RESEARCH REPORT

External Research Program

An Appraisal of Implementation Techniques in Area Conservation

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"An Appraisal of Implementation Techniques in Area Conservation"

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INTRODUCTION

Using an area rather than individual building approach to solving the problems of an older residential and/or commercial area is not new. When one views the results of many years of urban renewal it is obvious that, at least in a spatial sense, areas have been used as planning and renewal tools. However, the use of area conservation as an approach that seeks to retain and improve an area is relatively recent from both legislative and implementation perspectives in Canada, the United States and Britain. In the United States there has been a somewhat longer history and a much better level of documentation. This survey with very limited resources has attempted to identify planning and policy approaches and design solutions that would facilitate future programs of area conservation. In my travels in Canada, it became painfully apparent that there is little exchange of information and, in many cases, each area conservation approach is in effect "rediscovering the wheel". By analyzing the results of several schemes, I have begun to identify some common elements and solutions that could be used in the future. It must be stressed that the lack of financial resources did not allow for in-depth assessment and evaluation and I refer you to the following sections on methodology for a discussion of the research and information gathering methods that were employed and suggestions for future work.

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It is important to define my terms of reference for this report. As in all areas of planning and policy there can be confusion in the use of certain terminology, especially when the work is international in nature. There is no doubt that the preservation movement in the United States and in Canada was in some cases, and still is, preoccupied with preserving only selected elements of the past. This resulted in a museum approach to preservation that neglected the setting of these buildings and, more importantly, buildings of minor historical or architectural significance. Neighbourhoods that contained important social and/or cultural structures were neglected by the preservation lobby and bulldozed by developers and municipal authorities.

Along with the citizen opposition to wholesale redevelopment, there developed a strong sentiment in the preservation community that called for the retention of a wide range of historical and architectural features. The National Trust for Historic Preservation in the United States and Heritage Canada in Canada have programs specifically aimed at neighbourhood and area preservation. Buildings and areas that once would never have been considered are now the object of their attention. If "heritage" is defined as what has happened before us, one can argue, therefore, that all buildings and areas have heritage value. Whether they are worthy of preservation must be evaluated by architectural, historical, economic, social, cultural and planning criteria. As it will be shown later, efforts that were at first historical in nature have adopted strong social dimensions as well.

Preservation has become the umbrella term in the United States to describe the process that retains and reuses the original fabric of an area or building while conservation is the term most often used in Canada and the United Kingdom.

Project Methodology

Visits to each city had to be restricted and required carefully organized interviews. In every case, planning departments, historical societies, chambers of commerce, etc., were contacted. Before my departure, a careful literature search was carried out. · In almost all cases,

a specific project had been identified for examination and study. A typical format consisted of visits to the planning department and historical society to meet with contacts that I had established. The area was then visited and documented and an informal interview session was always carried out. Residents and users were consulted to assess the success of the conservation process. Finally archival research material was collected whenever this was appropriate. Very often, opportunities came my way. The result of carefully researched information and such opportunities have enabled me to produce an interesting perspective on area conservation.

Study Context

As outlined in my CMHC External Research Program application, my specific objectives were related to assessing factors that contributed to the success or failure of particular conservation projects with a stress on residential areas. In some cases, commercial projects were assessed due to the lack of documentation and/or very recent implementation of residential rehabilitation.

The recent history of conservation has not produced a literature that has been concerned with the identification of implementation related factors that are essential in ensuring the success of a conservation project. My research, in my half year sabbatical from the University of Calgary, concentrated on this aspect of the conservation process. My initial concerns were formulated in the research for my doctoral thesis that evaluated the implementation of a conservation oriented implementation process in Birmingham, England. From that work, it became clear that there were some important ingredients in the implementation process that can facilitate the carrying out of a policy and optimize the use of resources. In my research they were related to the nature of the training and ideology of the city personnel, the level of co-operation from the residents and the level of initiative of the townleader. I monitored two different areas undergoing renewal and the factors listed above produced very different results in neighbourhoods with similar housing stock and using the same funding sources and legislation. This and other work in England in inner city areas has illustrated the role that these factors play and the consideration that financial resources are only part of

the reason for success or failure in area revitalization. Given my British reference, I set out to learn from first hand experience if similar results existed in Canada and the United States. I tended to rely more on American examples since most were older and therefore could provide a longer history to evaluate. However, all my analysis is carried out with a Canadian perspective. In some cases, I have attempted to relate it to Calgary and its unique characteristics.

