I

PRESERVATION IN AMERICA
PART I. PRESERVATION IN AMERICA

A major purpose of any historic preservation is to communicate the lessons of history, in order that the present and the future may learn from the past. The subject of this study -- College Hill in Providence -- is an area that contains many structures remaining from an earlier period. It is truly a place where the city's residents can learn from the past.

But the problems of College Hill are not only those of historic preservation; they encompass the renewal of a living part of the city, and the broad range of all city planning factors must be considered. The nature of the area, however, dictates that historic preservation be the key to development of a program for its future and that the other elements of such a program have a strong relation to historic preservation efforts.

As a starting point, attention was turned to a review of preservation efforts elsewhere in the United States. The experience of others was sought to guide work to be done in College Hill. An effort was made to investigate methods and techniques of preservation being carried out in the country to determine their relative effectiveness, and to judge which would be promising for further investigation for possible use in the study area. This part of the report sets forth the more significant results of this investigation, with the hope that it will aid other communities in the United States currently tackling historic preservation problems similar to those in Providence. Information was gathered by use of questionnaires, by personal visit, by correspondence, and by study of publications and articles.

Almost every city, town, and hamlet in the United States boasts of some historic event, important personage or special structure. It is human nature to feel pride in one's home town. Chambers of Commerce and other local groups are adept at emphasizing the historic importance of any unusual occurrence in order to attract tourists. Many of these are relatively insignificant. Nonetheless, there are many worthwhile cultural monuments throughout the country worth the zealous publicity given to them by local boosters. Mention is made of this situation to explain why no effort was made to reach every historic site in the country. No list of such places can ever be complete. Extensive use, however, has been made of the files of the National Trust for Historic Preservation in Washington, D. C., and special attention paid to those locations selected for inclusion in The American Heritage Book of Great Historic Places published in 1957.

The areas selected for detailed review were carefully chosen and those that seemed to offer the possibility of providing significant information were contacted or visited. In general, these are areas with heritage similar to that of Providence, areas with similar problems, or areas that contained groups of historic structures, rather than single historic buildings. Major cities that were known to be active at present or to have shown a significant degree of activity in the past concerning historic preservation were also contacted.

Eleven major techniques for evaluating preservation needs, stimulating interest and understanding of these needs, and effectuating action or control in regard to preservation were found worthy of study for application in College Hill and for the guidance of other communities. Each of these major techniques is discussed in this part of the report under the categories listed below:

1. Surveys of historic buildings
2. Contemporary use of historic buildings
3. Historic area zoning and architectural control
4. Other forms of governmental control
5. Master plans and urban renewal projects
6. Museum villages
7. Historic trails
8. Open-house tours
9. Seminars for historic preservation
10. Non-profit corporations, foundations, and trusts
11. Private financing techniques

1. SURVEYS OF HISTORIC BUILDINGS

The evaluation and recording of historic structures is an important first step in any preservation effort. There have been many surveys of historic buildings made by local groups. The most comprehensive and well-known of these is the Historic American Buildings Survey sponsored by the National Park Service in the 1930's. It involved the recording of data, photographs, and detailed measured drawings for a large number of outstanding structures throughout the country. The Historic American Buildings Survey documents are available for public use in the Library of Congress and in various local repositories. Frequent additions have been made to the original materials by Chapters of the American Institute of
Architects and other groups, using in many cases a short printed form developed in cooperation with the National Trust for Historic Preservation.

A revival of interest in the Historic American Buildings Survey occurred in 1958 when the National Park Service launched new study projects in several areas. In part due to interest created by the College Hill Study, Providence was selected for one of these, and 400 photographs were taken of 150 significant buildings of architectural and historic merit. Other projects included a photo survey in the Virgin Islands; experiments in photogrammetric preparation of measured drawings by Ohio State University; a survey of one hundred and twenty buildings in the Schuylkill River Valley by the University of Pennsylvania; measured drawings and photographs of buildings in the Mill Creek Hundred area of Delaware; a photographic survey in Greenville, Tennessee; a survey of the lock buildings on the Chesapeake and Ohio Canal at Harper’s Ferry and in West Virginia and Maryland; and a photographic survey of Chestertown, Pennsylvania.

A very broad historical survey was undertaken in 1957 for the entire state of Virginia. This survey was made possible by a gift of $16,000 from the Old Dominion Foundation, and its purpose was to accelerate the program then in progress under the cooperative direction of the National Park Service, the Library of Congress, and the American Institute of Architects. The survey is attempting to record every structure of historic and architectural significance in all the one hundred counties of Virginia and to nominate for protection the most significant buildings.

Other local surveys have been made or are currently being undertaken in many places throughout the United States. Examples of some of the more significant ones are mentioned here. Charleston, South Carolina, prepared a comprehensive survey of historic buildings in 1941 supported by the Carnegie Foundation. Almost 1200 structures were classified into four historical periods and into five groups according to importance. The final report of the survey was published by the Carolina Art Association in 1944 in a booklet entitled This Is Charleston. Preservation work is now being conducted by the Historic Charleston Foundation.

The St. Louis County Historic Buildings Commission is currently surveying all remaining early buildings in the county and from this information will recommend a list of structures for preservation. The survey will list historical and architectural data for each building and each will be photographed.

