Neighborhood Conservation Districts as Community-Engaged Preservation Planning

CURA Housing Forum
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OUTLINE

I. Introduction to the Study Goals and Methods

II. Definitions:
   A. Neighborhood Conservation District
      i. Local Interest in Conservation Districts
   B. Historic Preservation District
      i. Preservation Districts in Context

III. Existing Approaches to Neighborhood Conservation in Minneapolis

IV. Conservation District Case Studies

V. Preservation Values—Conservation and Community Engagement?

VI. Questions
I. Introduction to the Study Goals and Methods

1. Literature Review

2. Local Approaches to Neighborhood Conservation
   a) Document Research
   b) Telephone Interviews

3. Case Study Analysis: Six Cities with Conservation Districts
   a) Document Research
   b) Telephone Interviews
II. Definitions:
A. Neighborhood Conservation District
B. Historic Preservation District
Neighborhood Conservation District Definitions

Neighborhood conservation districts are areas:
• with a distinct physical character
• that have a goal of preservation or conservation, but
• may or may not merit designation as a historic district

Neighborhood conservation district are implemented:
• through zoning overlay or independent zoning district
• to protect character-defining streetscapes in older areas
• often to prevent teardowns & incompatible alteration or new construction

Neighborhood Conservation District Definitions

Conservation District programs can be divided into two categories: “historic district-lite” and zoning/land use

In “Historic district-lite” conservation districts:
• design guidelines often written by neighborhood organization
• standards and guidelines often similar to but more lenient than “historic district-type standards”

The Minneapolis Plan for Sustainable Growth was unanimously adopted by the Minneapolis City Council on October 2, 2009.

8. Heritage Preservation

Minneapolis will promote the sustainable practice of protecting and reusing our culturally significant built and natural environment, including buildings, districts, landscapes, and historic resources, while advancing growth through preservation Policies.

The first-ever historic preservation plan in the Saint Paul Comprehensive Plan, adopted 2010
Strategy 6: Preserve Areas with Unique Architectural, Urban and Spatial Characteristics that Enhance the Character of the Built Environment

Neighborhood Character

6.1. Determine the character-defining features of each neighborhood that should be preserved; incorporate these features into area plans and master plans for new development.

6.2. Increase community awareness about the distinctive features and characteristics of Saint Paul’s neighborhoods.

Traditional Urban Fabric and Features

6.3. Explore the creation of neighborhood conservation districts.
Conservation Districts

In addition to regular maintenance and adherence to the zoning code, other tools exist to preserve neighborhood character. A Conservation District is a zoning or preservation tool used to help communities protect certain characteristics in their neighborhood. They concentrate on protecting such things as architecture styles, densities of the area, heights of structures, and setback guidelines. The scope and size of conservation districts may vary; and the regulations of the district may affect design elements, structure size, building demolition, and land use. While Minneapolis currently does not have conservation districts, this tool can be effective for preserving neighborhood character.

Policy 8.8: Preserve neighborhood character by preserving the quality of the built environment.

8.8.1 Preserve and maintain the character and quality of residential neighborhoods with regulatory tools such as the zoning code and housing maintenance code.

8.8.2 In addition to local designation, develop other preservation tools, like conservation districts, to preserve the historic character of neighborhoods and landscapes.
Red Wing
Heritage Preservation Commission
2010 Work Plan

F. Continue to Evaluate the HPC Web-Page

G. Reevaluate Regulations for Residential Conservation District

Bold - Priorities
Stillwater Conservation District Design Guidelines

**Design Review Purpose**
The purpose of the Design Review is:

- Establish a method by which those involved or affected by new residential construction in the District can work together to preserve that which makes Stillwater's neighborhoods unique.
- Provide guidelines to help educate and inform the public about key issues regarding history, neighborhood and design context in new infill development.
- Promote “Good Neighbor” considerations for new infill projects regarding design relationships and privacy of adjacent properties.

February 20, 2006
Recommendations:

4. Voluntary Neighborhood Conservation Districts
Groups of adjoining homeowners could have the option to create their own Neighborhood Conservation Districts which could further guide construction activity.
Local Historic Preservation District Definitions

“An area that generally includes within its boundaries a significant concentration of properties linked by architectural style, historical development, or a past event.”