Itinerary

Through the assistance of Heritage Canada, the University of Calgary, the Alberta Historical Resources Foundation and CMHC, I was able to visit the following cities:

Victoria	Vancouver	Winnipeg
Niagara-on-the Lake	Toronto	Ottawa
Montreal	St. John's	Newfoundland
Halifax		
New York	Boston	Lowell, Mass.
Washington,DC	Alexandria,Va	Williamsburg,Va
Baltimore	Pittsburgh	Savannah
Charleston		
Edinburgh	Birmingham	London
Chester	Bath	Chichester
Winchester		

While in England, I attended a British Council course, "Conservation as an integral element of urban planning". I intend to include aspects of this in the report since in making conclusions I will have to refer to this experience.

Given the long list of cities, I intend to concentrate on those that produced interesting results or had a unique feature. It would not be productive to look at each area in detail due to the level of repetition that would exist. In one case, New York, I was unable to get the level of information that I desired.

My documentation has produced a series of slides for each city along with whatever documents existed. These will be used in my teaching in the Faculty of Environmental Design and Continuing Education. I will also be giving public talks in both Calgary and Edmonton.

Area Analysis - Each area will be examined separately and then an integrated analysis will be presented.

Hillhurst - Sunnyside, Calgary, Alberta

This is the area on which I have the most data since I have lived in the area for four years. The community located just to the north of the downtown core experienced a significant decline when families moved to the suburbs. The area became home to retired couples unable or unwilling to move and renter occupied dwellings. One area, Sunnyside, underwent significant redevelopment too, with Hillhurst being relatively protected.
Large road programmes that would have implied significant threats to the community were proposed. A well organized programme confronted the transportation planners and road plans were scrapped. As in other cities, young couples began to move into the area four years ago.

Hillhurst/Sunnyside is one of Calgary's oldest residential areas with many of the original houses built between 1910 - 1913 still in place. There still remain a great many streetscapes that are intact and that represent an important remnant of Calgary's residential heritage. Some of the children of the original residents remain in the area and there is, therefore, a continuity of both buildings and people.

Three years ago, the area was, to some extent, downzoned and now there is considerable small scale redevelopment taking place. Most of these developments are for the high end of the market and there is considerable displacement that has and will take place. The socio-economic structure is quietly altering. Much of the new development is of good quality design with only some proposals not respecting the neighbourhoods character.

The community underwent NIP and RRAP treatment but income levels and poor city promotion did not permit a significant use of RRAP funds. There have been some environmental improvements, a large recreational hall built through NIP funding.

Most of the planning and design work has been done through the City Planning Department and resident committees. Almost all the renovation work has been done by homeowners or small developers. Due to the initiative in the community, the area has turned around almost in spite of government disinterest and lack of leadership. The lack of government intervention in everything but downzoning has left certain sectors of the community unprotected and in most cases they have had to leave the district. Government has also not attempted to mitigate the impact of commercial development and its attendent parking problems in the area.

Hillhurst - Sunnyside presents an interesting example of a community turning itself around in spite of government disinterest. However, it does illustrate how no government action can destroy some of the social elements of an area if there are no provisions made to allow a certain income group to remain in their homes.

I have started with these examples since it, in effect, represents one end of the continuum of community involvement and initiative.

Calgary did have one major factor working its favour: a booming economy that matched the "back to the city" movement. Expensive condominiums followed and with a small public investment the housing stock is quickly being rehabilitated or redeveloped. I would argue that the NIP funds played little or no role in the revitilization.

It will be important to remember the role that any city's or region's economy plays in conservation.

Old Market Square - Winnipeg, Manitoba

Winnipeg represents a startling contrast to Calgary. First, it is in the midst of a slowdown in economic and population growth. While immediately around the warehouse area there has been large scale demolition and redevelopment, the area remains almost as it was in the early 1900's with many of the buildings in the early 1970's were vacant. A report by the City of Winnipeg entitled the Historic Winnipeg Restoration Area Study in 1974 initially received little support. Slowly property owners and tenants began to recognize the potential of the area with several restaurants establishing themselves. Many of the buildings continue to be in use as warehouses and manufacturing facilities.