In Boston, Massachusetts, the National Park Service has undertaken a special survey of historic sites in and around Boston. The Boston National Historic Sites Commission, established by special act of Congress, is directing the project and a major portion of its study has been devoted to the Battle Road of April 19, 1775, in the towns of Lexington, Lincoln, and Concord. Its first objective is to find solutions to the problems of individual historic structures and sites of national historical significance.

A local survey is also being carried out in Sacramento, California where the History Section of the state Division of Beaches and Parks is studying the historic values of buildings and sites in the city's old west end.

In Chicago, Illinois, the city council created the Commission on Chicago Architectural Landmarks and charged it with the job of a) preparing criteria for determining and evaluating architectural landmarks; b) preparing a system of identifying and marking such landmarks; c) listing and identifying landmarks; d) preparing a policy and framework for preservation; and e) taking steps to stimulate public education and interest. A great deal of the Commission's activity has been concentrated on prevention of the destruction of Frank Lloyd Wright's Robie House. The Commission expects to record all structures worth saving in the city, to document each structure, and to make a map showing the location of each.

Among other significant areas surveyed are the following: Newport, Rhode Island, by the Preservation Society of Newport County; Philadelphia, Pennsylvania, by the Advisory Commission on Historic Buildings; Savannah, Georgia, by the Historic Sites and Monument Commission; Winston-Salem, North Carolina, by Old Salem, Inc.; New Castle, Delaware, by Historic Newcastle, Inc.; Germantown, Pennsylvania, by the Germantown Historical Society; and San Antonio, Texas, by the San Antonio Conservation Society.

Many of the methods and criteria used in these various historic area surveys have been incorporated into the techniques developed in Part Two of this report.

2. CONTEMPORARY USE OF HISTORIC BUILDINGS

Currently, preservation philosophy has been favoring the technique of adapting historic structures for contemporary use wherever possible. It has been felt that the fewer museums the better, and that many more structures could be saved if a practical function could
be found for them. In addition to contributing to the community's assets, structures that are lived in and used assist in their own survival.

There are many historic neighborhoods and whole historic communities throughout the country in active contemporary use, in good condition, and enjoyed by their inhabitants. The list of such places is long: Beacon Hill in Boston; Chestnut Street in Salem, Massachusetts; Benefit Street in Providence, Rhode Island; Elfreth's Alley in Philadelphia; Newcastle, Delaware; Charleston, South Carolina; Natchez, Mississippi; Church Hill in Richmond, Virginia; Georgetown, District of Columbia; and the Vieux Carré in New Orleans. All are famous examples of historic communities in contemporary use. In addition, there are numerous small communities in New England, the South and the Middle West that have not received recognition, but which are nevertheless charming examples of historic communities that are well-loved and cared for.

All of the above places have seen a great deal of interest in the renewal of their historic areas. This has been due, in part, to local efforts as well as to much broader factors at work affecting the growth of metropolitan areas. There are organized societies and citizens' organizations in all of the above cities. In addition, efforts in some cities have been strengthened by governmental action in the form of planning, urban renewal and zoning.

Historic communities seem to be attractive as places to live and to use for some or all of the following reasons:

a) the unusual character of the neighborhood and the prestige of living in a historic area;
b) the integrity of the architecture;
c) the fine sense of human scale of the environment;
d) the renewed interest in American history and culture;
e) the adventure and challenge in renovating a run-down structure;
f) the greater value received in expenditure for shelter in terms of space compared with new construction;
g) the value placed on homes as antiques as they are in limited number. (There are obviously no more authentic structures of their kind being built and with the historic association attached to each house, their value is assured).

Particular mention should be made of specific historic structures that are successfully being put to contemporary use. Outstanding Rhode Island examples of such structures are as follows:

The White Horse Tavern in Newport, which was recently a dilapidated and little used house. It was built in the late 1600's and was used as an inn for a good part of its early life. In 1957, the house was restored and is currently operated as a restaurant by the Preservation Society of Newport County.

Arnold Hoffman and Co., Inc., recently restored a building on the edge of downtown Providence to be used for its offices. The restoration has made a very handsome office building out of what formerly was a dye works and early warehouse. This is a good example of preservation of early industrial buildings.

Brown University has successfully restored the handsome 18th Century University Hall on its campus for office use. Hope College, a building which was built in 1822, is currently being restored for dormitory use.

The Rhode Island School of Design in Providence uses an outstanding landmark in the city, the market building, for education purposes. Located in downtown Providence, the structure is appropriately being used as the college's architectural school.

Some of the uses of historic structures in other parts of the country that have come to the attention of the National Trust are as follows:

Restaurant - Fraunces Tavern, New York City
Tea room - Lorillard Snuffmill in New York Botanical Garden
Tourist Reception Center - Jail at Waterford, Virginia
Community Center - Adelphi Mill, Maryland
Parish House - Silas Wright house, Canton, New York
American Legion headquarters - Gadaby's Tavern, Alexandria, Virginia
Library - Octagon house, Red Hook, New York
Bookstore - Becky Thatcher house, Hannibal, Missouri
Chamber of Commerce headquarters - first pharmacy in Bethlehem, Pennsylvania
Study center - Dumbarton Oaks, Washington, D. C.
Nursing home - Belo house, Winston-Salem, North Carolina
Fine Arts Museum - George Parish house, Ogdenburg, New York
Office - Aiken house, Charleston, South Carolina
Restaurant - Levi Lincoln house in Sturbridge, Massachusetts
3. HISTORIC AREA ZONING AND ARCHITECTURAL CONTROL

Historic area zoning is a form of architectural control that is applied to an area containing concentrations of historically significant structures. The goal of such control is to prevent willful destruction of the cultural value inherent in the existence of these historic structures. It is a regulatory device enacted and employed by municipal government and in many cases is made a part of the standard zoning ordinance of the city. As such, its aim is the same as the standard zoning ordinance: to regulate the development of land and the construction of buildings thereon in the interest of the general welfare.