Local Historic Preservation District Definitions

Historic districts are areas:

- that have been designated for architectural protection based on established criteria

- in which architectural changes are subject to review by a commission in accordance with certain standards

Many cities use the Secretary of the Interior’s Standards for Rehabilitation, which often further interpreted through neighborhood guidelines

What is a “Commission”? An HPC!

Nomenclature:

- Heritage Preservation Commission
- Historic Preservation Commission
- Landmarks Preservation Commission
- Landmarks Preservation Board
- Historic Architectural Review Board
- __________ Historical Commission

A local government body empowered to designate and protect historic resources.
Number of Local Historic Preservation Commissions in United States

MUNICIPAL HERITAGE PRESERVATION.

Subd. 3. Powers.
The powers and duties of any commission established pursuant to this section may include any power possessed by the political subdivision creating the commission, but shall be those delegated or assigned by the ordinance establishing the commission. These powers may include:

(1) the survey and designation of districts, sites, buildings, structures, and objects that are of historical, architectural, archaeological, engineering, or cultural significance;

(2) the enactment of rules governing construction, alteration, demolition, and use, including the review of building permits, and the adoption of other measures appropriate for the preservation, protection, and perpetuation of designated properties and areas;

(3) the acquisition by purchase, gift, or bequest, of a fee or lesser interest, including preservation restrictions, in designated properties and adjacent or associated lands which are important for the preservation and use of the designated properties;

(4) requests to the political subdivision to use its power of eminent domain to maintain or preserve designated properties and adjacent or associated lands;

(5) the sale or lease of air rights;

(6) the granting of use variations to a zoning ordinance;

(7) participation in the conduct of land use, urban renewal, and other planning processes undertaken by the political subdivision creating the commission; and

(8) the removal of blighting influences, including signs, unsightly structures, and debris, incompatible with the physical well-being of designated properties or areas.
32. How many locally designated historic districts and/or neighborhood conservation districts are in your town/city/county?
<table>
<thead>
<tr>
<th>Heritage Preservation Commissions in the State of Minnesota (57)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Afton</td>
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<tr>
<td>Albert Lea</td>
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<tr>
<td>Anoka</td>
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<tr>
<td>Belview</td>
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<td>Bemidji</td>
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<tr>
<td>Carver</td>
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<tr>
<td>Center City</td>
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<td>Chaska</td>
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<tr>
<td>Chatfield</td>
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<tr>
<td>Cottage Grove</td>
</tr>
<tr>
<td>Duluth</td>
</tr>
<tr>
<td>Eden Prairie</td>
</tr>
</tbody>
</table>

Source: Minnesota Historical Society
Secretary of the Interior’s Standards for Rehabilitation
10 Standards

1) A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2) The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

3) Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

4) Changes to a property that have acquired historic significance in their own right will be retained and preserved.

5) Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6) Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials.

7) Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8) Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9) New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10) New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
Does your commission follow a set of design guidelines?

58% of respondents follow the Secretary of the Interior’s Guidelines for Rehabilitation.

53% follow a set of local design guidelines.
National Alliance of Preservation Commissions
COMMISSION DATA PROJECT 1998 SURVEY RESULTS

Is compliance with commission decisions mandatory?

- 60% of commission have power to make mandatory decision
- 28% have only advisory powers
Certificate of Appropriateness

File #: H-100624-4276(G)-2    Approval Date: 6-28-10
Address: 26 W. Harris Street

Work Approved: Exterior painting: Benjamin Moore

Ballet White (Body), Brandon White (Grays)
Woodcliff Lake (doors & windows)

Note: This should be posted in a conspicuous location near to building permit & visible to the public.

For more information contact:

CHATHAM COUNTY, SAVANNAH
METROPOLITAN PLANNING COMMISSION
Planning the Future - Protecting the Past

Photograph by Greg Donofrio
The Pros and Cons of Conservation Districts

PROs

Offers residents a useful tool to protect older, established neighborhoods that:

- have a distinctive or cohesive character, but fail to qualify for historic district designation
- lack sufficient support for designation, but desire protection from teardowns, incompatible development

Enable residents to take an active role in identifying their concerns and determining what level or type of protection they want for their neighborhood.

Adapted from J. Miller, “Protecting Older Neighborhoods Through Conservation District Programs, National Trust for Historic Preservation,” 2004.
The Pros and Cons of Conservation Districts

CONs

• preservation of historic fabric often not mandatory

• may place design-based decision making with officials or committees that lack the necessary qualifications to make informed decisions.