The area has received a considerable amount of attention - for example Heritage Canada commissioned a study entitled Winnipeg's Historic Warehouse Area and also bought a building. The Province of Manitoba committed $500,000 to the area to be administered by Heritage Winnipeg. This group has been responsible for publishing brochures, funding promotional activities and a variety of other programmes. The area has undergone a million dollar streetscaping project which included the construction of a permanent outdoor market. This activity has been accompanied by the enacting of two heritage by-laws to protect the area. In particular, by-law 2048/78 established the Historic Winnipeg Restoration Area.

All this support has not been met with the same level of private sector interest. Some buildings have been restored -- two of the most important; the Royal Albert Hotel and the Townsite are in the state of bankruptcy. In hindsight, it would appear that there has been too much City and Provincial involvement without concrete private participation. Rather than spending a million dollars on streetscaping, the city could have been more involved in offering grants and helping to attract business and housing. It is interesting to note that many of the buildings appear to be most appropriate for residential development - yet none has been developed.

It would appear that the major factor in the lack of success of the area has to relate to the lack of demand for the space in the area. Many of the initiatives taken are of little value because of the economic situation in the City. More sophisticated analysis of

economic conditions and market demand may have produced a strategy that was different and related to developing interest and concern from retailers.

A busy market area on Saturdays does not answer the need to fill the many high buildings in the district. It appears that simplistic solutions were used in a complex situation. In this situation the level of government support cannot be faulted. Not including housing as an integral element has to be seen as a major re-use and planning deficiency.

Halifax - The Old South End

Halifax is a city with a number of significant heritage areas. Waterfront development of both new and old appears to be economically, socially and aesthetically successful. The area examined is an older residential area in the old city near the downtown. The South End area is similar in many respects to Hillhurst - Sunnyside in terms of location, house type and environmental problems. Preplanning appears to have been thorough with emphasis placed on identifying heritage resources. The plan calls for the provision of low to middle income housing in the area. This was budgeted for in the NIP budget. Money has been allocated to improve the physical environment in terms of landscaping, benches, bus shelters, etc.

The concept plan prepared for the area acknowledges the historical value of the area, stressing the heritage value of the South End (Concept Plan, p. 7). The Plan also includes discussion and policies for social projects, parks and playground projects, recreation facilities, landscaping and public furniture, traffic and parking and policies for street and sidewalks. All of this indicates a strong physical and heritage approach, as well as a social approach, to area conservation.

Given what I evaluated to be a good and comprehensive plan, there has not been a dramatic change in the appearance of the area. Rents and house prices, in relation to those of Calgary, are very reasonable. NIP funding appears to be in a position to play a role in helping revitalize the area but economic conditions are not of a scale to put significant pressure on the area.

In some cases, plans and policies oriented to preservation can have a significant impact on an area: a high level of restoration, revitalized stores and a generally upgraded atmosphere. Many of the other areas that will be examined have obviously been upgraded - this is not true in the South End. This cannot be seen as "good" or "bad" but simply the result of external factors.

This area, which has received considerable attention, has followed a more careful and slow approach to change. One is able to appreciate the benefit of slow growth and the ability of an area to respond in a balanced way to revitalization. Areas like Hillhurst/Sunnyside, because of economic conditions, have not been allowed to change slowly. Most residential area have deteriorated over a long period and it would seem that this ability is important to allow the indigenous population to be retained in an area. It may be in the South End that conservation will not only retain buildings but also the population.

St. John's - Heritage Conservation Area

The original impetus and funds for the creation of the area were from Heritage Canada. There has been support from the Province and the Devonian Foundation from Alberta. The rehabilitation work is under the responsibility of the St. John's Heritage Foundation. As in other cities, the area was depopulated in the flight to the suburbs but slowly people are moving back in.

The Foundation buys and rehabilitates housing and then offers it for sale. A significant number of homes have been purchased and sold on the basis that this would cause some investment and confidence in the area. An inspection of the level of the rehabilitation activity produces a picture of a great deal of restoration level quality design and work. Many of the buildings are in very poor condition and require extensive replacement of major elements. Information provided by Heritage Canada illustrates that while houses were bought for about 5 or 6 thousand dollars, they cost 25 to 30 thousand dollars for renovations before they were put back on the market.

A cursory examination of renovated homes produces a very poor picture of maintenance even a few years after rehabilitation. The author has no way of determining why maintenance appears to be of such poor quality. There could be many reasons: insufficient funds, poor quality construction, absentee landlords, poor city enforcement, different local views to maintenance.