The principle of zoning has long been upheld in the courts of this country. More recently, the extension of zoning into the area of regulation of land use and development in historic areas has been accepted by the courts as a legitimate function of government where the regulations are reasonably applied. The use of such an ordinance is not new; Charleston, South Carolina passed historic area regulations 23 years ago, and New Orleans enacted them soon after. The passage of such ordinances is justified on the basis that community appearance is important to the public welfare and that historic areas add to our culture, education, and enjoyment by keeping history alive and visual.

At this time, it appears that there are twenty-one laws of various kinds in effect in the United States and territories that regulate land use and structures in historic areas. The communities that have such ordinances are as follows:

- New Castle, Delaware
- Washington, D. C.
- Lexington, Kentucky
- New Orleans, Louisiana
- Annapolis, Maryland
- Boston, Massachusetts
- Lexington, Massachusetts
- Nantucket, Massachusetts
- Salem, Massachusetts
- Natchez, Mississippi
- St. Croix, Virgin Islands
- Albuquerque, New Mexico
- Santa Fe, New Mexico
- Winston-Salem, North Carolina
- Philadelphia, Pennsylvania
- San Juan, Puerto Rico
- Charleston, South Carolina
- Alexandria, Virginia
- Charlottesville, Virginia
- Richmond, Virginia
- Williamsburg, Virginia

These regulations, while differing in detail, are quite similar in their general approach. A more or less standard procedure is to make historic regulations a part of the existing zoning ordinance. When this is done, a new district is created within which special regulations are applied. The heart of many such regulations is the creation of a special commission, which is given various names such as the Beacon Hill Architectural Commission (Boston) or the Commission of Architectural Review (Richmond). This special commission is given the powers of approval or rejection of plans for building, alteration, repair and demolition of structures within the district. The action of the commission may or may not be binding on the actions of the building inspector. The powers of the commission, however, are usually limited to a review of exterior design and construction to assure harmonious development within the district. Many ordinances specifically direct the appointed commission not to consider interior arrangement, nor make requirements except for the purpose of preventing developments obviously incongruous to the historic aspects of the surroundings.

The variations in ordinances are interesting and give indications of "trouble-spots" that may arise in the drafting and enactment of an ordinance. One of the details that varies is the matter of selection of the members of the commission. Usually, representatives of local groups, such as the American Institute of Architects, Historical Societies, and Real Estate Boards, that are concerned with the historic area are chosen. Occasionally representation of such groups is not required and members are chosen at large. In some cases, the mayor or administrative head of the city has discretion as to who is chosen from these groups, but more often he must accept a chosen representative or select a person from a list submitted by the group.

Another detail that has been troublesome is the method for handling demolition of historic structures. Until recently, most ordinances shied away from taking any action to prevent or forestall demolition, apparently fearing that such measure of interference with private enterprise was unreasonable and would reduce the chances of acceptability of the ordinance. Recently, however, cities with historic area ordinances have approached this problem with more vigor, as a result of the loss of important structures. Spurred by the feeling that no man has the personal right to destroy historic values, cities like New Orleans, Philadelphia, Richmond, and Alexandria have enacted strict regulations concerning the demolition of historic structures. In 1958 the Massachusetts legislature passed a bill giving the newly created Historic Beacon Hill District stronger powers to forestall or prevent demolitions.
Still another point of difference in regard to historic area laws is the regulation of architectural style. Actually, the differences in this respect arise in interpretation rather than in the text of the ordinances, for most ordinances are quite general in this regard. The phrase, "appropriateness of architectural features wherever such features are subject to public view from a public street" occurs regularly in the ordinances and, as it is written, makes no mention of architectural styles nor does it preclude the design of a structure in any style. In practice, however, most commissions regulate for certain favored historical styles and frown upon contemporary design. In some extreme instances, permission to make alterations has been allowable, only if the changes follow eighteenth century designs, even when the building in question belongs to a later period. The makeup of the commission is important in this respect, and to discourage this attitude it should reflect the general opinion of those persons in the community most strongly affected by the ordinance. It is apparent from the workings of commissions elsewhere that lines of communication between the community and the commission be kept open so that ideas can flow easily in both directions.

Underlying all regulations of this sort is the very delicate matter concerning the legal basis of aesthetic judgment. There is not at great a backlog of legal decisions supporting zoning for aesthetic reasons as exists for standard zoning legislation. However, there have been a sufficient number of decisions supporting the legality of such activity to warrant the conclusion that, unless arbitrarily administered, aesthetic judgment is an appropriate function of what is legally termed the police power.