• Could undermine existing historic preservation programs if conservation districts supplants rather than augments historic districts

• Often requires high level of neighborhood support and involvement

• 35 States with Conservation District legislation

• Approximately 165 districts identified in this study
Alternative titles for Conservation Districts:

- Neighborhood Conservation District
- Residential Conservation District
- Historic District (with different level of protection)
- Special District
- Conservation District (also refers to other types)
- Urban Conservation District
- Overlay District
- Others?
III. Existing Approaches to Neighborhood Conservation in Minneapolis

Minneapolis Zoning Code
Minneapolis Neighborhood Associations
B.L.E.N.D. Award
<table>
<thead>
<tr>
<th>Points</th>
<th>Design Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>Not less than one (1) off-street parking space per dwelling unit is provided in an enclosed structure that is detached from the principal structure</td>
</tr>
<tr>
<td>5</td>
<td>The structure includes a basement as defined by the building code</td>
</tr>
<tr>
<td>4</td>
<td>The primary exterior building materials are masonry, brick, stone, stucco, wood, cement-based siding, and/or glass</td>
</tr>
<tr>
<td>3</td>
<td>Not less than twenty (20) percent of the walls on each floor that face a public street, not including walls on half stories, are windows</td>
</tr>
<tr>
<td>3</td>
<td>Not less than ten (10) percent of the walls on each floor that face a rear or interior side lot line, not including walls on half stories, are windows</td>
</tr>
<tr>
<td>2</td>
<td>The pitch of the primary roof line is 6/12 or steeper. However, the points shall be awarded for a building with a flat roof where there is at least one existing building with a flat roof or a hip roof with a primary roof line of less than 6/12 where there is at least one (1) existing building with a hip roof with a similar pitch within one hundred (100) feet of the site</td>
</tr>
<tr>
<td>1</td>
<td>The structure includes an open, covered front porch of at least seventy (70) square feet that is not enclosed with windows, screens, or walls, provided there is at least one (1) existing open front porch within one hundred (100) feet of the site. The porch may include handrails not more than three (3) feet in height and not more than fifty (50) percent opaque. The finish of the porch shall match the finish of the dwelling or the trim on the dwelling. For the purpose of this section, raw or unfinished lumber shall not be permitted on an open front porch.</td>
</tr>
<tr>
<td>1</td>
<td>The development includes at least one (1) deciduous tree in the front yard</td>
</tr>
</tbody>
</table>
Building Guidelines

The distinctive elements of individual buildings along neighborhood streets can help create a pedestrian-scale environment and a sense of place. The most important of these elements for building design in Elliot Park Neighborhood are:

- Height
- Scale
- Rhythm
- Patterns
- Detail
- Transparency

Produced by Elliot Park Neighborhood, Inc. in conjunction with Lunning Wende Associates, Inc.
Grant Park development in Elliot Park, Minneapolis

www.grantparkhomes.com/site_home.cfm
Fulton Neighborhood Design Guidelines for Residential Redevelopment

The Fulton neighborhood, located in southwest Minneapolis, is dominated by single-family homes and neighborhood retail shopping nodes. The prominent features of the neighborhood include numerous public waterways and parks (Lake Harriet, Minnehaha Creek and Pershing Park), Lake Harriet Community School, numerous neighborhood shopping nodes, lush greenery and quality housing stock. The neighborhood has been developed on a human scale. These features are the main reasons why people have chosen to make Fulton neighborhood their home for close to a hundred years and the reasons why people will continue to do so for the next hundred years.

The Fulton neighborhood recognizes that redevelopment of the residential parts of the neighborhood is both a given and a positive indicator for the neighborhood. Our goals are to 1) ensure that the redevelopment builds upon the qualities that have made Fulton a place where people have chosen to live for so many years, 2) ensure redevelopments respect the privacy, light access, private views of neighboring properties and maintain a human scale, and 3) encourage redevelopment and construction of homes that are diverse and innovative in design but still compatible with the neighborhood.

In crafting these guidelines, the neighborhood recognizes that the type of buildings that are appropriate on one block in Fulton would not necessarily be appropriate if they were built on another block. For this reason, we are not recommending inflexible measures, but instead that the designers consider the homes in the immediate vicinity of their home when building or remodeling.

**Size & Massing**

Building mass should be compatible with the mass of surrounding buildings. The proportion of building height, width, and depth should be moderate in scale and comparable to that of the majority of the buildings on the block, paying particular attention to the adjacent buildings. Architectural details such as windows, doors, roof lines, walkways and approach should be designed and built on a human scale.