An informal survey of residents and others indicates that planning concerns have not played an overriding role. For example, parking will prove to be a problem if all the housing in the area is reused. Open space is in scarce supply. Even taking into account cultural and value differences, it would seem that the area is of poor quality when one evaluates it in planning and social terms.

There is no denying the historical importance of the area. The landscape is particular to the city and represents an important element of the country's architectural heritage. But one must question what appears to be a conflict between the conservation of heritage and meeting social and cultural needs.

It can be argued that it is possible to meet a wide range of social, economic, as well as heritage needs in every conservation area. But one must accept that some old areas originally were badly planned and designed and that part of the conservation process may have to include a restructuring of some elements of an area. This could include selective demolition for parking and open space. If the direction of an area is entrusted to heritage types without a planning background or experience, it may be that the area will eventually have serious functional problems.

I compare the St. John's experience to that of the South End, where both heritage and planning concerns were part of the same plan, and I would argue will produce much better results.

I would postulate that with increasing prosperity due to Hibernia and the area's proximity to the downtown that this historic district will be under some development pressure. It will be vital for the Foundation and City to ensure that the area is properly maintained and legally protected if it is to face this pressure.

Toronto - St. Lawrence Historic District

The St. Lawrence District has one of the richest concentrations of historic buildings in the Province of Ontario. The area has a rich mix of building types: industrial buildings; commercial establishments; and warehouses. In the past, there has been little new development in the area and therefore the district retains much of its original character.

There are a number of important assets in the area: the restored market; St. Lawrence Hall; its proximity to downtown, restaurants, etc. Many of the "new" retailers and land owners recognized the historical character of the area. It appears that most of the existing buildings have been reused and now vacant lots are being redeveloped with sympathetic infill. Densities have been reduced and special planning controls are being developed. Funds are allocated for public environment improvements.

There has been little public investment in building purchase or renovation. Because of its location, the price of land and the generally favourable Toronto economy, there has been significant demand for space in the area. While revitalization has been a key objective, so has the retention of the heritage character of the area.

It is important to note that an area that once was considered to be not very desirable, is now the locale for the development of very prestigious condominiums.

There is a certain similarity between the approach used in Winnipeg and Toronto. The buildings are also somewhat similar and the rationale for investing funds in public improvements are based on the same factors.

The crucial difference has to relate to the differences in economic conditions. There was more attention devoted to the market area in Winnipeg, both from a planning as well as an economic improvement perspective. This has done little to revitalize the area since there has been little or no demand for space.

One of the most significant differences must relate to the lack of housing in the Winnipeg historic area. Many of the buildings are well suited to housing conversions and I would suggest that a strong housing plan would have provided uses for some buildings and helped support retail facilities in others. Housing uses therefore would have a double set of impacts in the area. Without having analyzed the Winnipeg housing market, both in terms of demand and tastes, It would seem that well designed housing near to the core, would be in demand.

In the St. Lawrence area, parking garages are being converted to condominiums. The St. Lawrence Housing project to the south will only help to support and stabilize the area and integrate it into the urban fabric.

In many cases it may be impossible to turn an area around - but economic and planning concerns have to be at the base of any exercise.

Niagara-on-the-Lake

The main street and old residential areas of Niagara-on-the-Lake present an almost idylic picture - trees, well cared for buildings, and, except on weekends, a tranquil atmosphere. Most of the homes have been carefully restored with the stores having been questionably renovated.

It appears that some architects and building owners are not satisfied with returning a building back to what it was - some feel that they have to make it prettier, in part, to conform to their perception of tourist's images of a small town shop. This is upsetting when we consider that the tourist leaves with the impression that this is what the town was. While restoration is not always possible, "faking it" should not be used.

In the case of this municipality, conservation of the building stock has had negative impacts on its social structure and quality of life. Many of the stores that delivered traditional services have disappeared and have been replaced by tourist related retail outlets. Housing is being purchased for overflow guests from area hotels. The atmosphere that is much prized by the visitor is in effect an artificial one that neglects the social needs of the municipality's residents.

It is interesting to note that none of the buildings in the area are protected by legislation.

Baltimore, Homesteading in Otterbein and Shopsteading

Baltimore has a rich architectural history characterized by endless rows of townhouses. Baltimore, like many other cities, has suffered from inner city problems with large areas that had been depopulated. Strong city governments had achieved questionable results in downtown renewal and exciting developments in the city's harbour (notably, Harborplace).