Perhaps the two strongest arguments against the use of the police power to these ends are 1) that it interferes with the rights of property-owners to determine the use of their property, and 2) there is no precise criteria by which aesthetics can be judged. In answer to the first argument, the following is quoted from a recent legal paper: "...we prefer that community officials should not intervene in the allocation and planning of land use unless the privately determined use of land deprives other persons within the community of basic values, among which is the enjoyment of beauty by a wide number of people. Because the interests of particular individuals are not always compatible at the points of most intense reaction (e.g., a particular land use, such as a billboard, which increases the wealth of one person may be to others aesthetically offensive in certain contexts), community officials must sometimes intervene to secure the maximization of all community values. According to our basic social hypothesis, this intervention should occur only when community values are seriously damaged or threatened by specific uses of land. ...Now it seems fairly clear that among the basic values of our communities, and of any society aboriginal or civilized, is beauty. ...it needs to be repeatedly emphasized that a healthful, safe, and efficient community environment is not enough. More thought must be given to appearances if communities are to be really desirable places in which to live. ...Whether...an ordinance of this type should be declared invalid should depend upon whether in the particular institutional context the restriction was an arbitrary method of achieving an attractive, efficiently functioning prosperous community...and not upon whether the objectives were primarily aesthetic."  

As another answer to the argument against the propriety of aesthetic control, the following was stated in a 1954 United States Supreme Court decision: "...The concept of the public welfare is broad and inclusive...The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy. ..."

In answer to the second argument pertaining to criteria for aesthetic judgment, the following is quoted from the same legal paper as above: "...The cry for precise criteria might well be abandoned because it does not make sense. Beauty cannot be any more precisely defined than wealth, property, malice, or a host of multi-ordinal words to which courts are accustomed. Planners can give reasons for saying a particular arrangement of objects in the environment is beautiful based upon perspectives common in high degree among the people in a community, but they cannot prove it, and proof which is strictly unattainable should not be demanded. What is needed is a decision whether beautiful can be used in an intelligible manner by planners is not a foredoomed search for precise criteria for its correct employment, but rather a clarification of some of the operations indicating how the general public and planners use the word and an evaluation of these operations by reference to community goals.

1J. J. Dukeminier, Jr., "Zoning for Aesthetic Objectives: A Reappraisal"; Law and Contemporary Problems; Duke University School of Law; Spring, 1955; pp. 224, 225, 231.

2Berman v. Parker, 348 U. S. 26, 99 L. Ed. 27, 75 S. Ct. 98
An excellent review of the techniques for having an ordinance adopted is contained in the report entitled "Preservation of Historic Districts by Architectural Control," by John Codman of the Beacon Hill Civic Association, Boston. This report was published by the American Society of Planning Officials, Chicago, Illinois. It is recommended reading for anyone in a community anticipating the enactment of an ordinance regulating land and buildings in a historic district.

4. OTHER FORMS OF GOVERNMENTAL CONTROL

Another form of governmental control is tax exemption for historic structures. The Vieux Carre Commission in New Orleans is empowered to make tax exemption recommendations to the Commission Council of the city. This is done in special circumstances for structures having historical and architectural value and the exemption may remain in effect for a period of years. Taxes may be exempted by the city provided that the owners of such structures and their heirs and assigns agree by formal contract that the structures shall never be altered or demolished without the approval of the Vieux Carre Commission.

The power to purchase or acquire by expropriation is another governmental control given to the City of New Orleans. The Vieux Carré Commission has the power to recommend that the city acquire historic properties by these methods if a structure is in danger or would best be in the hands of the city. In addition the Commission of Architectural Review in Richmond, Virginia is empowered to report to the City Council recommending whether historic structures or sites shall be set aside by the city for preservation and protection.

The demolition of historic structures is regulated in several cities. Usually this is made part of the zoning ordinance and some cities have stronger provisions than others. The Vieux Carré Commission in New Orleans is seeking the power to prevent absolutely the demolition of historic structures. The City of Philadelphia places a six-month waiting period on an application for the demolition of historic structures. During this period, it is hoped that some means can be found for saving the structure. If no way is found within the six-month period, the owner is permitted to demolish the building.

5. MASTER PLANS AND URBAN RENEWAL PROJECTS

A few cities have made master plans for historic districts and have recognized the opportunity for the use of the federal urban renewal law for preserving and developing historic districts. The most notable example is in Philadelphia where plans have been drawn for the historic Society Hill area of that city. This project encompasses a large area near the heart of Philadelphia, including the Independence Hall project of the National Park Service and many historic structures built in the eighteenth and nineteenth centuries. Approval has been given by the federal government to an urban renewal project in this area and plans for its development are proceeding. It is proposed as a combination rehabilitation and clearance project and most of the historical and architecturally valuable structures will be retained.

Other cities that have urban renewal programs in process or under consideration in areas of historic or architectural significance are Bethlehem, Pennsylvania; New Haven, Connecticut; Portland, Maine; Nashville, Tennessee; Portsmouth, New Hampshire; and Los Angeles, California. In Bethlehem, the Workable Program for urban renewal recently approved by the federal Urban Renewal Administration states that "every care will be taken to preserve the distinctive eighteenth century historical amenities of this community which was founded by Moravian colonists in 1741." The Workable Program followed up an interim report made by the Redevelopment Authority of Bethlehem and published in 1956. This report proposed the clearance of an area in the historic section of the city to be used for a new city hall and other buildings. The plan recognized the value of the historic section and indicated that the plan was so drawn as to remove from the so-called "Old and Historic Bethlehem District" some of the low-standard construction not in harmony with the present or hoped-for character of the area. The interim report also recommended historic area zoning for this district, but such zoning has not as yet been passed.

