

Urbanization and Cultural Conservation

A Summary of Policies and Techniques in the United States

Introduction

In the 21st century, there is no more pressing challenge than that of urbanization. We must take strong actions to heighten the awareness of leaders, citizens and professionals of the value of cultural identity in the face of increasing globalization. Globalization is a two-edged sword providing improved standards of living for many, while destroying the cultural variety and unique characteristics that have taken centuries to develop.

The topic of our meeting is managing the Urban Landscape; the preservation of the integrity of the fabric of a place in the face of challenges that threaten to diminish its layers of cultural qualities. The perspective I bring to this is of an American trained planner, with a good deal of practical international experience, especially in China. I come to this topic from that perspective, not from the legacy of international discussions or the considerable history of debate on the topic from the UNESCO World Heritage point of view. This paper is designed to bring the US experience and my own perspective to the discussion of appropriate principles and practices that can be used to assist communities over a wide variety of local circumstances. Since the US has no world heritage cities, my presentation goes into the detail of how our planning process manages the urban fabric in the best cases. I have appended the APA's Policy Guide on Historic Preservation for reference. This guide describes the position of the organization and how its members should promote the best climate for historic resource integration and conservation at every level. I have also included a relatively successful example of design guidelines for the small city of Mandeville Louisiana, which I helped write, not to suggest as the model but to give you a more detailed look at a typical US urban design tool.

While I do believe that some fundamental principles apply to the conservation of urban landscapes, I don't think that there is any single approach, regulation or guideline that will accommodate the extraordinary variations across the globe in terms of cultural values, political considerations, economic diversity and local experience. Our job is to provide explicit guidance to world heritage cities and sites, while establishing the philosophy, and lining up valid and compelling arguments for the thousands of other places in the world with important cultural resources in need of support and guidance.

Planning Framework

In America, planning grew not from architecture but from landscape architecture. The first President of what later became the American Planning Association was Frederick Law Olmstead, one of the brilliant minds behind the American city beautiful movement and the designer of Central and Prospect Parks in New York. Consequently, planning practice in the United States has always been considerably more comprehensive in its approach than often is found around the world. The more common international notion about planning is that it is primarily about land use and urban construction. In America, planning is a much more comprehensive effort that begins with analysis and goal setting then proceeds to the implementation of the physical stages much later. Another important observation about the perception of planning is that many international institutions maintain a bias against planning

as a comprehensive urban strategy. This comes from the strong ideological bias against central government economic planning. Unfortunately, this bias has led to an international focus on infrastructure investments on one hand, while ignoring the creation or support of local planning policies and guidelines that should be in place to manage and inform the distribution and scale of these large infrastructure interventions. So there is a big difference among the countries of the world in the perception of planning.

We have been relatively late in incorporating historic preservation into planning. The national historic preservation act was passed in 1966. So for a long time, planning was not done with historic preservation and cultural conservation as a key component. Although in some places, there was an effort to organize and protect important landmarks, it is only within the last 40 years that historic preservation has become an important part of the planning process. While some American city leaders still think that preservation is contradictory to development, today, there is wider acceptance of the fact that with careful planning, preservation will enhance the city's development strategy. Planning has made progress in incorporating historic preservation and cultural values, not just focus on land use, infrastructure and new development. Engineering and architecture in the US are important but quite different fields, whereas in other parts of the world, the planning is often done by engineers and architects. Planning sets the context for good engineering and good architecture. A city of incrementally designed places without a vision and without cultural and economic elements will be neither beautiful nor sustainable.

The fundamental philosophy of successful city design is continually to reference the existing city with the needs of the present and the future. Planning and historic preservation that focuses too much on the individual historic buildings and not enough on the context will lead to a strange disjointed urban fabric. What value is saving one building if the street layout, the open space, the feeling of the neighborhood, is destroyed?

This planning process in the US begins with a vision of the city that celebrates and incorporates history and culture. The process takes a thoughtful, comprehensive approach to analyzing the economic, social, and physical issues before jumping to physical form. It will follow with specific plans like the plan for Men Xi I describe briefly below. These plans describe how the historic resources are to be maintained and conserved within an overall development context. The best practices for planning new development in America base new area plans on the architectural context in terms of scale, texture, proportion, and material. Then these new developments will be managed over time by having the legal and financial tools for ensuring consistent implementation. Design guidelines for architecture in the historic areas are developed and administered by knowledgeable professional staff. Each city's financial goals will support the conservation of historic features and districts and focus on maintaining neighborhoods and people rather than displacement. These steps also save the city money on infrastructure while increasing its economic viability and identity. Of course not any single city in the US is doing a perfect job of planning and cultural conservation, but there is much more support from the public and private sector all across the country for this type of planning process and these types of tools. Driving the process is the demand for true urban living options and the cost of maintaining our unilateral fixation on the automobile.

