SPECULATION WITHIN THE DISTRICT.

Explanation

Goal 13 was included in the questionnaire to discover if 'land speculation' does, in fact, present a problem in many historic district projects. 'Land speculation' as used here means the purchase of one or more properties in the district primarily for the purpose of realising a maximum profit on the investment in the shortest period of time. Although this motivation for investment is normally a legitimate component of real estate transactions, the profit objectives of the speculative-entrepreneur are frequently compatible with overall preservation plans for the district. Four 'undesirable' consequences can accompany speculation.
Firstly, speculation can lead to the practice for outside interests to purchase properties in the district with no intention of restoring or redeveloping them.

Secondly, speculation can mean the purchase of large buildings in the district primarily for the purpose of cutting them up into as many apartments as possible.

Thirdly, land speculation can lead to concerted pressures to obtain zoning changes in land use and permitted densities.

Fourthly, speculation can have the effect of skyrocketing property values in the district. This can lead to the problem that the originators of the project are forced out by the rising scale of values, since concomitant costs for higher taxes and improvements to public services must be met by property owners.

The problem of speculation is described in one study as follows:

"The problem of rising assessments and prices is both a blessing and a danger. Many areas try to keep prices down, since sharp increases make controlling such areas more difficult and influence speculation. In Georgetown, Washington, D.C., more roomers are being taken in because of spiraling prices which make maintenance of single-family homes impossible for many. .... One family purchased a house 12 years ago for $7000, spent approximately $12,000 on renovation, and was recently offered $45,000 (1963). Such an offer is difficult for the middle income family to resist, especially since increased value spurs rising tax assessments .... When city administration and holders of private funds cooperate in making the slum unprofitable and discouraging speculation, neighbourhoods can be rehabilitated and can become economic assets." 98

Goal acknowledgment

Although the interpretation of goal 13 varies considerably from case to case, nearly 69% of the projects surveyed indicate that "offsetting the pressures of land speculation" is, indeed, a relevant purpose for them.

Chart 17 shows that the smallest proportion of projects acknowledging goal 13 is situated in medium sized cities. Comments by the respondents failed to produce an acceptable explanation for this variation and it seems likely that it is largely due to change.

A total of 9 projects indicated that goal 13 is irrelevant and therefore not being realised. The response from Dover, Delaware, is of interest in this regard.

"The City of Dover has had one hundred per cent voluntary compliance with the spirit of the Historic Zone regulations, and although they have been in effect for ten years, no one has attempted to legally question the authority of the City in this regard through court action .... Architectural and zoning standards have removed the pressures of speculation - along with a general community consensus as to the area being one that must be preserved. If anyone has ever had thoughts of land speculation I doubt that they have ever expressed them for fear of their own safety and peace of mind."
### Chart 17

#### Survey Response to Goal 13

#### Goal Acknowledgment

Goal #13 is considered relevant in 20 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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<tbody>
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<td>50</td>
</tr>
<tr>
<td>Large cities</td>
<td>11/14</td>
<td>79</td>
</tr>
</tbody>
</table>

#### Goal Realisation

6 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
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<td>40</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/4</td>
<td>0</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/11</td>
<td>36</td>
</tr>
</tbody>
</table>

4 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>0/5</td>
<td>0</td>
</tr>
<tr>
<td>Medium cities</td>
<td>2/4</td>
<td>50</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/11</td>
<td>19</td>
</tr>
</tbody>
</table>

7 projects are realising this goal with little or no ascertainable success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Small towns</td>
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<tr>
<td>Medium cities</td>
<td>1/4</td>
<td>25</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/11</td>
<td>36</td>
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</table>

2 projects are not realising this goal

<table>
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<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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<tbody>
<tr>
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<tr>
<td>Medium cities</td>
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</tr>
<tr>
<td>Large cities</td>
<td>1/11</td>
<td>9</td>
</tr>
</tbody>
</table>

Of the total:
- 30% for very successful realisation
- 20% for some success
- 35% for little or no ascertainable success
- 15% for not realising the goal
Goal realisation

Varying degrees of success in realising goal 13 are expressed by the 20 projects which acknowledge it. The lower portion of Chart 17 shows that the following pattern evolved:

- 6 projects are realising this goal very successfully
- 4 projects are realising this goal with some success
- 7 projects are realising this goal with little or no ascertainable success
- 2 projects are not realising this goal at all

A number of responses from the 'little or no success' group suggest reasons for their inability to solve the speculation problem adequately. Lahaina, Hawaii, for example, stated that,

"Strong pressures exist to remove the limitation of the historic districts ordinance. Measures to counteract this pressure, perhaps by tax exemption status, will be studied."

Similarly, Little Rock, Arkansas, responds,

"The real estate interests are constantly wanting changes in land use and have won out in several instances, unfortunately. If the Urban Renewal Plan had not been in existence, land speculation would have run rampant; however, with the 'Quapaw Quarter' restoration-preservation program as part of the Urban Renewal Plan, land speculation has been kept fairly well in check".
The Falmouth Historical Society views any developer as a potential speculator capable of upsetting the district's status quo. The respondent notes that it is unrealistic to try to offset pressures for new development, but that,

"The Historical Society has laid out a park complex with space for four historic houses. The complex includes a terrace for outdoor events such as concerts and lectures. It is hoped that builders and land speculators will be influenced to donate unwanted historic houses to the Society for relocation in this complex."

Supporting activities

The survey brought to light two major 'techniques' which are currently considered most useful to offset the pressures of land speculation within historic districts.

(1) Historic District zoning and review procedures

Four respondents stressed the value of their historic zoning ordinance and the administrative review procedure as one means of discouraging speculation. 'College Hill' in Providence, for example, inferred,

"Raising the zoning to R-2 has helped hold down land speculation since profits cannot now be made by cutting buildings into small apartments. Furthermore, there has been strong pressure for college rooming houses in the district - a use we are also trying to control."
Also with reference to zoning, the response from Cambridge states,

"The problem of land speculation is actually greater in other parts of Cambridge than in the historic districts, which are relatively stable and effectively zoned so as to discourage speculation or land use changes."