The New Haven Redevelopment Agency is currently developing plans for the Wooster Square area of that city. This is an area of old mansions mostly of Victorian design, close to the heart of downtown New Haven.

The City of Portland, Maine, is presently engaged in two projects for the redevelopment of residential areas which were settled over one hundred years ago. They were the first areas to be settled on the Portland peninsula. The emphasis in these and in the New
Haven project is not on historic preservation but on the attempt to make these very old areas productive and efficient parts of the city. The relation of the work to historic areas, however, is worth noting.

In Nashville, Tennessee, the Housing Authority has underway a project with historic preservation overtones in the vicinity of the Tennessee State Capitol. An area of residential blight has been cleared around the capitol and land in the Capitol Hill Redevelopment Project is available for resale. Re-use of the land is to be for commercial purposes.

The City of Portsmouth, New Hampshire is studying the possibility of rehabilitating its historic section with the aid of the Urban Renewal Program. The Olvera Street section of Los Angeles was originally considered as a potential redevelopment site and comprehensive plans for the area were drawn by the city. This area, of great historic importance to Los Angeles, has been the subject of studies over the last decade and is a good example of a city's efforts at an approach, through comprehensive planning, to the preservation of an important historic area. Plans for renewal as a federal project have been dropped recently in favor of a joint private-city-state effort for developing the Olvera Street section.

Other local efforts of master planning for historic areas have been made in Natchez, Mississippi; San Diego, California; and Albuquerque, New Mexico. In Natchez, a very thorough plan was drawn by a private consultant and many of the recommendations subsequently adopted. The City of Albuquerque has prepared a plan which includes the historic district, and San Diego for a long time has planned for the renewal of its Old Town section. All are good examples of the comprehensive planning approach to historic preservation.

6. MUSEUM VILLAGES

Museum villages have proved to be excellent means of interpreting history and are quite popular with visitors. The museum village is a historic community which involves a group of structures open to the public for display. There are great differences in the extent of interpretive programs carried out in these villages. In some, much is done to make the visitor feel as if he were observing the period of history of the village he is visiting. Local trades are demonstrated, guides are dressed in costume, troubadours roam the grounds singing ballada, and transportation of a by-gone day carries vis-

itors through the grounds. Some do not go to this extent, but only partially open some buildings to visitors. Whatever the extent of interpretation, a visit to a museum village is usually a rewarding experience and in most cases is a valid and useful way to accomplish the preservation of historic structures.

There are a number of museum villages in the United States. A list of the more important ones follows:

COLONIAL WILLIAMSBURG in Williamsburg, Virginia is an excellent reconstruction of the colonial capitol of Virginia. It has more than four hundred museum buildings and a complete contemporary center for visitors. It has proved to be one of the outstanding tourist attractions in the country.

COLUMBIA HISTORIC PARK in Columbia, California known as the “Gem of the Southern Mines” is the best preserved of the early mining towns of California’s Mother Lode. Gold was first dug there in 1850 and a town of 10,000 or 15,000 persons grew from this beginning. The principal remaining structures are of brick, native stone, or wood. The State of California has acquired the main part of the town’s historic structures and sites, and it is operated by the Division of Beaches and Parks, of the Department of Natural Resources of the State Park Commission.

THE FARMERS’ MUSEUM in Cooperstown, New York is a historic village that is meant to reflect the life of ordinary people who lived in rural New York State between 1783 and the 1840’s. The emphasis in this village is on the everyday crafts and demonstrations are shown for woodworking, spinning and weaving, broom-making and the like. A dozen buildings have been brought together from a hundred mile area to show what life was like in rural communities. The village is run by the New York State Historical Association.

GREENFIELD VILLAGE in Dearborn, Michigan is operated by the Edison Institute which also runs the Ford Museum and a school system at the village. The village represents, historically, significant developments in American science, agriculture, industry, music, and statesmanship. All structures formerly stood on other sites and were brought together in the village. The structures are places where famous people lived, worked, or in which some significant developments of the American scene took place. The buildings date from the seventeenth century and structures from all eras, including the twentieth century, are represented.
MYSTIC SEAPORT in Mystic, Connecticut is a recreated nineteenth-century New England coastal village which has been organized to perpetuate the age of the sail. The seaport is still in the process of development but currently there are a number of structures standing along a charming waterfront street. Several sailing ships open to visitors are tied to a dock along the waterfront. Many crafts and business operations relating to sea trade are shown at the village. Mystic Seaport is run by the Marine Historical Association.

NEW SALEM STATE PARK near Petersburg, Illinois is a restoration of an early pioneer village on its original site. All buildings except one were rebuilt as nearly as possible as they existed originally. The prime reason for this restoration was that Abraham Lincoln lived in the village in his early years. The original village had an extremely short life of about ten years during which Lincoln lived there, worked, and started a business. The village was abandoned about 1840 as the nearby city of Petersburg grew. Thirteen cabins, a tavern, and ten shops, stores, industries and a school have been reproduced and furnished as they were in the 1830's. The village is run by the Illinois Division of Parks and Memorials.

THE OLD MUSEUM VILLAGE OF SMITH'S CLOVE in Monroe, New York contains buildings, shops and collections of tools, utensils, appliances, machines, costumes, and vehicles used by early generations. These exhibits trace the development of these articles from their first use in this country until their replacement by improved equipment or materials. Currently there are twenty-seven buildings which were either moved to the site or reconstructed. The exhibits, rather than the structures, are emphasized.