In the end, historic and cultural conservation are essential for both for livability and for economy. Establishing the proper planning model for balancing development and conservation will reap the rewards for many generations. Planning must be the key to integrate the physical aspects of any culture with its growth and development. While America has not the longest legacy, our local leaders by and large at least understand that preserving the legacy of the past is

good for the economy as it is good for the human spirit and for the living standards. The pattern of the city and the context of its streets are the most important thing to conserve. Preserving individual buildings surrounded by unsympathetic buildings and out-of-scale streets does not conserve the sense of place. We have a responsibility to broaden the view of planning to incorporate cultural and historic conservation and to see planning as much more than simply setting mechanical land use areas and arrangement of buildings and infrastructure.

Case example: planning

The American Planning Association was asked to collaborate on a plan for the oldest section of Nanjing, Men Xi, which shows exactly how to overcome these planning obstacles to balance new development with historic character. This plan should be used as a model for other places because it uses the historic and cultural resources of the city as a resource to add value to the economy while saving money by reusing existing infrastructure and buildings. The plan for Men Xi incorporates preservation, new development and a comprehensive phasing strategy. It also includes design guidelines and a tourist development program to add value to the area and the economy. It takes a comprehensive approach to accomplish a plan like this. Analysis of the market, the needs of the new residents, the existing residents, the goals of the city, and the cultural and historic resources themselves all lead to a set of options for development. Just looking at the resources themselves in isolation would not solve all these issues and meet the diverse needs. Our plan for Men Xi builds on the street pattern, the environment, and the details that make up the context of the place. Only this way can the culture be relayed from one generation to the next.

The key element of successfully integrating historic areas and resources into an over all urban framework is analysis of the area and then systematically addressing the goals of the stakeholders. In the case on Men Xi, the base information on what the resources were and where they were located needed to be inventoried. The idea that a whole city neighborhood could be seen as a single historic resource, beyond the individual buildings was a new lesson for Nanjing. Second, we needed to provide a strategy to incorporate modern new development to help pay for the costs of upgrading the infrastructure and providing economic incentives for the locals to renovate their homes and businesses. Since a good deal of the area had been redeveloped for industry in the 1950s and these older industries were no longer economically competitive, it offered an opportunity to open u a large part of the site for residential and mixed use redevelopment. The key in the plan was to focus the design of the new area on the special character of the original street pattern, materials, scale and densities. The goal was to create a thoroughly modern lifestyle but within the overall design character that made the neighborhood special.

The third important aspect of the plan was to develop an integrated tourism strategy that took advantage of the historic Ming Dynasty wall and gate as a magnet to attract people into the site and to provide authentic waling and commercial opportunities compatible with the overall character of the neighborhood. We developed a plan for an internal riverwalk along the small inner xin hua river as well as a hospitality complex near the ancient garden in the middle of the site. By using this garden as a transition zone between the historic residential area and the new residential redevelopment area, we were able to generate tourism growth and economic activity without compromising the historic resources. The lessons from Men XI are thorough resource inventory, economic analysis and design guidelines based on the characteristic elements of the site. The plan combined these elements to take advantage of all the resources including the large numbers of tourists visiting the Ming gate and the proximity to the inner xin hua river.

Urban Design Practices and Techniques

Good urban design is essential to shaping the character of the city, but it is but one component of planning and should be subordinate to the policies, the values, and the goals established in the city's vision. In the US as in many places, the discipline of urban design is amorphous and struggles with its identity. As we discuss the issue of urban landscapes, we must also deal with the lack of institutions for the support and training of urban designers and with the lack of professional practice guidelines and general agreement on the scope of urban design.

While the process described above for American planning is widely practiced, though unevenly administered, standards for urban form are not at all the rule in most American cities. Nonetheless, the topic is of increasing importance and the consideration of design guidelines is rising all across the country. This too is the result of more emphasis on smarter growth policies, higher energy costs, and the desire for more harmonious humanistic development patterns.

Philosophy

My experience in urban form management is that an underlying philosophy needs to be established in a city before any kind of technical tools and planning techniques will have value. The elements of this philosophy include the belief in cultural values and the sense that the city represents a narrative over time, not a final end state. In addition, all the stakeholders in a place need to be engaged in the decision making, rather than a cabal of developers, politicians and experts. Following on this element is the need to have grassroots support for a total approach to incorporating cultural resources in an urban contextual framework. The final element of the philosophical underpinning to a successful urban design strategy is the understanding that there is always a conflict between conservation of historic resources and development and that the balance struck should be clear about the costs and benefits of whatever approach is taken. The more people visit historic places, the more impact on the resource itself. Management of the impact must be included in any framework, not just the aesthetics and mechanics of conservation.

Reading the City

Within the process of establishing design guidelines for a city is the essential step of reading the city. Reading the city is a natural compliment to the philosophy of the city as a narrative. This requires historic, economic and social elements along with a physical inventory and clear understanding of the framework that the form of the city reflects. The elements of reading the city include climate, customs, landscape, architecture, scale, patterns, colors, materials, environmental graphics, native plants and art forms. One of the reasons we are discussing the topic of urban landscapes is that too many decisions in recent times are made without reference, rather randomly to serve only the single solitary interest of a particular patron, whether that patron is public or private makes no difference. The role of the civic process is to act as the voice for the narrative, the conscience of the city. In this way, the urban design process is not acting dictatorially or randomly from another perspective, but as the grounding mechanism to ensure that all the wealth of information stored in the fabric of the city may be enhanced and maintained through chapter after chapter. This process helps the city establish its budget priorities as well. For instance many places spend scarce resources recreating fake history while letting the real narrative and authentic elements of city fabric decay and disappear.