'Seton Hill' in Baltimore is similarly protected, because

"The Historical Commission must review all new developments within a historical district. Speculation is prevented because any new developer understands that his development must conform with the historical district."

A fourth response, from Montreal, Quebec, indicates that the general zoning code of the City essentially serves the same purpose.

(2) **Control through urban renewal restrictions**

Five projects indicate that land speculation is effectively kept in check by virtue of urban renewal restrictions and through controls issued by the Redevelopment Agency. 'Society Hill' in Philadelphia, notes,

"We have restrictions regarding land use as well as building controls. Additionally, contracts are made with owners or buyers requiring work to start and to be completed within a specified time, and prohibit sale, lease, or transfer of a

---

These are: 'Old Sacramento', 'Society Hill', 'Quapaw Quarter', 'Wooster Square', 'Victorian Village Project'.

property prior to completion of the restoration work without written consent of the Redevelopment Authority."

The four other responses outlined similar procedures.

**Other supporting activities**

In addition to historic zoning and urban renewal restrictions a variety of other 'legal' techniques are available to discourage land speculation.

One of these, namely the use of a tax exemption system, is now being studied for possible use in the Lahaina Historic District. Such a tax system would mean that instead of penalizing an owner who refuses to discard a significant building in favour of a more profitable replacement, he would be given added incentive. Using this approach, instead of adhering to the normal competitive patterns which require owners of land to be taxed on maximum economic potential rather than current revenues, there would be a separate tax system for historic buildings and sites in and about the district. Neither need the city lose from such a system. If a more sophisticated cost-benefit analysis were available, it may be demonstrated that the influence of an attractive district frequently means increased tax yields from surrounding properties.

Whereas zoning is a public control over private property, a number of private controls capable of countering the effects of speculation are also gaining currency. Four of these are defined and described in a recent

These are:

1. personal restrictive covenants
2. condominium ownership for preservation purposes
3. scenic easements
4. life estate conveyance

SUMMARY

Two potential consequences of a historic district scheme, viz. displacement of low income population and land speculation within the district, constitute problems in about half the projects. Measures being taken to solve these problems are, on the whole, only relatively successful. Many projects are conducting some form of low income relocation program but monies available for this purpose and the availability of alternate housing are constraining factors. In most cases historic district zoning or urban renewal restrictions help to offset excessive land speculation, but where there are strong pressures for change these control devices are not sufficient. Goals dealing with relocation and speculation proved to be far more germane in the larger places than is the case in smaller towns and cities.
CHAPTER VII

SUPPORTING ACTIVITIES

This chapter discusses the survey response to goals 14 and 15. In the questionnaire these final two goals are loosely called 'Supporting Activities' in the sense that (a) the enactment of protective legislation, and, (b) promotion of the district, serve as basic vehicles for the achievement of most other goals.

Goal 14. TO ENACT AND GENERALLY IMPROVE LEGISLATIVE MEASURES DESIGNED TO PROTECT THE QUALITY OF THE DISTRICT'S ENVIRONMENT.

Explanation

Goal 14 was included in the hypothesis because it was surmised that in most cases existing district ordinances and other forms of architectural controls are not nearly sufficient to solve all preservation needs of the districts and that subsequently there is continuing room for improvement in the 'legislation area'. In connection with this, it should be remembered that most of the projects in the survey were selected because they already have some form of historic district legislation.

Relationship to other goals

Goal 14 could be construed as being redundant in that it recapitulates the intent of at least three previous goals; viz. goals 2, 4, and 11. Obviously, the improvement of legal measures to protect the district's environment is similar and related to:
- improving the architectural merit of rehabilitation-restoration work,
- ensuring that new construction is compatible,
- systematically eliminating incompatible uses and structures

Nevertheless it was considered important to pose the whole matter of 'legislative measures' as a single, distinct goal in order to gauge overall satisfaction with existing legal protective devices.

**Goal acknowledgment**

As is shown in Chart 18, goal 14 is considered a relevant, ongoing target in 25 of the 29 projects surveyed. The parent-city-size factor does not appear to have a bearing on the general applicability of this goal.

Three respondents indicate that goal 14 is not relevant to the projects in their city. Two of these, namely Charlottesville and Dover, have had their historic zoning ordinance in effect since 1956 and 1957 respectively and further legislative improvements are not deemed necessary in these two projects. The third case, Bastion Square in Victoria, British Columbia, indicate that "legislative measures are not contemplated as preservation is successfully being achieved through negotiation."

**Goal realisation**

The lower portion of Chart 18 shows that in 76% of the projects goal 14 is being realised 'very successfully' or at least with 'some success'.

CHART 18

SURVEY RESPONSE TO GOAL 14

GOAL ACKNOWLEDGMENT

Goal #14 is considered relevant in 25 of the total 29 projects surveyed.

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Small towns</td>
<td>6/7</td>
<td>86%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>7/8</td>
<td>88%</td>
</tr>
<tr>
<td>Large cities</td>
<td>12/14</td>
<td>86%</td>
</tr>
</tbody>
</table>

GOAL REALISATION

8 projects are realising this goal very successfully

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/6</td>
<td>17%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>3/7</td>
<td>43%</td>
</tr>
<tr>
<td>Large cities</td>
<td>4/12</td>
<td>33%</td>
</tr>
</tbody>
</table>

11 projects are realising this goal with some success

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/6</td>
<td>33%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>3/7</td>
<td>43%</td>
</tr>
<tr>
<td>Large cities</td>
<td>6/12</td>
<td>50%</td>
</tr>
</tbody>
</table>

4 projects are realising this goal with little or no ascertainable success

<table>
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<tr>
<th>Category</th>
<th>Proportion</th>
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</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>2/6</td>
<td>33%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>0/7</td>
<td>0%</td>
</tr>
<tr>
<td>Large cities</td>
<td>2/12</td>
<td>17%</td>
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</tbody>
</table>

2 projects are not realising this goal

<table>
<thead>
<tr>
<th>Category</th>
<th>Proportion</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small towns</td>
<td>1/6</td>
<td>17%</td>
</tr>
<tr>
<td>Medium cities</td>
<td>1/7</td>
<td>14%</td>
</tr>
<tr>
<td>Large cities</td>
<td>0/12</td>
<td>0%</td>
</tr>
</tbody>
</table>

Of the total 32%
Four responses indicate, however, that goal 14 is being realised with 'little or no ascertainable success'. These cases, and the reasons for their dissatisfaction, are:

(1) In Falmouth, Mass. there has been a great amount of 'talk' about establishing a Historic Commission, but to date no action has been taken.