**Building Exterior**

Expansive wall or roof planes should be broken up to achieve a more three-dimensional appearance. This can be accomplished by using different building materials, color, and/or proportional use of windows to create divisions in the wall. Residences are encouraged to incorporate architectural elements around windows and doors and continue these architectural elements around the sides and back of the home. Possible architectural elements include trim detail, gables, dormers, bay windows, porches, or entry canopies.

**Building Materials**

Exterior materials should be compatible with that of homes in the neighborhood. Individual homes should maintain consistency in materials from the front to the sides and rear of the home. Popular building materials in the neighborhood include stucco, brick, narrow gauge clap board (mounted horizontally), stone, cement fiber board, and cedar shake.

**Orientation**

The front façade of the building should face the street upon which it is addressed, as are most in the neighborhood.

**Auxiliary structures**

(Garages, Decks, Porches, Gazebos, Fences and Patios)

Auxiliary structures should be complementary to the primary structure. This can be accomplished in many ways including materials, paint, style, trim, and roof materials and slope. Not all of these methods need to be present in a single structure; however, the auxiliary structure should provide the overall impression that it belongs to the primary structure. Auxiliary structures should be positioned on the lot in a manner that preserves existing site lines.

**Garages**

Garages, like other auxiliary structures, should be positioned on the lot in a manner that preserves the existing sight lines in the neighborhood. Where at all possible, garages should have their entrances from the alley and should be located behind the house. Attached garages are discouraged, but if necessary, should be located such that visibility between houses is preserved.

**Vegetation**

Significant vegetation and its root systems should be preserved. Significant vegetation is characterized by its horticultural or landscape value or as trees with a diameter of six inches or larger at approximately four feet in height. Site plans should include an inventory of vegetation and a plan for its preservation and/or replacement.

**Rainwater runoff**

In an effort to reduce flooding and preserve or improve the water quality of Lake Harriet, Minnehaha Creek, and the Mississippi River, rainwater runoff from the home and all auxiliary structures should be directed back onto the lot and away from the streets and alleys.

Written by the Fulton Neighborhood Association Zoning Committee : www.fultonneighborhood.org/zoning.htm, February 2007
To encourage and reward builders, architects, and home owners to blend newly remodeled or constructed homes and businesses into the fabric of southwest Minneapolis neighborhoods.
...and baby makes four

5155 Xerxes, http://blendaward.org/2009Award/5155%20Xerxes%20BLEND%202009%20And%20baby%20makes%20four.pdf
IV. Conservation District Case Studies

Northside, Chapel Hill, NC
Governor-Lucas, Iowa City, IA
Boulder, CO
Queen Village, Philadelphia, PA
Half Crown-Marsh, Cambridge, MA
Northside Neighborhood Conservation District, Chapel Hill, NC
Northside Neighborhood Conservation District Design Guidelines

Building Orientation

Setbacks should be consistent along each block, with a preference for homes close to the street (to enhance safety).

All buildings should face the street.

Site Design

Landscaping should add to the visual appeal of neighborhood and enhance safety.

Lighting should be increased (for safety).

Most streets should have sidewalks (for pedestrian safety).

Buildings should be placed on a site in a manner similar to the placement of other structures on nearby properties.

Parking

Parking areas should be located at the side or rear of the house, if feasible.

Front yard parking and driveway areas together should not exceed 25% of the front yard, if feasible; absolute maximum is 40% of front yard.

Front yard parking should not obscure the front door.

Parking and driveway areas should be clearly distinguished from other parts of the front yard.

www.ci.chapel-hill.nc.us/Modules/ShowDocument.aspx?documentid=729
Town of Chapel Hill Planning Department

Application for single-family zoning compliance permit

Not in a conservation district
- Zoning regulations
  - Approval

In a conservation district
- Zoning regulations + Additional conservation district regulations
  - Approval
“[There were] a lot of issues they were trying to address with this one tool... it didn’t do a lot of the things they wanted as a community.”

-- Rae Buckley, Housing & Neighborhood Services Senior Planner for the Town of Chapel Hill
Governor-Lucas Conservation District, Iowa City, Iowa
From the Iowa City Historic Preservation Handbook
“[The] creation of conservation districts, in conjunction with zoning changes [and other regulatory measures], has been very effective in dealing with issues.”