In crafting design guideline for American places, one important practice is to identify the best examples of local urban form. This means that the guidelines will be grounded in the locality, not imported from some other city. A common mistake for planners and politicians as well is to visit another city then try to bring back and drop in a design element or project from that place. While visiting other places is a valuable and eye opening experience, it is useful only when it is done with enough discipline and educational introduction to know what to look for and what the underlying principles of design are that can be employed after being re-interpreting for home use. Identifying local examples does not mean only the grandest buildings and public spaces. It means a whole range of urban elements: residences of all sizes and scale, commercial, government and institutional buildings, street cross sections, street furniture and graphics, public places large and small, ceremonial buildings and informal activities like street markets and fairs. The goal of the process is to really look at what makes a community special and why the region, the climate, the history and the other pieces of its story resulted in subtle and not so subtle impacts on the physical form. This means that the plans and design rules and framework for decision making are organic and rational not imposed as simply an aesthetic or taste.

Another important aspect of current practice is to look at urban district guidelines rather than a one-size-fits-all approach. Just as cities change over time, that means each area or sub district of the city has different design elements according to the particular function and history. Design guidelines and planning standards that reflect those differences enhance and maintain the coherence of each neighborhood and district. The process of managing the guidelines can take a variety of forms, based on the structure of local planning and city administration. It's clear, though, that one of the hurdles is the variation of interpretation and expertise available. Consequently, the tools and regulations must match the local standards of expertise to a large extent. The way this can be improved is to require some training and orientation for the local citizens who are engaged in the process of review. This goes back to establishing the local philosophical base for the whole effort. If people come with a desire to see the city grow and change within a narrative framework, then they will be better able to review and administer guidelines over time, especially with training and opportunities for professional guidance from staff.

Elements of Urban Design Guidelines

Guidelines must be supported by the overall planning and regulatory framework. The plan the zoning ordinances, site plans, transportation plans and other macro ordinances must set the proper scale and infrastructure framework, while the design guidelines get into more specific details about form and the inter relationships to public space. The key aspect of urban design is that it manages the public realm. The corridors of the streets, the outdoor rooms of small and large open space and the spaces leading to and surrounding buildings, particularly public buildings must be the goal of the urban design guidelines.

A section detailing the purpose usually is followed by the elements that specify densities and lot size, street widths and alleys, parking and sidewalks for example. Another section will provide guidance on architectural features, taken again from the inventory of local examples: roof lines, angles, shadow elements, materials, fenestration, and doorways. In addition vernacular elements according such as canopies, arcades, courtyards, landscape materials and colors would be included.

A design review process needs to clearly state the application of these guidelines and how they will be administered. In some cases, a citizen review committee is empowered to make these judgments with assistance from staff; in others the staff can make a certain level of decision.

One town where I helped develop the guidelines is Mandeville Louisiana, where the review is conducted by the local university design center with input from the local staff. In any case, continuing education, technical professional expertise and citizens are all important components of a successful program. The more the process reflects the careful analysis, reading the elements and the overall purpose and goals of the city, the more successful the program is in America.

Other approaches relevant to managing the Urban Landscape

Heritage areas. Increasingly popular as an approach to interpreting, planning and conserving regions with special characteristics that together form a narrative of cultural and natural significance is the heritage area movement. The National Parks Service offers the following list of characteristics describing these areas:

1. An area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities;
2. Reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story;
3. Provides outstanding opportunities to conserve natural, cultural, historic, and /or scenic features;
4. Provides outstanding recreational and educational opportunities;
5. The resources important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation;
6. Residents, business interests, non-profit organizations, and governments within the proposed area are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area;
7. The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area;
8. The proposal is consistent with continued economic activity in the area;
9. A conceptual boundary map is supported by the public; and
10. The management entity proposed to plan and implement the project is described.

There are 21 designated national heritage areas in the US and a number of states have implemented their own programs. The heritage area movement is built on the same principles as historic urban landscapes. The processes and regulations for managing heritage areas are similar but involve a larger interpretive and land conservation component due to the differences in scale.

Tax Credits. The Federal Government in the US provides Historic Preservation tax credits to support the preservation of historic buildings. This tax credit is managed under the auspices of the National Park Service, and allows certain alterations for adaptive reuse of historic structures, based on guidelines that attempt to ensure the historic value of the building and its context are not impaired by the alterations.

National Register of Historic Properties

The National Historic Preservation Act provided for the establishment of the National Register of Historic Places to inventory and recognizes the important architectural and cultural elements of the country. The only real protection the act affords, however, is in the use of federal funds that may affect register properties or districts. Under the act, federal funds may not be used if they have an adverse effect on the historic property. The following guidelines are taken from the act itself regard what could be considered adverse:

Criteria of adverse effect. An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association.

Examples of adverse effects.