(2) The Planning Board in the town of Sudbury, Mass. has tried four times in the past six years to have a certain part of the historic district rezoned from commercial to residential use, but was unsuccessful. The respondent notes that new commercial development, although considered undesirable, is being done in good taste.

(3) In Little Rock, Arkansas, a private group recently attempted to establish an 'official' Historic District with appropriate environmental controls and was drastically defeated.

(4) The response from Portland, Oregon, remarks that establishment of a Historic Landmarks Commission is still relatively recent and that it has not much impact on the quality of the district's environment yet.

Finally, Cape May and Portsmouth indicate that the improvement of 'legislative measures' is very much in order but that currently nothing is being done to achieve it. Cape May's 'Victorian Village Project', lacking the protection rendered by historic district zoning, also notes that "little concern for the legal status of the Historic District Commission is being expressed by the local Planning Board."
Supporting activities

Historic District zoning and review bodies

In citing supporting activities for goal 14 many respondents make direct reference to their historic district zoning ordinance. Several, such as New Canaan, indicate that existing legislation is quite effective and no further improvements are envisioned. Others, such as Bellport and New Haven, indicate that revisions to their historic zoning ordinances are made by the Planning Board when necessary, and that this procedure adequately serves to upgrade control over the historic environment.

The response from 'The Wilmington Historical District' notes that legislation was recently adopted to give the Board of Architectural Review greater authority; and the response from Lahaina said that its Historical Commission, established in 1967, effectively provides the required supervision. The 'County of Maui Historic Commission', with powers and duties as set forth in the zoning ordinance, provides an interesting example of the way a review body can operate and is therefore included as Appendix E.

Redevelopment plans and master plans

Several of the responses from larger cities state that goal 14 is being realised very successfully primarily because the official redevelopment or master plan functions as legal document.

The Seton Hill area in Baltimore, for example, was declared to be "a Historical and Architectural Preservation District" by the Mayor and City Council in 1968 and guidelines for its development were subsequently incor-
Porated in the City's official Master Plan.

Similarly, 'Old Sacramento' stresses that,

"The Redevelopment Plan is a formal document approved not only by the Redevelopment Agency but also by the City Council and is effective for 30 years from the date of its approval. The Plan is written to preserve the quality of the district's environment. Subsequent to the Agency's completing its responsibilities in the district, a void can develop in policing the Historic District. There must be established a mechanism to make sure that what happens is not incompatible with the governing regulation - the Redevelopment Plan."

Other supportive activities

Five projects mentioned a variety of other activities in support of goal 14. These are:

(1) a sign control ordinance ('Barrio De Analco Historic District' in Santa Fe),

(2) local citizens and organizations who keep an eye on the district's environmental and architectural quality and report any major deviations to the architectural board of review. ('El Pueblo Viejo' in Santa Barbara),

(3) an extensive survey of historic architecture so that the district may eventually be expanded and so that city-wide controls can be established. (Cambridge).
(4) recent passage of enabling legislation which authorizes the County (in addition to the City) to participate in housing and renewal programs. (Savannah)

(5) modifications made in existing legislation to accelerate proceedings for the approval of building and restoration plans and the issuance of permits in the historic area. ('Old Montreal).

Legal protection through the National Register of Historic Places

Five of the projects included in the survey are entered in the National Register of Historic Places, and thus are vested with Federal protection against 'adverse effect'. 101 'Adverse effect' is considered to occur under conditions which include, but are not limited to:

" (a) destruction or alteration of all or part of a property;

(b) isolation from or alteration of its surrounding environment;

(c) introduction of visual, audible, or atmospheric elements that are out of character with the property and its setting." 102

Interestingly none of these five projects make mention of the Congressional protection rendered through the National Register. 103

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101 These are: 'Old Sacramento', 'Savannah Historic District', 'Lahaina Historic District', 'Barrio De Analco Historic District', and 'Old Salem Historic District'.


103 For a discussion of the way in which this protection may be used, see ibid., p.2582.
Goal 15. TO PROMOTE AND ADVERTISE THE DISTRICT IN ORDER TO DEVELOP LOCAL INTEREST AND TO CREATE A DEFINITE TOURIST ATTRACTION.

Explanation

Promotion of the historic district can serve the dual purpose of encouraging further restoration efforts by awakening the interest of other preservation-minded individuals and of drawing tourist dollars to commercial establishments in the area. Regarding promotion Walter Muir Whitehill says,

"Preservationists should use all means of communication open to them that will reach, and hopefully influence, the widest possible audience. One favourable editorial by a friendly newspaper is worth more than a dozen indignant letters of protest to the same paper. Thus, an essential first step is to attempt to secure the active support of those who control the relevant newspapers and radio and television stations.

It is equally necessary to convince banks that, under proper circumstances, money can be as safely and profitably invested in the preservation of a fine old building as in the construction of a new one, and to persuade local and state elected and appointed officials that the continued presence of such a building may be a greater ornament to the community than could any run-of-the replacement." 104

Although Whitehill was referring primarily to the preservation of single buildings, his comments are equally germane to the preservation of entire districts. As he suggests, promotion is, and should be, largely the responsibility of private interests.

Goal acknowledgment

As Chart 19 shows, promotion and advertisement of the historic district

104 W.M. Whitehill in 'Education and Training for restoration work' in Historic Preservation Tomorrow, p. 36.
CHART 19

SURVEY RESPONSE TO GOAL 15

GOAL ACKNOWLEDGEMENT

Goal #15 is considered relevant in 23 of the total 29 projects surveyed.