OLD SALEM in Winston-Salem, North Carolina is a Moravian Congregation town in the 100,000 acre tract named Wachovia. The church ownership and development of this area as a craft and trade center was unique and provided sufficient importance for preservation and restoration. The restoration program is meant to recapture the Salem Village of 1766-1830. Restoration of structures at the village is a continuing process. Currently ten original structures have been restored, one building was reconstructed and there are thirty original structures not yet restored. Buildings in the historic area are operated by a non-profit organization called Old Salem, Incorporated.

PLIMOTH PLANTATION in Plymouth, Massachusetts is the newest of the museum villages. It is currently being developed and is to be a replica of early Plymouth, with its village and Fort-Meetinghouse on a hundred acre tract of land near the original site. Mayflower II will be permanently moored in the river which runs along one edge of the property. Nineteen little houses are being authentically recreated on a new street and each house will be marked with the name of the family that occupied it in 1627.

SCHOENBRUNN VILLAGE in New Philadelphia, Ohio is a reconstruction of the first town in Ohio built by Christian Indians under the leadership of the Moravian Church. The Ohio State Archaeological and Historical Society reconstructed the village and currently operates it. There are fifteen log-cabin type structures open for viewing in a pleasantly landscaped park.

SHELBURNE MUSEUM in Shelburne, Vermont consists of twenty-one buildings on twenty-five acres of land. Also included in the exhibit is the sidewheeler Ticonderoga, the last sidewheel passenger packet of its kind in the world. It is an early rural Vermont small town made up of buildings brought in from other towns in Vermont. The museum is privately owned.

SPRING MILL STATE PARK near Mitchell, Indiana is an old watermill and village trading post situated in a deep valley. It served southern Indiana in the early eighties and was later abandoned for lack of business. Reconstructed are a grist mill which grinds corn for visitors, a hat shop, post office, still house, boot shop, apothecary, and many of the original buildings. It is operated by the Indiana Department of Conservation and is set in a large state park covering more than a thousand acres.

OLD STURBRIDGE VILLAGE in Sturbridge, Massachusetts is a recreation of a typical New England village of the period around 1790-1840. The village covers two hundred acres and is centered around a green. There are more than thirty buildings in the village, all of which were moved from various sections of New England. In these buildings, some of which date as early as 1704, craftsmen demonstrate early American Skills and crafts. Horse and ox drawn vehicles provide visitors with transportation. The village is operated by an independent non-profit educational corporation called Old Sturbridge Village.

The following estimates of recent attendance figures will give an
idea of the popularity of museum villages throughout the country:

<table>
<thead>
<tr>
<th></th>
<th>Annual Attendance</th>
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<tr>
<td>Columbia Historic Park</td>
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<td>Farmers' Museum</td>
<td>120,000</td>
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<tr>
<td>Greenfield Village</td>
<td>850,000</td>
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<tr>
<td>Mystic Seaport</td>
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<td>New Salem State Park</td>
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<td>Schoenbrunn Village</td>
<td>280,000</td>
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<td>Shelburne Museum</td>
<td>40,000</td>
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<tr>
<td>Spring Mill State Park</td>
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<tr>
<td>Old Sturbridge Village</td>
<td>190,000</td>
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</tbody>
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The establishment of a museum village in the College Hill area was given consideration in the course of development of the plans. Such a village, however, was not considered to be appropriate in the urban setting of the historic area of College Hill and the idea was thus discarded.

7. HISTORIC TRAILS

Laying out routes for visitors to historic or scenic areas is a rationalization of preservation efforts. There are several communities which do this as an aid in the interpretation of historic sites in the community. By guiding the visitor through an area, the range of history can be seen and a better feeling of the past can be obtained from this broad overview.

The tourist trail also aids the community in its preservation efforts, and it is probable that the creation of a tourist trail would have these beneficial effects on the historic community: it would a) provide a focus for the diverse activities engaged in preservation efforts; b) lend greater prestige to the properties along its route, induce owners to upgrade their properties, and attract organizations and families who will be interested in rehabilitating structures; c) stimulate the renewal of areas in proximity to the trail; and d) attract attention outside the city to the assets of the historic community.

Examples of tourist trails in historic areas can be seen in Boston Plymouth, and Salem, Massachusetts, and in St. Augustine, Florida. Ideally, it would be better to view an area by foot as more can be seen in that way, but most of the trails are so long as to require an automobile.

Usually, three aids to the tourist are necessary for the initial development of a tourist trail: trail markers, plaques for buildings, and a descriptive brochure. The initial cost of these aids is usually quite small for the benefit to be derived from them. The costs in the cities mentioned were borne by local organizations or businesses, and upkeep is performed by the locality.

3. OPEN HOUSE TOURS

Preservation-oriented organizations often hold open-house tours to allow visitors to view the interiors of significant historic structures. In several cities this is the extent of preservation efforts, while in others it forms only a part of a more comprehensive program. In this way, attention is focused on the historic assets of a community and the best is put on exhibit for all to see. In practically all cases, a fee is charged for the tours and the proceeds are used to further preservation efforts in the community.

Open-house tours are conducted in New Castle, Delaware; Providence, Rhode Island; Natchez, Mississippi; Charleston, South Carolina, and in many other places in the country. New Castle annually holds an “Open House Day” and currently charges a fee of $3.50 which goes for the restoration of a church. The tours are held in May and have been a regular event for more than thirty years.