- (i) Physical destruction of or damage to all or part of the property;
- (ii) Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation and provision of handicapped access that is not consistent with the Secretary's Standards for the Treatment of Historic Properties (36 CFR part 68) and applicable guidelines;
- (iii) Removal of the property from its historic location;
- (iv) Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- (v) Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;
- (vi) Neglect of a property which causes its deterioration,
- (vii) Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

Historic Overlay Districts. Some cities use the overlay district, which creates an additional set of guidelines above and beyond the underlying zoning. Overlay districts usually focus on a combination of boundary designation, specific rules for alterations and additions within the district as well as special incentives such as local grants or tax credits modeled after the federal tax credit mentioned above. Most overlay districts also require a citizen review and professional review process to ensure that the guidelines are carried out both transparently and collectively with consistency and fairness. American cities represent a lot of experience with overlay districts, some of which date back to the 1930's.

Case Example Urban Design: Mandeville, Louisiana

Mandeville is a historic resort town across from New Orleans on Lake Ponchartrain. Originally a seasonal settlement, it has become one of the most rapidly growing places in Louisiana, accelerated by hurricane Katrina. In the mid 1990's the pressures of growth on the historic fabric of this small city concerned the mayor and others in the community. I was invited as part of a team to help assess the character of the city and propose design guidelines to help maintain the community's strong feeling and cultural identity while allowing for growth. The process we undertook mirrors closely the steps described above and the results have been very effective. The city has grown, but it has maintained its character and strengthened the sense of place. After the hurricane, it has faced further challenges and is in the process of amending and expanding its

design review process to cover more aspects of the city. An excerpt from the ordinance is in the appendix for reference.

Comparison to elements of the World Heritage Center's Vienna Memorandum

As my preceding overview of the elements of historic preservation and urban design in the US indicate, the concept of a narrative approach to the care and management of future urban form is generally supported by the Vienna memorandum. However, as we say, the devil is in the details so I think there are some enigmatic phrases in the Vienna memorandum that could form the basis for further clarification in Olinda.

The following passages, especially the areas underlined for emphasis, make me concerned that this language represents an effort by some city leaders in Europe particularly to expand the development opportunities in historic city contexts. While development is of course necessary for all the reasons well articulated, we must not allow the language to be so flexible in its interpretation as to be viewed as justification for development that neither fits the historic context nor significantly contributes to the long term fabric and narrative of the city. I believe some of the examples I have elaborated above represent ways to manage new development so that it can contribute to the organic ongoing evolution of the city without damaging the character and feeling at the same time. Here is where I think we need to provide more guidance and specificity.

1. Securing the future of the historical urban landscape calls for mutual understanding by policy makers, planners, developers, architects, conservationists, property owners, investors and concerned citizens, working together to maintain the urban heritage while accommodating the development of society in a historically sensitive manner.

Accommodating suggests that compromises must be expected in adding new architecture and modern development.

2. A central concern of physical and functional interventions is to enhance quality of life and efficiency by improving living, working and recreational conditions and adapting forms for new uses without compromising existing values derived from the character and significance of the historical urban landscape. This entails not only the improvement of technical standards, but also the rehabilitation and contemporary development of the historical environment, based upon a proper inventory and assessment of its values, and the addition of high-quality cultural expressions.

Special care must be taken to ensure that contemporary architecture complements the historical urban landscape even iconic buildings. I believe the phrase "high-quality cultural expressions" is designed to be a place holder for iconic architecture. Iconic architecture needs to be confronted directly and positively, not obliquely. Places in every city exist for contemporary expressions on modern technology and innovation in design. However, these sites must be identified and managed in order to provide the proper context and avoid the intrusion of iconic structures in inappropriate areas.

3. The aim of management of the historical urban landscape is not only preservation but also improvement of its spatial and functional aspects and design. Emphasis is on the

contextualization of contemporary architecture in the historical urban landscape, and Cultural or Visual Impact Assessment studies should accompany proposals for interventions.

4. Economic aspects of urban development should be tied to the goals of long-term heritage preservation.

In the American experience, I believe we have something to offer in these areas especially in what constitutes “contextualization” of modern architecture. There has been a popular school of thought that interventions in historic fabric need to be so clearly “new” that they often are jarringly mannered in their design. In the US, we have had a good deal of success with a more flexible approach to architecture in historic district contexts. In my own Washington DC, for example, a good number of the new buildings would easily be termed retrospective in their design. Under the strict modern approach of the school of thinking above, there is not much room for architects to employ elements from earlier styles, even if they in fact create a better urban landscape while delivering on the social and economic needs implied in the memorandum passages above. Only architectural historians and academics find the argument in favor of sharp contrast in styles, where gaps of many decades have intervened, compelling.

In the contemporary practice and urban management climate in America, the laws offer the option for new buildings to reflect the design elements of the period of the entire neighborhood, but they do not mandate any particular style. The materials, scale, street placement, fenestration and all the other elements mentioned earlier provide the underlying grammar, while architects are free to interpret them as they see fit. In some cases the outcomes are totally contemporary, and in others, the design reflects a certain architectural period. In either case, the outcome of the building design is subordinate to a careful process that is rigorous enough to establish a basic framework, while allowing architectural expression. The important thing is that the process responds not to an intellectual dogma but to a balance of local interests, city narrative and design review framework. As a result, I would submit that many of the modern interventions in the US are actually better reflections of the spirit of the Vienna memorandum and the World Heritage concept than interventions that have taken place within the World Heritage framework.