- Small towns: 5/7 (71%)
- Medium cities: 6/8 (75%)
- Large cities: 12/14 (86%)

GOAL REALISATION

10 projects are realising this goal very successfully

- Small towns: 2/5 (40%)
- Medium cities: 2/6 (33%)
- Large cities: 6/12 (50%)

Of the total 43%

10 projects are realising this goal with some success

- Small towns: 3/5 (60%)
- Medium cities: 3/6 (50%)
- Large cities: 4/12 (33%)

Of the total 43%

2 projects are realising this goal with little or no ascertainable success

- Small towns: 0/5 (0%)
- Medium cities: 1/6 (17%)
- Large cities: 1/12 (8%)

Of the total 9%

1 project is not realising this goal

- Small towns: 0/5 (0%)
- Medium cities: 0/6 (0%)
- Large cities: 1/12 (8%)

Of the total 7%
is considered a goal in 79% of the projects surveyed. Although the 'parent-city-size' factor does not appear to have a significant bearing on the acknowledgment of goal 15, somewhat more projects in the 100,000 population and over group attach importance to it. Chart 19 shows that whereas 71% of the small town projects consider it a goal, more than 86% of the large city projects are actively promoting and advertising their historic district.

A number of responses indicate that tourist attraction is definitely not a goal for their project. College Hill homeowners, it is suggested, for example, are actively trying to discourage an influx of tourists in order to maintain the residential character of the district. Likewise the town of Sudbury makes no attempt to attract tourists to its historic district which coincides with the town center. Nevertheless, the respondent states that one building in the district, namely 'The Wayside Inn', does act as a magnet to the "occasional" tourist. The response from 'El Pueblo Viejo' in Santa Barbara notes that, although individual cultural and business enterprises in the area advertise their services, no one has taken responsibility for advertising the district as a whole. The respondent adds "if the oil situation continues unabated we might have to promote the historic attractions even more strongly". The remaining three projects that consider goal 15 irrelevant are: 'Wooster Square' in New Haven, Dover, and Charlottesville.

Goal realisation

86% of the projects acknowledging goal 15 suggest that it is being realised either 'very successfully' or 'with some success'. The remaining
three projects indicate that, although number 15 is a goal, it is presently
being realised with little or no success for a variety of reasons.

(1) 'Historic Wilmington', which covers approximately 34 city blocks
and has some 137 historic buildings scattered throughout this area, is
considered too large and diffused to make promotion of a definable area
feasible.

(2) The response from 'Seton Hill' in Baltimore indicates that this goal
is currently being realised with little or no ascertainable success because
the promotion program has only just been formulated.

(3) Local promotion of the historic district in Portland, Oregon, officially
created in 1959, is considered superfluous by the planning department there.

Supporting activities

The survey revealed that a large variety of 'promotion techniques' are
currently being used to achieve goal 15. Pertinent examples are discussed
below. Projects situated in the larger cities were generally found to utilize
a larger number of techniques than their counterparts in small towns. The
latter normally rely on just one or two well-tried promotion devices.

Projects in large cities

(1) 'Old Sacramento' has launched a promotion program which includes
nationwide advertisement, and an active local P.R. program which features
a speakers bureau.

(2) Cambridge, Massachusetts, regularly publishes a 'Heritage Trail
Brochure' which contains a walking tour guide to the district's historic architecture. Additionally, a historic marker program will soon be carried out.

(3) In Victoria, B.C. 'Bastion Square' is widely publicized through a provincial photographic magazine, in the local newspaper, and is displayed on postcards.

(4) 'Society Hill' in Philadelphia, in addition to brochures, tour maps, and magazine articles, regularly conducts guided tours for visiting college students, planners, and architects.

(5) 'El Paseo del Rio' in San Antonio, Texas, is included in the City's advertising program under the auspices of the Tourist Information Division of the Convention Bureau and through the local Chamber of Commerce.

(6) Both 'Beacon Hill' in Boston and 'Old Salem' in Winston-Salem, N.C., have developed a historic trail as the basis of their promotion activities.

The laying out of marked routes for visitors as an aid in interpreting the historic sites of the community has at least four beneficial effects on the historic community; it can:

(a) provide a focus for the diverse activities engaged in preservation efforts;
(b) lend greater prestige to the properties along its route, induce owners to upgrade their properties, and attract organizations and families who will be interested in rehabilitating structures;

The magazine is called Beautiful British Columbia, see especially Spring 1969 edition, pp. 1-9.
(c) stimulate the renewal of areas in proximity to the trail; and
(d) attract attention outside the city to the assets of the historic community.

Projects in medium sized cities

(1) The response from Fremont, California states "we have participated in the preparation of articles for magazines, assisted in photograph and mapping programs, and established a Historical Resource Committee."

(2) The response from Lexington, Massachusetts mentions that a tourist information center was recently built to fulfill the district's promotion needs. The center operates to provide information, dispense literature on historic sights, store historic district guides, display artwork, and provides restroom facilities; it is staffed by the Chamber of Commerce and the Lexington Historic Society.

Projects in small towns

Open house tours proved to be a popular and successful way of promoting local interest in preservation and of stimulating care and attention for historically and aesthetically-significant buildings in many properties.

In addition to Charleston and Providence, where open house tours have been held on an annual basis for many years, the town of Bellport also reports that "this Christmas the Historical Society sponsored an 'open house tour' and it was very successful."
Cape May, New Jersey, an ocean resort town with a year round population of 4500 persons, advertises its 'Victorian Village' nationally by means of a large advertising firm and through visiting reporters.

Use of the historic district for educational purposes and to create local interest is mentioned by both Bellport, New York, and Falmouth, Massachusetts. In this regard the questionnaire from Falmouth reads:

"The Historical Society, the school system, and the Public Library join in a program for 5th grade pupils. A full school day is spent on the history of the town and the way people lived in early days. At the Historical Society they are shown butter churning, bread baking in the fireplace, candle dipping, weaving, cording wool and flax, and spinning. A lecture with slides shows scenes of early days in town. A picture of all houses in the historic district is shown with a description of the builders and present occupants. Library books are exhibited which could be read to continue learning about history and early crafts."