Baltimore has been the scene of a great many innovative approaches to rehabilitation and conservation. For example, the City instituted the "Rehabilitation Environmental Assistance Loan Program" (REAL) to provide low interest loan funds to property owners and the use of the "Neighbourhood Housing Services", a Design Advisory Panel, a Housing Inspection Service which helps to prevent blight, encouragement to middleclass families to move into inner city, the rehabilitation of blocks of houses to be sold as co-ops and a homesteading and shopsteading program.

In the realm of housing, the Homesteading Programme is the most interesting, if not directly applicable to the Canadian situation. When the homesteading programme began in 1973, Baltimore had an inventory of 1,500 abandoned properties. These properties could be bought for $1.00. However, they usually required extensive rehabilitation and had to be brought up to all city standards. The investment in financial and human resources was considerable and middle class families have been attracted to these inner city areas. Much of the renovation work is of a high calibre and in fact in Otterbein the work is actually of restoration level. The homesteading programme has attracted people who normally would not have lived in the inner city and have given a certain stability to some of the areas. From my investigation it was apparent that few low income families have taken advantage of Homesteading.
The city also has a shopsteading programme that allows an individual to buy a commercial property for $100.00 with the stipulation the business opens within a year and the buyer keeps the property for two years. The city provides low interest loans and a great deal of assistance in zoning matters and streetscape improvement.

I have looked at Otterbein but could have as easily commented on Fells Point where there has been considerable City input in planning matters with zoning as a key problem area. Fells Point is a large area with a series of decisions to be made about its future. One decision area relates to the identity of its area: will it be a Williamsburg or Georgetown? The Niagara-on-the-Lake and Williamsburg discussions in the report will illustrate the dilemma.

Williamsburg, Va.

In direct contrast to Niagara-on-the-Lake, I visited Williamsburg, Va., which is now held up as being the manner in which not to do restoration or conservation.

The restoration of Williamsburg began in 1926 when J.D. Rockerfeller, Jr. began to allocate some of the $100,000,000 that have been spent in the restoration process. In 1926, there were 88 colonial dwellings remaining in the old town. The level of research and restoration work has been above reproach. However, many newer buildings were removed with other buildings being reconstructed.

One can argue that Williamsburg is totally artificial. However, this artificiality allows for a period of history to be expertly interpreted and the real and potential educational benefits are considerable. The majority of the houses are lived in by staff members and efforts are made to recreate street life of the period.

I introduce Williamsburg in contrast to Niagara-on-the-Lake since the former represents an honest attempt to represent history while the latter with all its negative impacts does not even begin to present an accurate historical perspective.

While one can argue with a process that artificially cuts off history at a certain point, there may be instances when this treatment is appropriate.

Savannah

Savannah's neighbourhood conservation programme is one of the oldest in the USA. In effect, the neighbourhood is the entire original old city of Savannah - 2½ square miles. Most of the buildings are 100 - 150 years old. When the programme began, most of the area was blighted. After many years of activity most homes have been renovated to a high quality by middle and upper-middle class residents.

The Historic Savannah Foundation (HSF) has been instrumental in saving the city's heritage through a number of initiatives. The Foundation was begun in 1955 when a few concerned citizens saved the historic Isaiah Davenport home from demolition. The Foundation is "committed to the planned, historically sensitive revitalization of the entire urban area". The HSF staff are available for free consultation services. Its volunteer staff provides an active educational service, and annual house tour and a tour service for the historic area. This tour service is totally professional with pick ups at hotels and air conditioned buses. HSF has a wide range of additional programs.

The HSF has created one of the first preservation revolving funds with the help of local bankers and businessmen. The money has been used to purchase properties which are deteriorating and then resells them, with design restrictions: the issue of revolving funds will be discussed in the conclusion.

The Foundation has created the Savannah Landmark Rehabilitation Project (SNAP). The original historic area has expanded into a low income area where SNAP is buying out slumlords and restoring the housing for low income families. The city authorities, from all evidence, have been most cooperative. The initial funding for this effort has come from the National Endowment for the Arts.

The SNAP approach has enabled preservation to escape its elitist image by allowing lower income families either to remain in the area or move in to restored housing. It is able to allow low income residents to live in the area through the use of HUD funds. This appears to be one of the means of avoiding the inevitable displacement that comes from most conservation activity.
SNAP plans to rehabilitate 600 units for low income residents. This will allow the district to be diverse in economic, social and racial terms.