Governor-Lucas Conservation District resident
“You’ll have people who say, ‘you can’t tell me what to do with my property,’ but yes, you can, that’s what zoning is about.”

Governor-Lucas Conservation District resident
Boulder Conservation District Legislation, Colorado
“People don’t really know what conservation districts are, and they aren’t altogether easy to explain to people. People get historic districts, but conservation districts are a bit more amorphous, and there aren’t any examples in Boulder or in Colorado, so people just don’t know about them.”

-- James Hewat, Historic Preservation Planner for the City of Boulder
“I’m not sure why [the conservation district ordinance] was never actually acted on. There were more questions than conclusions in the notes about whether this was something that was worthwhile or should be followed up on.”

-- James Hewat, Historic Preservation Planner for the City of Boulder
4-118 Neighborhood Conservation Overlay District

A. Purpose

1. To preserve and protect the character or valued features of established neighborhoods
2. To recognize the diversity of Issues and character in individual neighborhoods in the unincorporated parts of Boulder County.
3. To reduce conflicts between new construction and existing development in established neighborhoods.
4. To provide knowledge and reliance about the parameters of neighborhood character.
5. To allow neighborhoods to work together with the County to formulate a plan that defines their community of common interest and that fosters a defined community character consistent with County zoning, the Land Use Code, and the Comprehensive Plan.
6. To complement the County's Site Plan Review process in neighborhoods that have defined their community character pursuant to these regulations.

4-118A Fairview Estates Neighborhood Conservation Overlay District
Queen Village Conservation District, Philadelphia, PA

www.qvna.org/qv/QVHistoricHomeGuide.pdf
Queen Village Guide to Historic Buildings

www.qvna.org/qv/QVHistoricHomeGuide.pdf
Queen Village images from Flickr users adamsjp2010, ofeverydaylife, tiofilo
“Developers want to have a curb cut into a garage. The first floor becomes a garage door and front door. We don’t want that: it’s unfriendly, frightening, and dangerous.”

-- David Schaaf, Philadelphia City Planning Commission Director of Urban Design
Queen Village images from Flickr users adamsjp2010, ofeverydaylife, tiofilo
“[There is] also a very active trend toward taking a perfectly innocent house and putting a garage door for a single family dwelling on the front of the house, and we were becoming more garagified . . . that was scaring people.”

-- Mike Hauptman, Chair of the Queen Village Zoning Committee and former Co-chair of the Neighborhood Conservation District Committee
Queen Village images from Flickr users adamsjp2010, ofeverydaylife, tiofilo
Resident applies for building permit

Not in conservation district

In conservation district

Sent to City Planning Commission: one staff member for Queen Village

In compliance

Planning Examiner finalizes application

Not in compliance
Half Crown-Marsh Neighborhood Conservation District, Cambridge, MA
Neighborhood Conservation Districts in Cambridge

Protecting Neighborhood Character

In 1983, the Cambridge City Council adopted legislation designed to preserve and protect areas and buildings significant to Cambridge's history. Article III of Chapter 2.75 of the Cambridge City Code allows for the establishment of neighborhood conservation districts and protected landmarks.

Neighborhood conservation districts, or NCDs, are areas of buildings and their settings that are architecturally and historically distinctive landmarks are individual buildings and structures where design or history makes them worthy of preservation. Neighborhood conservation district designations recognize the particular design qualities of distinctive neighborhoods and encourage their protection and maintenance for the benefit of the entire city.

Establishing Neighborhood Conservation Districts

According to Article III, the purpose of establishing a neighborhood conservation district is to conserve and protect the beauty and heritage of the City of Cambridge and to improve the quality of its environment through ... conservation and maintenance of neighborhoods, ... which contain or reflect distinctive features of the architectural, cultural, political, economic or social history of the City. In order to respect and enhance environmental influences without those purposes, to foster appropriate use and

and holding meetings to arrive at a consensus on the district's regulation. The study commission's findings are presented in a study report. No later than 45 days after the report's transmittal to the Commission, those findings are reviewed at a public hearing.

If the Commission finds that the study area meets the criteria for designation, the report is forwarded to the City Council with a favorable recommendation to designate. Designations are made by a majority vote of the City Council.