SUMMARY

The final two goals aimed at the improvement of legislative measures and at promoting the historic district are important elements in the majority of projects. Whereas the smaller places normally rely on one or two well-tested techniques many of the larger schemes have an extensive program in

105 See College Hill Demonstration Study of Historic Area Renewal, p.10.
support of these goals. Goals 14 and 15 are, on the whole, being achieved fairly successfully with a host of supporting activities currently in vogue. Aside from local uses of the historic district for educational purposes, many projects are using the news media to promote their district on a regional or national scale thereby hoping to draw tourism.
CHAPTER VIII

CONCLUSION

The central hypothesis formulated in this study is strongly supported by the data collected. The survey has shown that: Recurrent planning targets of Historic District preservation projects in North America in the 1960's can, indeed, be classified under the 15 broad goals set out in the hypothesis. Moreover, the study has shown that these fifteen headings constitute the major planning intents in historic district preservation, and that no additional headings (or broad goals) are omitted in the classification.

The study also revealed that in very few instances all fifteen 'goals' are actively pursued. Nevertheless, most projects (69% of the survey) consider at least 12 or more of the 'goals' as being relevant. Historic District projects situated in medium-sized cities (10,000 - 100,000 population) generally pursue a greater number of the 'goals' than is the case for either small towns (10,000 population and less) or in large cities (100,000 population and over).

Eight of the 'goals' have virtually universal, North American application. These eight 'goals' are actively pursued in Historic District planning no matter how large or old the district and irregardless of the size of the city in which the district is located. These 'goals' are:

1. To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.
2. To improve the architectural merit of the rehabilitation-restoration work in the district.

4. To ensure that new construction is compatible with the existing historical context and architectural setting.

7. To ensure the district's continuing existence as a living, functioning community - not a 'museum complex'.

9. To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

10. To recognize the requirements of the automobile while also subordinating these requirements to the need for preserving the quality of the historic environment.

11. To improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures.

14. To enact and generally improve legislative measures designed to protect the quality of the district's environment.

The first five of these 'goals' are generally regarded as the most important aims in historic district preservation, and are, on the whole, being achieved most successfully.

'Success' when applied to the preservation of historic districts is a highly relative thing. It was discovered that there is no set of common denominators with which success can be defined and measured. Success denotes a subjective judgement and is, in the final analysis, related to an individual's personal goals and objectives. The study revealed, above all, that each historic district is a distinctive area of a city set apart from all other historic districts by a host of unique, local factors and conditions. 'Successful' district preservation adequately solves the
unique, local problems and satisfies the personal aspiration of the greatest number of people whose lives are touched by it.

This study has attempted to pull together a great deal of activity which relates to planning for district preservation. In this process the most important planning goals have been identified and a wide range of activity in support of these goals has been uncovered. Nevertheless, the conclusions reached in the study are in the best sense only generalizations and cannot be considered other than in the light of broad insights into the many and varied aspects of planning for district preservation. It is therefore suggested that further research into the field may most effectively be conducted on the level of the particular case study.

As an attempt to understand the underlying processes of preservation planning, the research conducted here is valid and meaningful. It must be added, however, that this study is incomplete in the sense that any overview tends to veil and disguise many very important particulars.
SELECTED BIBLIOGRAPHY

There is a great deal of literature related to historic district preservation. While most of the works listed here deal with the U.S. experience, much of it is also applicable to Canada.

The Bibliography is divided into the following parts:

PART 1: Books and Studies of General Interest

PART II: Articles, Pamphlets and Reprints

PART III: Background Material and Studies on the Projects Surveyed

PART I: BOOKS AND STUDIES OF GENERAL INTEREST

A photographic essay of an exhibition produced by members of the Committee on the Preservation of Historic Buildings.


Prepared for the Committee on Historic Buildings of the American Institute of Architects. A clear description of steps and procedures essential to authentic restoration of buildings of all kinds.

Study and analysis of early American cities having architectural control laws governing old and historic districts; outlines plans for securing area control.

Includes a noteworthy article on preservation by Christopher Tunnard, "Preserving the Cultural Patrimony".


Recent development in historic preservation law and conclusions reached after review of these. A summary of Cambridge landmarks and extensive exhibits section.


Controversial perspectives on the North American City by prominent urban critics including Jane Jacobs and William H. Whyte, Jr.


An excellent and extremely comprehensive survey of the history of Canadian architecture.

Provides a comprehensive view of the development of American architecture.

An attempt to show that Canada does have its own distinctive architectural style.

Rational and inspired analysis of what can be done to revive American city centres.

A persuasive perspective of the importance of historic preservation in the United States.


Revised Principles and Guidelines for Historic Preservation in the U.S.A.

Ten essays presented by prominent architects, philosophers, planners, etc. to the Design in America Symposium held at Princeton in 1964.

The most comprehensive analysis of the American preservation movement yet undertaken.


A brilliant and original analysis of what is wrong with the North American city and what could be done to put it right.

A general analysis of preservation legislation, including a state by state survey.


A pictoral presentation of historic houses and villages in the United States that have been preserved and restored.

includes:
- An economic and social study of Vieux Carre
- Plan and program for the preservation of Vieux Carre.
- Technical report; environmental study
- Legal and administrative aspects of Vieux Carre
- The Vieux Carre; New Orleans: its plan, its growth, its architecture.
- An evaluation of the effects of the proposed river front expressway on the Vieux Carre
- New Orleans central business district traffic study.


The article on "Urban Space and Urban Design" by Frederick Gutheim is particularly interesting with regard to the problem of urban aesthetics.

PART II: ARTICLES, PAMPHLETS AND REPRINTS


A much used and widely read statement of preservation principles, recommendation and guidelines.

A public relations kit issued by the A.I.A. Committee for the Preservation of Historic Buildings.


The role of urban renewal in preservation activities, including possible use of URA funds in planning, site improvement and administration.

Suggestions on writing and securing legislation and a listing of what historic district legislation will do for a community.

Historic district legislation, spot zoning, billboard control, etc.

Suggested form to be amplified by local attorney for groups organizing preservation projects.

A discussion of the historical and cultural significance of historic sites and buildings; their suitability for preservation; educational values; cost of restoration or reconstruction; maintenance, and interpretation; and administrative responsibility of sponsoring groups.

Discussion of a major conversion taking place in architectural practices; comprehensive architecture of whole communities.

A discussion of need for architectural and historic integrity in restoration and for good design in relating new architecture with old buildings and historic areas.