Savannah Landmark has received a grant under the "Comprehensive Employment Training Act" (CETA) which enables this organization to train and employ unskilled workers in the rehabilitation process. HUD subsidies will be used to allow lower income families to move into the rehabilitated houses. It is interesting to note that while most conservation efforts have sought to find market buyers or rentors, SNAP is looking for poor residents who lack access to capital and are, to some extent, dependent on the public as well as private sectors.

The level of restoration quality is very high. The volunteer sector in Savannah has been the major actor while using private and public funds and cooperation. It can be seen as a third sector in Savannah helping to provide housing.

Pittsburgh - Mexican War Streets

Before I discuss one specific residential area, I would like to comment on the Pittsburgh History and Landmarks Foundation (PH&LF). Since its founding in 1964, Landmarks has sponsored or assisted in restoration projects involving investments of $68 million. The Foundation is now involved in a major restoration and new construction prlject centered on its terminal and warehouse buildings of the Pittsburgh and Lake Erie Railroad. The Foundation has been involved in a number of projects - I chose to look at the "Mexican War Streets Restoration Area".

> The restoration effort in the neighborhood began in 1966 with the establishment by Pittsburgh History & Landmarks Foundation of its Mexican War Streets Restoration Program. Initially funded by a $100,000 grant from the Sarah Scaife Foundation, PH&LF bought several houses in the poorest condition and restored them for a variety of income groups. In addition to encouraging members to restore houses for themselves or as investments, PH&LF also persuaded long time residents to restore the facades of their houses. Through use of the Federal government's leased housing program, newly restored houses have also been made available to low income families. Two major goals of the PH&LF effort have been to ensure that opportunities are available to members of all income groups and to encourage neighborhood residents to remain and become active in the program. PH&LF invites participation by its members in the program through the restoration of property or through contributions to the Restoration Fund.
>
> In 1969, at the urging of PH&LF, the Mexican War Streets Society was formed to enable residents of the area to assume responsibility for solving local problems and to further the restoration program. The membership of this group is composed of a variety of people including long-time residents, tenants of every income level, newcomers and investors. As a group, the Society has met with local school officials, taken stands on zoning issues, lobbied for additional street trees, and serves as a clearinghouse for information on restoration techniques, contractors, and available properties. The Society also co-sponsors community activities such as the June house tour and the neighborhood street fair.
>
> A basic principle of the entire effort is to preserve the character of the houses and not to copy literally the lifestyle of another time. Thus the Mexican War Streets are preserved, not as a museum but as a place to live with the comforts of the present and the charm of the past.

The crucial element in the significant successes in Pittsburgh is the PH & LF and more directly, Arthur Ziegler, its Director. He has been able to attract most of the "who's who" of Pittsburgh Society. In the Mexican War area, PH & LF and the city spent $450,000 to match private expenditures of $3 million. After his initial $100,000 grant, Ziegler received $5 million. Foundations have been the main source of support for the Foundation. He and his organizations have never chosen to play it safe.

Ziegler was able to cement important relationships and convince residents that it is in their interest to retain and improve their environments. Through his efforts, low income people are living in restored housing. Comparisons can be made with the Savannah experience and the zeal of the founder at HSF and their third sector initiatives.

Charleston

Charleston was one of the first cities to enact an historic district in 1931. It was also the first city to use a revolving fund. The 1931 district of 144 acres was expanded to 412 blocks by 1966, with further enlargement in 1975.

All restoration activities are supervised by a Board of Architectural Review. The Board of the Historic Charleston Foundation (HCF) represents a great many of the interest groups in the City - - the HCF started with $100,000 in donations and created a revolving fund. There has been a great deal of displacement in the area. Many of the homes are very large and in most cases have received splendid care. The HCR has a wide mandate in which to use its funds:

- to acquire and sell property either with strings attached or not;
- to buy and demolish properties of no value for gardens or parking lots;
- to provide mortgage and home improvement loans.

Charleston was fortunate since after the Civil War there was no money in the town. There was no work and no money to follow fashions. It was said that people were "too poor to paint -- too poor to white-wash". Buildings were not demolished or changed. This saved the area.

There are still empty stores and houses but these appear to be filling up quickly.

Lowell, Mass.