Neighborhood Conservation District Controls

Article III generally states that "all construction, demolition or alteration that affects exterior architectural features, other than color," shall be reviewed in a neighborhood conservation district. However, the ordinance provides seven specific exemptions from review that can be adopted in a particular district. Districts may adopt either the building and non-building categories of review allowing regulations to be closely tailored to the needs of a neighborhood. The City Council must establish the district incorporates specific review standards to govern that district. Cambridge's neighborhood conservation districts can incorporate different review standards. Consult the website of the Individual Review Sections for each NCD's review standards.

When a district is established, a separate NCD commission may be appointed by the City.
Decisions made by the NCD Commissions can be either binding or non-binding, depending on ordinance.
“NCDs can be relaxed quite a bit, or it can be virtually as strong a preservation tool as a historic district depending on the needs of the neighborhood.”

-- Sarah Burks, Preservation Planner for the Cambridge Historical Commission

“We were limited, we aren’t the cops.”

-- Jim Van Sickle, resident and current chairman of the Half Crown/Marsh Neighborhood Conservation Commission in Cambridge
Image supplied by Eiliesh Tuffy, Cambridge Historical Commission
Image supplied by Elliesh Tuffy, Cambridge Historical Commission
Image supplied by Eiliesh Tuffy, Cambridge Historical Commission
<table>
<thead>
<tr>
<th>Conservation District</th>
<th>Catalysts</th>
<th>Historic/Architectural Research</th>
<th>Public Participation</th>
<th>Public consent</th>
<th>Ordinance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Half Crown-Marsh NCD, Cambridge, MA</td>
<td>Demolition, incompatible infill, incompatible new construction</td>
<td>City-wide to identify National Register-eligible properties</td>
<td>Grassroots movement in beginning; in practice, residents make decisions</td>
<td>Yes; no required percentage</td>
<td>Ordinance in City Code</td>
</tr>
<tr>
<td>Queen Village, Philadelphia, PA</td>
<td>Demolitions, ground-level alterations changing street character</td>
<td>National Register Historic District; many individual buildings locally designated</td>
<td>Grassroots movement in beginning; in practice, very little</td>
<td>Unless 51% of residents object, the district is created</td>
<td>Ordinance in City Code</td>
</tr>
<tr>
<td>Northside NCD, Chapel Hill, NC</td>
<td>Decrease in owner-occupied homes, infrastructure pressure, crime, loss of low-income housing</td>
<td>None – neighbors not interested in historic districts designation</td>
<td>Grassroots movement in beginning; in practice, none</td>
<td>Not required</td>
<td>Ordinance in City Code</td>
</tr>
<tr>
<td>Cumberland Conservation District, Cumberland, IN</td>
<td>Expansion of main street and threat of large chains pushing out small local businesses</td>
<td>National Register Historic District, not eligible for local listing</td>
<td>Grassroots movement in the beginning; in practice, developer must present to neighborhood association before IHPC hearing</td>
<td>IHPC recommends 75% approval from residents</td>
<td>No ordinance. adopted into comprehensive plan with no legislative approval</td>
</tr>
<tr>
<td>Governor-Lucas Conservation District, Iowa City, IA</td>
<td>Decrease in owner-occupied homes, less maintenance of rental units</td>
<td>None – neighbors not interested in historic districts designation</td>
<td>Grassroots movement in the beginning; in practice, public hearings at HPC meetings</td>
<td>Resident signatures on petitions and letters of support from the neighborhood</td>
<td>Ordinance in City Code</td>
</tr>
<tr>
<td>Boulder, CO</td>
<td>Interest in a new type of district</td>
<td>Yes: consultant hired; Dallas as precedent</td>
<td>None</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>
## Conservation District Implementation Summary Table