Discussions on motivation for area preservation activity, federally aided local programs, social and economic issues and problems for the historian.


Kalman traces the development of what he believes to be Canada's "National Style" - the railway chateau hotel.


Excerpts from *Historic Areas and Structures*, and *The Vieux Carre - A General Statement*, dealing with the useful integration of historic landmarks and their restoration.
Discusses access roads and promotable history as factors in the economics of preservation.


Ohio Legislative Service Commission. Preservation of Historic Sites.
Staff research report No. 77, November 1966.

The theory, legal basis and development of the Historic American Buildings Survey.

Design philosophy, preparation of design plans and programs, existing aesthetic regulations in this country and abroad, evolving legal concepts and excerpts and abstracts from existing legislation.


An analysis of the effect of Urban Renewal Programs on historic preservation.

Reed, Henry Hope. Walking Tours. National Trust for Historic Preservation.
An interesting comment on the organization and philosophy behind the walking tour.
Examination of historical basis for architectural control over private property and existing legal support for the historic district ordinance.

A selection of papers presented at the Building Research Institute's Preservation Forum.

Roberts, Mary C. Travel - A Force for Conservation. Tourist Division, Maryland Department of Economic Development. 4 pp.


A panel of ten experts in planning, urban renewal and preservation debate the question.

Surveying and delineating historic areas in city plans.
Their contribution to urban economic, social and cultural well-being.

Some interesting comments on Elfreth's Alley, Philadelphia.


Police power, eminent domain and preservation and historic property.


National Trust legislation archive; states with historic district-enabling legislation and cities with historic district ordinances.
Wrenn, Tony P. "Real Estate Realities." Historical Preservation, XV, No. 2
A study of the effect of historic district ordinances and architectural control on real estate values.


Covers the economic value of the tourist trade, tourism as a dimension in community development, individual and community benefit from tourism, tourist attractions as a lure for industry, and how to sell and promote what you have.

PART III: BACKGROUND MATERIAL AND STUDIES ON THE PROJECTS SURVEYED

Little Rock, Arkansas


Quapaw Quarter. Brochure published by Quapaw Quarter Association Inc.

Quapaw Quarterly, No. 1, Fall 1969. Publication of the Quapaw Quarter Association Inc.

Robinson, John V. "Little Rock's Quapaw Quarter - A Program of Historic & Architectural Restoration & Preservation."
A reprint from the Fall 1968 Profile Little Rock Magazine, published by the Housing Authority of the City of Little Rock.

Sacramento, California

A Land Utilization and Marketability Study, prepared by the Real Estate Research Corporation.

A Planning Study of the Heavy Commercial/Light Industrial Corridor, prepared by Daniel, Mann, Johnson & Mendennall.


A Planning Study of the West End Commercial Complex, prepared by Skidmore, Owings & Merrill, Architects.

An Architectural Survey of the Sacramento Historic Area, prepared by De Mars & Wells.

Design and Development Kit, prepared by Redevelopment Agency of the City of Sacramento.
This kit is intended to alert redevelopers to the unique requirements of the historic district and to assist them with their solutions.

Drawing Power of the Old Sacramento Historic Area. A Trade Area Analysis published by the Redevelopment Agency of the City of Sacramento.


Leisure Time - Retail Use Study for Old Sacramento, prepared by Abbott Western, October 1, 1969.

Old Sacramento. Brochure published by the Sacramento Redevelopment Agency.

Redevelopment Plan-Capital Mall Waterfront Project, prepared by Redevelopment Agency of the City of Sacramento.
This plan was adopted by City Ordinance, August 25, 1966.

Urban Design Studies for the Redevelopment of the Historic Area in Sacramento, California, prepared by De Mars & Wells, Architects.
A set of 13 plan drawings comprising the preliminary development plan.

Santa Barbara, California

City of Santa Barbara Ordinance No. 3361, Chapter 22:24

Restoration Royal Presidio Project Gains Popular Support, article in Santa Barbara New-Press, April 24, 1969. Published by Santa Barbara Trust for Historic Preservation.

Pages viii and 6 make special reference to El Pueblo Viejo District.

The General Plan - Reconnaissance Report, published by the City of Santa Barbara Planning Commission, April, 1968.

New Canaan, Connecticut


Application for Certificate of Appropriateness. Form.


New Haven, Connecticut


Neighbourhood Rehabilitation, by Mary S. Hommann, reprint from the Journal of Housing, XIX, No. 61, May 1962.


Dover, Delaware

Zoning Ordinance - City of Dover
Page 23, Section 3:10 - Historic District
Page 56, Section 10:3 - Architectural Review.

Lahaina, Hawaii

Lahaina - A Walking Tour of Historic and Cultural Sites. A tourist brochure prepared by the County of Maui Historic Commission.


Zoning Ordinance No. 514, Chapter 8, Article 3, 1967. Maui County Historic Districts Ordinance.

Baltimore, Maryland

Seton Hill - Baltimore Downtown. A photographic brochure prepared by Baltimore City Department of Planning, December 1969.

Cambridge, Massachusetts


Lexington, Massachusetts


Establishment of Historic Districts in Massachusetts, prepared by Division of Planning, Massachusetts Department of Commerce, July 1960.


Sudbury, Massachusetts


Bellport, New York

Bellport Zoning Ordinance, Article XIV
Section 1410 - Board of Architectural Review
Section 1420 - Procedures
Section 1430 - Criteria
Wilmington, North Carolina


Winston-Salem, North Carolina


Deed and Option Agreement. Form.


Columbus, Ohio

Columbus Zoning Code. Chapter 3306, German Village Commission.

Philadelphia, Pennsylvania


Along These Streets, published by Redevelopment Authority of the City of Philadelphia.

A walking guide to Philadelphia's Urban Renewal Projects.


Providence, Rhode Island


Benefit Street Historic Trail. A Booklet prepared by the Providence City Plan Commission.


College Hill - Demonstration Grant Project, Historic Area Zoning Report No. 5.

College Hill 1961 - Progress After Planning, prepared by City Plan Commission, April, 1961.

Goals for the Benefit Street Area, prepared by City Plan Commission, April 22, 1965.