Lowell's downtown is the American's first urban national park. In effect all the buildings and canals are included in the "heritage park".

Due to the federal government's participation, the district has to be one of the most studied heritage areas: Preservation Plan by the Lowell Historic Preservation Commission, a Report on the Lowell National Historic Park and Preservation District by the National Park Service and a draft general management plan.

The entire operation is very extensive with storefronts being restored, old mills converted into senior citizen housing, canals restored and the general environment improved.

Local, state and government have contributed to the project. The city has invested millions in street improvements, at the state level over $10 million has been committed to the Lowell State Heritage Park and the Park Service offers advice and grants from restoration.

The conservation process will produce a preserved and revitalized downtown with housing introduced in several areas. Visitors are in a position to have an entire city fully interpreted by the Park Service.

The Lowell Development and Financial Corporation (LDFC) has been formed to promote development and expansion of business activities. It provides low income loans for renovation and restoration. It has three programmes: The Owners Facade and Interior Restoration Programme; The Owners Facade Programme and the Tenant Lessee Facade Loan Programme. The corporation is made up of 11 banks and represents an interesting example of public/private cooperation.

Established in December, 1975, the LDFC has $350,000 which it lends out at 4 - 5%. It has accumulated the $350,000 by selling 850 non-dividend shares to local banks in the Lowell area. It was set up under guidelines established by the U.S. Small Business Administration for the creation of state and local development corporations. Often, a local banker will help to form a development company to buy together resources of business, industry and local state and federal governments. This type of involvement helps spread the risk and increases the impact of preservation. The LDFC's overhead is minimal with administration services directed by its members.

The Building Owner's Facade and Interior Program offers a maximum loan of $33,000 at 4% over 25 years. The Building Owner's Facade Program offers a maximum loan of $12,000 at 4% over ten years and the Tenant/Lessee Facade Program has loans up to $12,000 at 5½% over ten years. While the program is commercial in nature, it is obvious that it could be used in a residential setting.

As in the case of St. Lawrence in Toronto, housing is being introduced into the empty mill buildings. This not only preserves the buildings but introduces new life and activity to the downtown. In Lowell, one can see a wide range of conservation, planning and financial strategies working to achieve the object of retaining the past and meeting present social and economic needs.

Conclusion:

From the description of the area conservation projects presented above, there are a number of common factors that were important in the successful implementation of the various projects: the nature of the city or region's economy; the financing techniques used; the nature of the leadership from the private, public or volunteer (quasi-private) sectors and the amount of urban planning that was incorporated into the conservation process. Some of the factors that appeared to have lower impacts were the level of public sector involvement in an initiating or organizing role, the initial quality of buildings' condition or the historical and architectural significance of buildings and areas. Referring to the latter point, it could be argued that some of the more successful areas did not have any significant heritage value, as traditionally defined. Please refer to the matrix on the following page for a summary identification of some of the important factors in the implementation process in the various cities. The key is:

= absence of the factor or poor implementation
+ presence of the factor or good implementation
⊕ high level of the factor or very good implementation

As indicated above, there are some key factors that can be identified into the implementation process. These factors would have to be tested and appraised again in other situations and more closely researched, even in the cities I visited. In my next half year sabbatical, I hope to revisit some of these cities to further develop my findings. I feel that there has to be a new area of research developed in residential and commercial conservation that extends from architecture and history to move related planning concerns.

	1	2	3	4	5	6	7	8	9	10	11	12
Leadership/Initiative City	−	⊕	+	−	⊕	−	⊕	−	+	+	+	−
Prov./State	−	⊕	+	−	−	−	⊕	−	−	−	−	+
Federal	+	⊕	+	⊕	−	−	⊕	−	−	−	−	+
Private	⊕	−	?	+	⊕	⊕	−	⊕	⊕	−	⊕	−
Volunteer	⊕	+	?	+	−	⊕	−	−	⊕	⊕	⊕	−
Financing Tools	+	−	+	+	−	−	⊕	⊕	⊕	⊕	⊕	⊕
" Sources	−	−	+	+	−	−	⊕	⊕	⊕	⊕	+	⊕
Building: Condition	−	+	−	−	−	−	−	−	−	−	−	−
Heritage value	+	⊕	−	⊕	+	⊕	+	⊕	⊕	+	⊕	⊕
Restoration Quality	+	+	?	⊕	⊕	⊕	⊕	⊕	⊕	+	⊕	+
Economy - Town/City	⊕	−	+	−	+	+	−	−	+	+	+	+
Regional	⊕	−	+	−	+	+	−	+	+	+	+	+
Planning: Market Studies	−	−	−	−	−	−	−	−	−	−	−	−
Economic	−	−	−	−	−	−	−	−	−	−	−	−
Parking/Transportation	+	+	+	−	+	−	−	−	−	−	−	+
Streetscape Des.	−	⊕	+	+	+	−	+	⊕	⊕	⊕	⊕	⊕
Investment Public	+	+	?	+	+	−	+	−	⊕	⊕	+	⊕
Private	⊕	−	?	+	⊕	⊕	⊕	⊕	⊕	⊕	⊕	⊕
Displacement	⊕	−	−	−	−	−	−	⊕	−	−	−	−
Innovative Housing Solutns.	−	−	+	−	+	−	⊕	−	−	⊕	−	⊕
Overall City Score	3	2	3	2	4	3	4	4	4	4	4	4