Providence initiated open house tours in 1958 with a “Street Festival” in the historic College Hill area of the city. A fee of $2.00 was charged which allowed visitors to view twenty historic houses and to participate in festivities that continued throughout the day. The proceeds of the festival went to the Providence Preservation Society to aid in its preservation efforts in the city. The festival was held in May and it is anticipated that it will be continued as a biennial event, but along different streets of the historic district.

Natchez, Mississippi conducts the “Natchez Pilgrimage” each year during the entire month of March. The Pilgrimage is sponsored by two garden clubs of Natchez and many thousands of visitors are attracted. Thirty antebellum houses are open to the public and visitors are welcomed and guided by ladies in hoopskirts. To complete the tours of all the houses requires three days. There are two tours each day making six tours in all. The prices of the tours are as follows: one tour, which permits a visit to five houses, $4.00 per person; the series of six tours required to see all thirty
houses costs $20.00 per person. Proceeds of the Pilgrimage are used to aid preservation efforts in the area.

Charleston, South Carolina, has conducted eleven annual open house tours to date. These tours are usually held during the last two weeks of March. There are six different groups of houses open in the two-week period with five houses in each group. In any two-day period, three groups of homes may be visited. All the homes are located within a ten-block area and the visits can be made on foot which gives the visitor a chance to see more of the historic area. The fee for each tour is $4.00 and proceeds go to the Historic Charleston Foundation which sponsors the tours for the preservation of historic buildings. To date, the foundation has received help from the tours to aid in the restoration of the city's Old Exchange Building and to pay off the final indebtedness of another important historic house.

9. SEMINARS FOR HISTORIC PRESERVATION

To aid in the dissemination of knowledge about preservation and thus to further the preservation movement, several places use the technique of holding seminars. A "Historic House Keeping" course has been held at Cooperstown, New York for the past few years. This was an experiment entered into jointly by the National Trust for Historic Preservation and the New York State Historical Association, because of a feeling that there was a great need for a scholarly, practical, and realistic presentation of the methodologies by which historic houses can be made centers of sound historical teaching.

These so-called short-courses have proved very valuable and popular, so much so that other cities have taken up the idea recently. Rhode Island held a preservation seminar for the first time in 1958 in Providence and Newport. The seminar was held under the joint auspices of the Providence Preservation Society, the Rhode Island Historical Society, the Newport Preservation Society and the National Trust. A number of prominent persons in the field of historic preservation presented interesting lectures and participated in discussions.

Other seminars have been presented recently in St. Louis where a "Preservation Short-Course" was sponsored by the National Trust and the Missouri Historical Society. The course dealt with, among other things, standards and criteria for preservation projects, community efforts, and the architectural contributions of the Missouri area to America's heritage.

The New York "Preservation Forum" was held recently at the Museum of the City of New York under the joint auspices of the Museum and the National Trust.

These and other cities are using this technique of the preservation seminar to great advantage in furthering preservation work in their area.

10. NON-PROFIT CORPORATIONS, FOUNDATIONS AND TRUSTS

The establishment of special funds has been a very common technique to aid in the preservation of historic structures or areas. These funds are usually established either for saving a specific structure or for general use in saving an area of historic structures. No thought of financial return is considered and funds are usually sought and spent for civic purposes.

There are many such organizations in existence throughout the country. Some examples will give an idea of their range and mode of operation. The Nantucket Historical Association recently announced the establishment of a trust fund to be used in assisting local organizations in furthering cultural aims. One of the specific purposes as listed by the trustees is to preserve, restore, repair, or maintain buildings, monuments, sites, and property of historical value on Nantucket Island.

Historic Fallsington, Inc. is an example of a non-profit corporation and is located in Bucks County, Pennsylvania. It was formed to preserve the historic homes and buildings in its colonial village; to encourage the owners of such properties in this preservation and to extend appreciation of the beauty and historic significance of Fallsington. The initial goal of this corporation is to raise a sum of money for the purchase and restoration of an important historic structure to serve as headquarters for the Fallsington Restoration project.

Boscobel Restoration, Inc. is a non-profit corporation that was organized for the purpose of restoring one important historic structure in New York State. In addition, the corporation is planning a park, assembly room, gift shop, and special exhibits.
A private corporation called "El Pueblo de Los Angeles" is an important part of the program for development of an area of historic importance in the city of Los Angeles. A cooperative arrangement between the city, county, and state provides for the joint acquisition of land and improvements for the development and operation of a monument by the corporation. The development of the monument is the key to the rehabilitation of the entire area around the monument.

Historic Savannah Foundation, Inc. in Savannah, Georgia is a private organization of interested citizens organized to preserve and restore sites and buildings of historic or architectural interest, and to promote an interest in preservation work among the citizens of Savannah. This organization is responsible for the restoration of two historic houses in Savannah.

Perhaps one of the most significant examples of a foundation is the one in Charleston, South Carolina. The Historic Charleston Foundation has recently expanded its program considerably and has launched a campaign to raise an unlimited amount of money to manage, purchase, restore, and preserve a number of important historic buildings. Another private foundation has pledged a large sum of money to the Historic Charleston Foundation for these purposes upon condition that an additional sum be raised and added to its gift. It is setting up a revolving fund which it will use to meet its preservation objective of developing a living historic community. Its plan of action is broader than most and interesting as an example of what such a foundation can do. The foundation's program states the following:

- That historic areas rather than individual houses be given preferential consideration for restoration.