The Historic District Commission, a review of activities by the Commission prepared by the Commission.


San Antonio, Texas

Paseo Del Rio - San Antonio Riverwalk, a booklet prepared by San Antonio City Planning Department.

Victoria, British Columbia


Special attention given to preservation and restoration in Victoria, notably the example of Bastion Square.


Montreal, Quebec


Some comments on the conflicting reasons for preservation in Old Montreal.
Dear Sir,

I am working with a graduate student who is involved in a thesis study of historic district preservation schemes in North American urban areas.

One focus of this study will entail a systematic analysis of the preservation techniques utilized in 20 to 30 separate American and Canadian projects.

Our survey of the available literature has to date revealed background information on such classic examples of historic district preservation as: Beacon Hill in Boston, Society Hill in Philadelphia, the Vieux Carre District in New Orleans, Charleston, and so forth. All in all, the cases that intermittently reappear in the literature are the large and eminently successful ones.

In our research we hope to arrive at the specific factors that have facilitated successful schemes, as well as the underlying causes that appear to have negated similar successes elsewhere.

The research methodology we intend to embark upon will consist largely in eliciting data from the various agencies and individuals that have been instrumental in the planning, implementation and administration of the specific projects we ultimately select for case study.
At this stage we are merely attempting to compile a fairly comprehensive catalogue of historic district preservation projects - both large and small, successful and unsuccessful - that have been initiated in North American cities throughout the past 20 years.

It is my hope that we may call upon the information services of .... ................. to assist us in this elusive first step. The most helpful information ................. could furnish would consist of:

(1) a list of historic district preservation projects either completed, undertaken, or intended anywhere in the U.S. (in Canada),

(2) the names and addresses of some of the agencies involved in each project. Here it is our intention to contact the same to obtain further information about the project in question.

I appreciate that this is a very weighty request. However, precisely because this cataloguing of activity now appears to be the most formidable task we face, we earnestly hope that you will be able to lend assistance.

Thank you for your interest and co-operation.

Yours sincerely,
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<tr>
<th>Town or City</th>
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<th>Name of Project (when known)</th>
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<td>St. Croix</td>
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APPENDIX G

SURVEY OF HISTORIC DISTRICT PRESERVATION
UNIVERSITY OF BRITISH COLUMBIA
SCHOOL OF COMMUNITY AND REGIONAL PLANNING

Name of city
Your name
Position

Date: January 1970

INSTRUCTIONS

THE FOLLOWING FIFTEEN BROAD PLANNING GOALS CONSTITUTE SIGNIFICANT ELEMENTS IN VARIOUS HISTORIC DISTRICT PRESERVATION PROJECTS

A. Please indicate, by scoring the appropriate box, how effectively these goals are being realized in the District Preservation Project in your city.

B. In the space beneath each goal statement please indicate briefly what has been done in your city towards its achievement. What has been done might, for example, include:

- A system of tax exemption;
- scenic easements;
- expropriation techniques;
- eligibility for federal assistance;
- open house tours;
- reinstatement of historic street furniture;
- direct owner subsidies;
- an agency to acquire, restore and resell properties;
- a review body to control development quality;
- historic trails;
- zoning and building regulations preparation and implementation;
- of an area plan;
- historic building surveys;
- erection of plaques or shields in front of significant properties;
- or any other applicable techniques that, in your estimation, have served or are serving well to meet the general goal under consideration.

QUESTIONNAIRE ON PRESERVATION PLANNING GOALS

I. THE STRUCTURES AND BUILDINGS

To encourage the restoration and preservation of buildings on a private basis where possible to such an extent that they will be desirable as private homes or places of business.

A. Is being realized very successfully

- Is being realized with some success
- Is being realized with little or no ascertainable success
- Is irrelevant and therefore not being realized
- Is not being realized although it is a goal

B. Activities in support of this purpose
(2) To improve the architectural merit of the rehabilitation-restoration work in the
district.

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B Activities in support of this purpose

(3) To attract "new development" to the district in order to instill new life, to broaden
its tax base, or for other reasons.

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B Activities in support of this purpose

(4) To ensure that new construction is compatible with the existing historical context
and architectural setting.

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B Activities in support of this purpose
(5) To acquire and preserve with public monies those buildings in the district that are worthy of preservation and cannot be saved through private means.

A | is being realized very successfully
   | is being realized with some success
   | is being realized with little or no ascertainable success
   | is irrelevant and therefore not being realized
   | is not being realized although it is a goal

B Activities in support of this purpose

(6) To relocate within the district historic buildings from outside the historic area that would otherwise face destruction.

A | is being realized very successfully
   | is being realized with some success
   | is being realized with little or no ascertainable success
   | is irrelevant and therefore not being realized
   | is not being realized although it is a goal

B Activities in support of this purpose

THE ENVIRONMENT

(7) To ensure the district's continuing existence as a living, functioning community -- not a 'museum complex'.

A | is being realized very successfully
   | is being realized with some success
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   | is not being realized although it is a goal

B Activities in support of this purpose
To make the district a focus for cultural activity and a centre of the arts and crafts.

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   | is being realized with some success
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   | is not being realized although it is a goal

B Activities in support of this purpose

To develop and conserve those attributes of the streets, grounds, public squares or parks that contribute to the district's overall character.

A | is being realized very successfully
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   | is irrelevant and therefore not being realized
   | is not being realized although it is a goal

B Activities in support of this purpose

To recognize the requirements of the automobile while also subordinating these requirements to the need for preserving the quality of the historic environment.

A | is being realized very successfully
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   | is irrelevant and therefore not being realized

B Activities in support of this purpose

* is not being realized although it is a goal
to improve the quality of the district's environment by systematically eliminating incompatible and undesirable uses and structures.

A. Activities in support of this purpose

THE CONSEQUENCES

to carry out a relocation program for low income population which is being displaced.

A. Activities in support of this purpose

offset the pressures of land speculation within the district.

A. Activities in support of this purpose
(14) To enact and generally improve legislative measures designed to protect the quality of the district's environment.