Policy Guide on Historic and Cultural Resources

FINDINGS

Over the past decade the scope of historic preservation practice has broadened to protect a greater array of cultural resources including historic districts, buildings, structures, sites, public works, transportation corridors, archaeological sites, heritage areas and corridors, cultural landscapes, objects and related built forms. Planners conduct these activities as part of a comprehensive planning framework that combines the benefits of preservation with other community planning objectives.

Planning and preservation work hand in hand to ensure the conservation of housing stock in residential neighborhoods, economic development and revitalization (including the preservation and revitalization of downtowns), protection of historic landscapes, and preservation and growth management of rural villages, and conservation of farmland.

In an era of profound change, the threat to these non-renewable historic resources is accelerating, requiring innovative planning solutions. These threats include:

- Diminished funding for preservation at the federal and state levels.
- The impact of transportation projects on cultural resources.
- Legislative enactments designed to preempt state and local preservation laws.
- The private property rights movement and its attack on preservation programs at the local level.
- Development resulting in either demolition or retention only of building facades.
- Ignorance of archaeological resources.
- Subordination of historic preservation to other design concerns.

Repeated cutbacks in Federal funding and reduced tax incentives--combined with a lack of understanding concerning the economic benefits of preservation--have sapped valuable energy from America's preservation movement. At the same time, planners have a tremendous opportunity to capitalize on positive developments that are building the constituency for preservation, including:

- A greater role for preservation in rural revitalization, economic development, and finance initiatives driven by the private sector.
- An increased commitment to the principle of adaptive reuse, ensuring that architectural and historic resources are economically viable contributors to their communities.
- Growing cooperation between professional disciplines, lay groups, and their organizations to promote effective preservation strategies at the national, state, and local levels.
- Increased availability of environmental laws and programs as a resource.
- Emerging preservation strategies that address and interpret the histories and cultural legacy of all segments in society without regard to ethnicity, religion, or social strata.

- Growing use of preservation tools as a means to accomplish other desirable objectives: more compact communities, neighborhood conservation and cohesion, economic development and tourism.
- Greater programming of Intermodal Surface Transportation Act (ISTEA) funds for enhancements that build on the foundations of neighborhood conservation and preservation planning.
- Greater use of tax benefits to promote preservation of communities.

POLICY GUIDE PRINCIPLES

1. To achieve the full integration of preservation and planning practice, the American Planning Association and its chapters believe planners must assume greater responsibility to use the range of preservation techniques and options. This means:

- a. At all levels of government, planners need to work with the private sector, independent organizations and citizens to increase awareness of, and to protect and enhance the nation's historic resources. Ideally, this should occur at the earliest possible stage of a comprehensive planning process, before deterioration creates an insurmountable burden for the community and property owners.
- b. Planners need to encourage communities to recognize the value of historic resources as major contributions to the quality of life and to cultural vitality, and as resources that both remind us about our past and provide a stimulus to economic vitality and the potential for tourism.

2. APA National and chapter support funding of programs for the preservation of the nation's historic resources at all levels of government.

The components of the programs should include:

- a. an ongoing survey and evaluation process;
- b. protective legislation, expressed in clear and reasonable standards and based on qualified expert opinion or acknowledged resources in the field;
- c. financial incentives to encourage rehabilitation and restoration;
- d. historic preservation plan development;
- e. adequate budget allocations for qualified staff in public agencies;
- f. cooperative educational efforts with the private sector and citizen groups; and
- g. interdisciplinary participation and alliances of planners with other professionals in fields related to historic preservation.
- h. Coordination of preservation initiatives with education, citizen participation, history, public art, and other programs such as ISTEA II.
- i. Implementation strategies capable of protecting, enhancing, and extending the benefit of cultural resources for future generations.
- j. Provisions (in the form of ordinance or policy) to secure temporary delays to

the alteration or demolition of designated cultural resources until their preservation or protection may be fully explored.

- k. Adaptive reuse policies supported by tax or other incentives.

3. APA National and Chapters support budget allocations that will insure that the federal government will facilitate preservation efforts by providing adequate appropriations to implement federally-mandated processes, to support state historic preservation offices, and to encourage preservation activities at all governmental levels.

4. APA National and Chapters support efforts by local governments to integrate preservation into the land planning process, including incorporating preservation goals into the community master plan and reconciling and coordinating preservation policies with local development policies.

The reasons for this support are that a sound preservation program must be based on a survey, an historic preservation ordinance and plan, and economic and technical assistance in coordination with other community policies and ordinances. Local governments should work with citizens and local interest groups to make preservation part of the overall effort to foster and promote the general welfare of the community.

5. APA Chapters support local government budget allocations for qualified staff for historic preservation commissions and to provide funding for the certified local government program.

6. APA and its Chapters support the equal application of preservation laws cultural and historic resources without regard to form or nature of ownership, religious or cultural affiliation.