- That properties to be saved be purchased and developed into rental units such as apartments and stores. Exterior restoration rather than elaborate interior redecoration are to be emphasized.

- That worthy properties be purchased for resale with restrictions concerning future alterations and use.

- That, in the case of purchases for resale and rental, adjacent properties of little value be bought and buildings torn down to create either gardens or well-designed open areas.

- That properties be purchased or accepted as gifts with life occupancy by existing tenants.

- That the Foundation seek to have worthy properties willed or donated, with no restrictions as to their use and that these properties may be sold to persons who will agree to maintain their architectural integrity.

- That loans secured by mortgages which would be difficult to obtain through normal lending channels be made to individuals to buy or restore houses of merit.

- That the fund be flexible enough to meet individual situations as they arise.

- That sound business practices will be employed in all cases although the fund will not be administered under the necessity of operating at a profit.

- That it will be the policy of the Foundation to employ professional services in all its operations and to pay customary fees for such services, unless they be given gratuitously.

The program of the Historic Charleston Foundation is indeed an intelligent and ambitious one. It will be interesting to watch the progress of this program over the coming years.

11. PRIVATE FINANCING TECHNIQUES

One of the more promising techniques for historic preservation has been the recent development of privately financed profit-making corporations oriented towards preservation and rehabilitation. Bolton Hill in Baltimore, Maryland is an excellent example of what can be done privately to renew a historic area. Bolton Hill, Inc. is engaged in the real estate business as a principal and not as an agent or broker. Its business consists of buying, renovating and either selling or leasing to others residential property in the City.
of Baltimore. Its activities have been confined thus far to the so-called Mt. Royal area of the city. The proceeds from the sale of stock are put into a revolving fund and are used for the stated purpose. As each structure is rehabilitated, it is either leased or sold and the proceeds are used for more rehabilitation work. In the first year of its operation, the corporation reported a ten per cent profit. During that year thirteen properties were acted upon. The area in which the corporation is active is rapidly becoming stabilized and has become a more desirable place to live.

In Cincinnati, Ohio, the Cincinnati Renewal Corporation was formed to help rehabilitate the Avondale-Corryville section of the city. The emphasis in this corporation's activities is not so much on historic preservation as it is on rehabilitation of blighted structures, but its methods are worthy of consideration. The corporation is attempting to demonstrate that private enterprise rehabilitation can be profitable to landlords and can fulfill a civic purpose at the same time. It has raised what it calls "socially-inclined capital" by the sale of shares and is currently rehabilitating several structures. As with the Bolton Hill Corporation, it expects to use the proceeds from its operations to do more rehabilitation work in Cincinnati.

Historic Georgetown, Inc., in Washington, D.C. successfully bought and rehabilitated several outstanding examples of mid-eighteenth century architecture at 30th and M Streets in that city. In 1951, the houses were about to be torn down to build a parking lot. To save these buildings, a group of Georgetown residents formed Historic Georgetown, Inc. The aim of the corporation was to make not only a sound architectural restoration but also a sound business achievement. Money was raised by the sale of stock to Georgetown residents and a plan was worked out whereby subscribers might donate their stock to the National Trust and take a tax deduction for this gift at par value. As a result, the National Trust is now the largest single stockholder in the corporation. The restoration of these buildings is now complete except for one small apartment. The completed part is fully occupied on long-term leases and the rentals provide a sizeable surplus above upkeep, taxes, interest and preferred dividends. The operations of the corporation are deemed locally to be quite successful.

There are two good examples of private financing in Savannah, Georgia. Savannah Restorations, Inc. is an organization composed of private citizens, the stated purpose of which is to restore "downtown Savannah's fine old buildings to their former beauty and to renew their usefulness as apartments, shops, or offices." Within the past year, the corporation has purchased two houses in the downtown area for restoration and conversion into apartments that will, when completed, be placed on the market for rent or sale.

The Trustees Gardens is an actual restoration project being carried out by the Savannah Gas Company. The Gardens were established as a horticultural experiment area at the time of original settlement in 1733 and a fort was subsequently built on the site. At the time the Savannah Gas Company commenced its restoration work, Trustees Gardens had become the locale for some of the most disreputable housing in the city. Over the past ten years individual houses have been torn down or moved and the entire area has been landscaped. The project is not yet completed but is entering the final stages. At the present time the project is one-hundred per cent filled and stays that way for much of the year. When a vacancy occurs it is only for a few days. This project, too, has been a very successful venture in the field of historic preservation.

These are only a few of the examples of techniques for historic preservation throughout the country. It has been seen that there is a wide variety of techniques applicable to the renewal of historic areas. Historic preservation is becoming a very popular activity as witnessed by the proliferation of preservation techniques and by the increasing membership in organizations devoted to preservation throughout the country. This is a good sign, as the need for such activity has become more and more acute in the last few years. The historic area of our communities is an important part of our heritage and preservation is a valid segment of the efforts to renew our cities.

Unfortunately, the approach in most cities has been piecemeal, and except in a few instances, only one or two of the techniques described in this report are in operation at any one time in a locality. The comprehensive approach to renewal of a historic area is needed and the techniques described in this report may guide the way for such renewal in College Hill and in other parts of the country.