<table>
<thead>
<tr>
<th>Conservation District</th>
<th>Reviewing Body</th>
<th>Representation on Review Group</th>
<th>Items requiring review</th>
<th>Land Use Categories</th>
<th>Landscape review</th>
<th>Level of protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Half Crown-Marsh NCD, Cambridge, MA</td>
<td>Half Crown-Marsh Neighborhood Conservation District Commission</td>
<td>Five members: at least two homeowners, one property owner, and member from Historical Commission</td>
<td>Alterations, additions, demolition</td>
<td>Some commercial and institutional: no separate guidelines</td>
<td>Only as a condition of reviewing another type of alteration</td>
<td>High: all decisions are binding</td>
</tr>
<tr>
<td>Queen Village, Philadelphia, PA</td>
<td>Philadelphia Planning Department</td>
<td>Planning department staff member</td>
<td>Alterations, new construction, use of vacant lot, demolition</td>
<td>Residential and commercial/industrial</td>
<td>Fencing and curb cuts on private property; no guidelines for public areas</td>
<td>Medium: some cases of property owners or architects claiming ignorance of the guidelines</td>
</tr>
<tr>
<td>Northside NCD, Chapel Hill, NC</td>
<td>[planning department reviews application]</td>
<td>Planning department staff</td>
<td>Any work requiring a zoning compliance permit</td>
<td>No separate guidelines for different uses</td>
<td>Non-binding review for new landscaping</td>
<td>Low: residents would like to edit guidelines to add stronger protections</td>
</tr>
<tr>
<td>Cumberland NCD, Cumberland, IN</td>
<td>Indianapolis Historic Preservation Commission</td>
<td>Nine members</td>
<td>Any building or structure being erected, located, relocated, structurally altered, reconstructed or restored</td>
<td>Guidelines address commercial core and mixed-use main street, as well as along rail line</td>
<td>Built features (i.e. patios, decks, fences) reviewed; no plantings, trees, or landscaping reviewed</td>
<td>Medium: goals were never to retain all historic fabric, but overall character – there have been minor changes</td>
</tr>
<tr>
<td>Governor-Lucas Conservation District, Iowa City, IA</td>
<td>Iowa City Historic Preservation Commission</td>
<td>Eleven members: four appointed at-large, and one member from each historic district</td>
<td>Alterations, Additions, New Construction, Demolition</td>
<td>Residential only</td>
<td>Site and landscaping reviewed (i.e. fencing, parking, sidewalks, trees)</td>
<td>Medium: fines are minimal and property owners have ignored rulings in the past</td>
</tr>
<tr>
<td>Boulder, CO</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>
V. Preservation Values—Conservation and Community Engagement?

“In contemporary society, there is some inherent uncertainty and changeability when it comes to preservation values and significance. Values are not fixed; they are in some respects situational, and change over time. Acknowledging and embracing the changeability of values and significance brings historic preservation in line with the dominant contemporary understanding of culture as a process not a set of things with fixed meaning.”

<table>
<thead>
<tr>
<th>METHODS</th>
<th>DATA</th>
<th>DURATION</th>
<th>PRODUCT</th>
<th>WHAT CAN BE LEARNED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavioral Mapping</td>
<td>Time/space maps of sites</td>
<td>2 days</td>
<td>Description of daily activities on sites</td>
<td>Identifies cultural activities on site</td>
</tr>
<tr>
<td>Transect Walks</td>
<td>Transcribed interviews and consultant’s map of site, special places, special events, culturally significant areas</td>
<td>6 days</td>
<td>Description of site from community member’s point of view; problem with using tour guides—ample data but seemed rote</td>
<td>Community-centered understanding of the site; local meaning; identification of sacred places</td>
</tr>
<tr>
<td>Individual Interviews</td>
<td>Interview sheets in English, Spanish, Vietnamese or Chinese with map</td>
<td>12 days</td>
<td>Description of responses of the cultural groups in informal settings</td>
<td>Community responses and interest in the park</td>
</tr>
<tr>
<td>Expert Interviews</td>
<td>In-depth interview transcriptions</td>
<td>10 days</td>
<td>Description of responses of local institutions and community leaders</td>
<td>Community leaders’ interest in park planning process</td>
</tr>
<tr>
<td>Formal/informal Discussions; Participant Observation</td>
<td>Interview Sheets</td>
<td>20 days</td>
<td>Description of the context and history of the project; description of park needs</td>
<td>Provides context for study and identifies NPS and community concerns</td>
</tr>
<tr>
<td>Historical Documents</td>
<td>Newspaper clippings, collection of books and articles, reading notes</td>
<td>7 days</td>
<td>History of the park’s relationship to the surrounding communities</td>
<td>Provides historical context for current study and planning process</td>
</tr>
<tr>
<td>Focus Groups</td>
<td>Field notes, and tape recorded in English, Spanish and Vietnamese, used facilitator and translator</td>
<td>6 days</td>
<td>Description of issues that emerge in small group discussion—difficult to organize, conduct, and transcribe</td>
<td>Enables understanding of conflicts and disagreement within the cultural group</td>
</tr>
</tbody>
</table>
Thank you. Questions?

CURA Housing Forum
November 19, 2010

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