7. APA Chapters support state enabling legislation to provide tax incentives to encourage the rehabilitation of historic resources, including tax credits and tax abatements.

8. APA Chapters support budget allocations that will insure state involvement in integrating tourism considerations as appropriate with historic preservation efforts, particularly in the assessment and sensitive adaptation of viable resources.

9. APA and its Chapters support historic preservation programs that are holistic in scope, meaning that they:

- a. Seek to involve all elements of the community in planning, development, implementation, and feedback.
- b. Strive to interpret history and cultural heritage in the most inclusive sense possible, reaching across barriers of race, ethnicity, religion, class, or income.
- c. Seek to protect not only the resources itself, but its context in the larger community by ensuring that preservation of significant structures is not limited to preservation of a building's "skin" without adequate consideration of its other component parts and history.

10. APA and its chapters believe that an understanding of cultural resource issues is integral to the practice of planning, and therefore support the inclusion of preservation and cultural resources as a core component of urban and regional planning curricula.

11. APA and its chapters recognize that neighborhoods are dynamic objects that evolve

rather than remain fixed in time; therefore, they support preservation strategies that respect the heritage, context, design and scale of older neighborhoods while recognizing the evolution of those neighborhoods' built form.

12. APA and its chapters believe that the goals of affordable housing and good preservation practice are mutually inclusive. APA supports gentrification provided that the tools of preservation are used as methods for inclusion, not exclusion; protection, not displacement; and encouragement of affordable housing and infill projects, not their prohibition.

13. APA and its chapters support the coordination of comprehensive planning programs and implementation tools (zoning, subdivision, and land development) with state preservation legislation (facade controls tax incentives, and other tools). Beyond the minimum standards expressed in paragraph 2 above, these programs should utilize a variety of tools which may include (but are not limited to):

- a. Transfer of development rights;
- b. Expansion of clustering and planned unit development to increase opportunities for landmarking, village preservation, and historic districts;
- c. Preservation of village settlement patterns as a desirable means to promote community character and diversity.

14. APA and its chapters support an enhanced role for the private sector to bring its resources and talents to bear in forming effective cultural resource strategies.

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NOTE: The implementation of actions at the state level is at the initiative of the chapter.

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Mandeville, Louisiana Excerpts from their Design Guidelines

7.5.10 B-3 - Old Mandeville Business District

7.5.10.1 Purpose of the B-3 Old Mandeville Business District

The purpose of the B-3 Old Mandeville Business District shall be to provide a district which acknowledges the historic character of the area and the pedestrian orientation of the neighborhood by continuing to combine residential uses with small scale commercial, service and office establishments which are relatively compatible with residential uses. Lot sizes, setbacks, parking and landscaping requirements shall be more flexible to address the unique characteristics of an area substantially developed as a commercial district with smaller lots and greater development densities than newer areas of the City, prior to the regulation of such elements of site development by local codes.

7.5.10.2 B-3 Permitted Uses

The uses permitted in this zoning district, including signage, shall be in accordance with those uses listed under this district in the Table of Permitted Uses By Zoning District found at the end

of this Article and shall be subject to all applicable provisions of this Land Use Regulations Ordinance including any supplemental or special use criteria provided in Article 8 and the Sign Code in Article 10.

7.5.10.3 B-3 Site Development Regulations

Each development site in the B-3 Old Mandeville Business District shall be subject to the following site development regulations in addition to any other applicable regulations under the provisions of this Land Use Regulations Ordinance or any other laws of the City, state or federal government. The City Planner may grant exceptions to the following standards pursuant to Section 4.3.6.

1. Minimum lot area	8,000 S.F.
2. Minimum unit size	800 S.F.
3. Minimum lot width	60'
4. Minimum lot depth	120'
5. Minimum Yard Setback Requirements	
a. Front Yard	25' or
Average of adjacent existing setbacks, whichever is less, but under no circumstances less than	10'
b. Street Side or Rear Yard	10' or
Average of existing adjacent setbacks, whichever is greater	
c. Interior Rear Yard	20'
d. Interior Side Yard - Non-Residential	
Adjacent to Residential Districts	20'
Adjacent to Existing Residential	10'
Adjacent to Other Districts	5' or
With firewall at property line	0'
6. Interior Side Yard-Residential Uses	5'
7. Maximum Height of Structures	35'
8. Maximum Impervious Site Coverage	75%

7.5.10.4 Parking and Landscaping Requirements

Parking and landscaping requirements for this district shall be in accordance with the provisions of Article 9 of this Land Use Regulations Ordinance and as specified in the special district criteria below and Special Use Criteria as provided in Article 8.

7.5.10.5 Special B-3 - Old Mandeville Business District Criteria

1. Access - No use which requires regular deliveries by tractor/trailer trucks or vehicles of a load or size greater than the capacity of the streets or bridges or existing clearances of utilities or trees in the area shall be allowed in the B-3 district except on lots fronting on collector streets and which do not require access through residential districts.