A is being realized very successfully
is being realized with some success
is being realized with little or no ascertainable success
is irrelevant and therefore not being realized
is not being realized although it is a goal

B Activities in support of this purpose

(15) To promote and advertise the district in order to develop local interest and to create a definite tourist attraction.

A is being realized very successfully
is being realized with some success
is being realized with little or no ascertainable success
is irrelevant and therefore not being realized
is not being realized although it is a goal

B Activities in support of this purpose

Please list any other broad goals or objectives that were not covered and are reflected by the scheme in your city, and suggest how they are being realized.
January 10th, 1970.

Dear Sir:

Within urban North America in recent years there appears to have emerged an unprecedented degree of interest in Historic District Preservation, as exemplified by the project in.

I am working with a graduate student who is investigating this trend in some depth as the subject matter for his thesis. Our research, which focuses on some twenty case studies of American and Canadian District preservation schemes, is intended to shed some light on the movement as a whole, and more specifically, to discover those techniques and procedures which most facilitate historic district preservation.

With this aim in mind we are writing to you in the hope that your department may be able to furnish information on the project in your city.

Any available pamphlets, newsletters, brochures or other printed material that deals with or touches upon the project would be extremely useful in our preliminary exploration.

Of supplementary value to this material would be your considered response to the enclosed questionnaire. I would be grateful if you or another informed member in the department would take the time to provide the information and insights requested.

I look forward to your response. Meanwhile, please accept our thanks for your interest and assistance.

Yours sincerely,

Brahm Wiesman
Professor of urban planning.
Sec. 8—3.2. County Of Maui Historic Commission.

There is hereby created a commission to be known as the “County of Maui Historic Commission”.

The commission shall consist of nine members, eight appointive and one ex-officio. The eight appointive members shall be appointed by the chairman of the board of supervisors with the consent of the board of supervisors and shall be chosen from individuals who have shown specific interest in historical restoration; provided that one member shall be from a list of two or more persons recommended by the Maui historical society and that not less than two members shall be residents of Lahaina, Maui, Hawaii. The planning director of the county of Maui planning commission shall be an ex-officio member of the historic commission.

The appointive members shall serve for a term of four years; provided that of the first members appointed, four shall serve for four years and four shall serve for two years. Any vacancy occurring in the commission shall be filled for the unexpired portion thereof only. When the term of a member expires, he shall continue to serve until his successor is appointed and qualified.

All members shall serve without compensation, but members shall be entitled to receive actual travelling and other expenses incurred in the performance of their duties.

All members shall be vested with the right to vote.

Sec. 8—3.3. Organization, Employees, Expenses.

The commission shall elect, from its appointive members, a chairman and vice-chairman for a term of office fixed by the commission.

The commission may incur such expenses as may be necessary and proper and for which appropriations have been made by the board of supervisors. Disbursements shall be made on warrants issued on vouchers signed by the chairman or acting chairman.

Sec. 8—3.4. Quorum, Meetings, Rules.

At least five members of the commission shall constitute a quorum, and the concurring vote of at least five members shall be necessary for the transaction of business and for the exercise of powers and authority conferred upon the commission. The commission shall hold at least one meeting in each month and shall adopt rules and regulations for the transaction of its business. Special meetings may be called by the chairman or by at least two members of the commission. All meetings shall be open to the public, except as may be provided by law, and any person or his representative shall be entitled to appear and be heard on any matter before the commission.

Sec. 8—3.5. Powers And Duties Of The Commission.

(a) Historic and Cultural Restoration, Reconstruction and Promotion of Activities. The commission shall advise or assist the board of supervisors in the restoration and reconstruction of historic buildings, structures or sites and the promotion of cultural exhibits and activities in connection therewith.

(b) Gifts. The commission may accept monetary or other gifts in the name of the county of Maui. Monetary gifts shall
be deposited in a special fund, and such fund shall be used by
the board of supervisors, upon the recommendation of the his-
toric commission, only for projects connected with the restora-
tion and reconstruction of historic buildings, structures or sites
and the promotion of cultural exhibits and activities in con-
nection therewith.

Sec. 8—3.6. Review Of Plans.
The commission shall review all plans for the construction,
reconstruction, alteration, repair, moving or demolition of
structures in the historic districts created herein. In review-
ing the plans, the commission shall give consideration to:

1. The use to which the building, structure or site will be
put, its historical or architectual style or significance, and
its relationship to the historic district.

2. The general compatibility of exterior design, arrange-
ment, the choice of colors, materials used, signs and ad-
vertisements, especially as it relates to the objectives of the
historic district and to other structures in the immediate
vicinity.

3. Any other factors, including landscaping, aesthetics,
and civic beauty.

Sec. 8—3.7. Procedure For Review Of Plans.
Within any historic district established herein, the commis-
sion shall have the power to approve all plans, and the super-
intendent of building inspection of the county of Maui shall
not issue a building permit until a certificate of approval has
been issued by the historic commission.

Application for a building permit to construct, alter, repair,
move or demolish any structure in the historic districts shall
be made to the superintendent of building inspection, herein-
after referred to as the “superintendent”. The superintendent
shall immediately notify the chairman and acting chairman of
the historic commission of the receipt of such application and
shall transmit it together with accompanying plans and other
information to the commission.

The historic commission shall meet within fifteen days after
notification by the superintendent of the filing, unless other-
wise mutually agreed upon by the applicant and commission,
and shall review the plans according to procedures set forth
herein.

The commission shall approve or disapprove such plans and,
if approved, shall issue a certificate of approval, which is to
be signed by the chairman and attached to the application for
a building permit, and immediately transmit it to the superin-
tendent.

If the commission disapproves such plans, it shall state
its reasons for doing so and shall transmit a record of such
action and reasons therefor in writing to the board of super-
visors, the superintendent, and to the applicant. The commis-
sion may advise the applicant what it thinks is proper if it
disapproves the plans submitted. The applicant, if he so de-
sires, may make modifications to his plans and shall have the
right to resubmit his application at any time after so doing.

The failure of the historic commission to approve or dis-
approve such plans within forty-five (45) days from the date of
application for the building permit, unless otherwise mutually
agreed upon by the applicant and the commission, shall be
deemed to constitute approval and the superintendent shall
proceed to process the application without regard to a certi-
icate of approval.