2. Special Requirements Adjacent to Residential Districts and Uses
When a non-residential use abuts a lot or parcel in an R-1, R-1X, R-2, R-3 or MH district, hereinafter, “residentially zoned lot or parcel”, the following provisions shall apply:
 - a. Outdoor speakers and drive-through facilities goods or services shall not be allowed.
 - b. Dumpsters shall be screened on all sides facing residentially zoned property in accordance with Section 9.2.5.8.
 - c. All outdoor lighting must be in accordance with Section 8.1.10 Supplemental Regulations for Outdoor lighting.

3. Reductions in Required Parking
 - a. By Right - When on-street parallel parking is available in areas where ditches have been culverted and shoulders are adequate for parking or when public on-street parking bays are available, the required number of off-street parking spaces may be reduced by up to a number equal to fifty (50) percent of the number of on-street spaces immediately adjacent to or, on Lakeshore Drive only, across the street from the proposed B-3 site in public parking bays on the right-of-way.

 - b. By Parking Variance - In the B-3 District parking requirements may be reduced or waived by the Zoning Board in conjunction with a variance request and based on the findings of the Zoning Board of the existence of public parking within the area sufficient to accommodate the proposed use, provided such a reduction or waiver does not adversely affect surrounding commercial or residential uses. The Zoning Board may vary up to fifty (50) percent the number of required parking spaces or may vary the size of parking spaces and parking accessways to provide for an increase in the amount of green space or may accept a contribution to the Optional Parking/Open Space Mitigation Fund established for the purpose of providing public parking and pedestrian/open space amenities in accordance with a Master Plan of the B-3 District. Public improvements such as the culverting of roadside ditches to provide on-street parking within three hundred (300) feet of where the proposed use is located and the installation of sidewalks or pedestrianways between the on-street parking and the site, if done in a manner approved in advance in accordance with the provisions of Section 5.2.6.1, may be accepted as a contribution to the Optional Parking/Open Space Mitigation Fund in lieu of the required parking for the proposed use.

4. Reductions in Required Landscaping - Because of the inconsistency of building setbacks and the frequency of existing structures which were constructed on the property line at the street frontage or closer than fifteen (15) feet to the street right-of-way, landscaping requirements in the B-3 district may be reduced in conjunction with an application for approval of such reduction in accordance with the procedures and requirements for an Administrative permit when the placement of the existing building or the need for additional on site parking, based on a determination by the City Planner or Designee, make landscaping to the full extent of the requirements impractical or a hardship. A determination by the City Planner or Designee shall be based on the following guidelines:
 - a. No greenbelt in the B-3 district shall be required to be greater than the required building setback as indicated in the B-3 Site Development Regulations above.
 - b. When an existing building(s) or parking lot is less than fifteen (15) feet from a street right-of-way, the required greenbelt shall be the width of the existing setback in the area between the existing building or parking lot and the street. In areas where the existing building(s) or parking lot do not encroach into the required greenbelt the full provisions of the greenbelt requirements shall apply.
 - c. When an existing building is within five (5) feet of a street right-of-way, class B trees may be substituted for class A trees and planter boxes may be utilized instead of in-the-ground installations so long as such planter boxes do not impede pedestrian circulation.
 - d. When an existing building or a required setback is within ten (10) feet of a street right-of-way, the required greenbelt may be reduced as provided in (a) and (b) above provided that any open ditches in front of the site are culverted and planted and sidewalks or pedestrian ways are installed, in accordance with plans and requirements approved by the Director of Public Works, if not currently existing, to compensate for the diminished green space.
5. Outside Storage or Display - There shall be no display or storage of goods outside of the principal structure or any permitted accessory structures on the site except in conjunction with special sidewalk sales or other promotional activities permitted in accordance with the approval of the Community Appearance Commission in accordance with regulations for Special Events in the B-3 district as provided in Article 10 - Sign Code.
6. Combined Uses - The combining of commercial and residential uses on one site shall be in accordance with the Special Use Criteria set forth in Article 8.
7. Conversion of Residential Structures to Non-Residential Uses - The conversion of residential structures to non-residential uses shall be allowed in the B-3 District subject to the requirements for the establishment of non-residential uses in the district as provided herein and the provisions of Article 8 for the Conversion of Residential Structures to Non-Residential Uses.

1. Applicability
 - a. Design Guidelines shall apply to the new building construction, exterior renovations and modifications which require a building permit.
 - b. Provisions for Non-Conforming buildings **are** in accordance with Section 4.2.4 of the CLURO.
 - c. Prior to preparing design plans for any development, the applicant shall schedule a pre-application meeting with the City Planner or designee to discuss the procedure for approval of design drawings and the development of properties within the B-3, Old Mandeville Business District.

9. Architectural Review shall be performed by Tulane University, Regional Urban Design Center or alternative successor review body designated by the Mayor, which shall make recommendations to the Building Inspector prior to permits being issued.

10. Building Elements:

1. **BUILDING DESIGN ELEMENTS:**
 - a. Compatibility with the environment. Buildings shall exhibit the ability to provide protection from rain, sun, and high humidity.
 - b. Entrances - each principle building shall have a clearly defined, inviting, highly visible customer entrance enhanced with distinguishing features such as canopies, galleries, and porticos.
 - c. Facades of buildings visible to the public shall maintain the same standard of design as the front facade, including:
 - i Screening of utilities, equipment, a building services.
 - ii Continuation of building design elements such as the quality of materials, galleries, cornices, and treatment of openings.
 - d. Disruption of horizontal planes with vertical elements are required. This may include significant interruption by change in plane, material, opening, or design element, such as a tower or gable.
 - e. Disciplined visible structural vocabulary must be maintained. Arcades, galleries, and roofs shall not appear to levitate in space, but shall have a visible means of support with columns and/or brackets. No overhangs in excess of 3' allowed without a visible means of support. Rafter tails are encouraged on smaller overhangs.
 - f. Consistent design vocabulary for multiple structures on one property will be employed. A unifying design element such as material, color, or form should be used for all structures.
 - g. No building with an industrial appearance is allowed, such as a pre-engineered metal building with metal siding and devoid of historic context.
 - h. Service bays shall be oriented away from the principal street or screened.
 - i. Smaller buildings should reflect the design of the historic styles, and larger buildings should be divided into smaller elements in order to incorporate historic design context.
 - j. Buildings should maintain classic proportions. For example, smaller columns should be placed closer together for a more

vertical proportion, and as the structure becomes more horizontal in scale the supports (columns) should have additional mass.

- k. Fascias of buildings not to exceed 16" in depth, including gutters; except for fascias used as a unifying element for multi-tenant buildings and for placement of signage for tenants. No backlit fascias. For purposes of this ordinance, fascia is defined as the horizontal plane just below the roof or coping and above the wall and/or supports.
- l. Mansard roofs used in conjunction with canopies, covered walkways and entries shall have a roof-like slope not greater than 12:12 or less than 4:12.
- m. Building should have substance - design should include base, intermediate and cap. Changes in materials should have a clear line of demarcation either by offset, reveal, or border;
- n. Shadows shall be considered as a design element.

2. **MATERIALS:** Materials shall be reviewed for compliance with historic context. The following materials have historic context:

a. Walls, Wood, Brick, Cement, and Plaster (stucco).

b. Roofing: Wood shakes, Slate/tile, Rigid Shingles with Ridge Tiles, Metal (Corrugated, V-crimp, and Standing Seam).

3. **COLOR:** Colors shall be reviewed for compliance with historic context.

- a. Facade colors shall be low reflective and subtle. The use of primary, high intensity or metallic color is prohibited outside of the sign face.
- b. Any activity that involves changing color or refreshing color shall require a permit and shall be reviewed by the Design Review Board.
- c. Accurate color drawings with a list of paint numbers and elevations of every building will be required to be submitted prior to any modification.

4. **CANOPIES:**

- a. Free (or semi-free) standing canopies, such as those used as shelters for pump islands in gas stations and porte cocheres, shall be of similar style and materials as the building. Canopies are not considered the principle structure.
- b. Unless site conditions preclude, canopies shall be attached to and made an integral part of the main building.
- c. Canopies shall have columns, beams, or brackets of sufficient scale to give a visible means of support.
- d. Clearance under canopies shall not exceed 16', and cantilevered overhangs shall not exceed 15 feet.
- e. Task lighting shall be utilized to reduce light spillage. Intense general lighting under canopies is not allowed.
- f. Fascias - refer to building design elements.
- g. Disrupt long horizontal planes with vertical elements.

Further information on Federal Tax Credits

Historic Preservation Tax Credits

Recipients: Owners of commercial, industrial, agricultural, or rental residential properties
<http://www.cr.nps.gov/hps/tps/tax/>

The Federal Government offers a variety of tax credits that assist preservation projects, notably a credit that is available only for rehabilitation of income-producing historic properties.

Under this historic preservation tax credit, property owners who rehabilitate historic buildings for commercial, industrial, agricultural, or rental residential purposes can receive a tax credit equal to 20 percent of the rehabilitation costs. The National Park Service must certify that the rehabilitation work meets the Secretary of the Interior's Standards for Rehabilitation. Between 2001 and 2005, the tax credit leveraged over \$11.14 billion in private investment.

Other Federal tax credits can also be used in preservation projects and can be combined with the historic preservation tax credit. For example, there is a Federal tax credit for acquisition, construction, or rehabilitation of low-income housing. From 2001 to 2005, 43,566 low and moderate income housing units were created in historic properties using the low-income housing tax credit in conjunction with the historic preservation tax credit.

For case studies illustrating how the credits have been combined, visit
<http://www.cr.nps.gov/hps/tps/Affordable/>

A new Federal tax credit that has just become available, the New Markets Tax Credit, may also offer similar opportunities. The credit is targeted at drawing investment to businesses and commercial projects in distressed urban, rural, and suburban communities. To learn more, visit <http://www.cdfifund.gov/programs/programs.asp?programID=5>.

Tax Deductions for Preservation Easements

Recipients: Property owners
<http://www.cr.nps.gov/hps/tps/tax/easement.htm>

Donation of a conservation easement on property generally qualifies as a charitable contribution for Federal tax purposes, and thus would result in income and estate tax deductions. This provision of Federal tax law thus provides a cash incentive to owners of historic properties to protect them through donations of easements.