KEY

1. Calgary
2. Winnipeg
3. Halifax
4. St. John's, Nfld.
5. Toronto
6. Niagara-on-the-Lake
7. Baltimore
8. Williamsburg
9. Savannah
10. Pittsburgh
11. Charleston
12. Lowell

When I began my site visits, there were a number of factors that my literature search had identified as being of consequence in the implementation process: How resources were evaluated, the manner that area boundaries were set, the nature of the process itself, the amount of financing and the existence of citizen participation programs. The literature and my experience seem to indicate that the success of an implementation program would rest on these factors and the manner in which they were instituted. It is interesting to note that my site visits did not bear out the importance of these factors.

The Pittsburgh, Charleston and Savannah situations provide the most help in understanding how to successfully organize and implement an area conservation approach. I use these examples since my research would suggest that most successful conservation activities have had a significant level of volunteer initiative. In almost all respects, the key organization ingredients were the leaders, the nature of the cause, and the means by which public/private support was generated and continually fostered. It is interesting to note that in all three cases, the cause was and is still, seen as a respectable activity to be involved in. In many cases in Canada, this is also true but not to the extent that large numbers of the higher income groups would play a leading role in supporting a cause such as a preserving and revitalizing a rundown residential area.

From my research, it would appear that any renewal effort needs only six to twenty people to address a range of objectives. The leader (president or chairman) has to make a total commitment to the cause and in order to be certain an organization thrives, this commitment will have to be ongoing. In my travels and interviews, the following leader characteristics were seen as important: dedication, patience, imagination and, most importantly, the willingness to take risks. The latter point is crucial, especially in the Canadian context where conservation and neighbourhood groups have generally been conservative. In almost all cases, none of the leaders were experts and were, therefore, unencumbered by professional filters that would lessen the initiative to take a chance. This finding can have a significance on what area conservation policies and procedures could be in the future.

Development industry professionals and actors (planners, architects and bankers) operating within a conservation framework and dealing with a third sector or volunteer element will have to change their attitudes and work patterns.

In addition, to be willing to take a chance, they will have to begin to think "small", i.e. worry about small sections of a district, be concerned with details and the individual since it is often the small factor in the overall scheme that will lead to success. For example, Mr. Smith may or may not renovate his house depending on the location of a tree, the clean-up of a lane, parking, etc. This implies a significant change to many planners and architects. I am exploring this issue in more detail in an article that I am preparing for the CIP Forum. In the districts I visited, the planning function has been carried out very well by people who often did not have formal training in either architecture, planning or financial matters. It is interesting to note that the leaders in the three successful examples I have briefly examined, were not planners or architects. As an academic involved in the training of new design professionals, I am not prepared to say that these professionals should not be actively involved in the conservation process. Rather, I would like to argue that the professional will have to appreciate the need to adopt the leadership skills that I have discussed. This has implications on education and professional development courses. It is interesting to note that this finding has been to some extent, confirmed by a recent study/survey of the Department of Municipal Affairs in Alberta. This study seems to suggest that planners are looking for creative thinking, presentation skills and, most importantly, (for the report), management ability. In my work in Continuing Education I am developing courses in these areas. I am now finalizing details on a conference entitled "The Reusable City" which draws on my travels and which will explore the need for new attitudes. We therefore need to look at creative partnerships of public and third sector (volunteer)actors as opposed to the sterile public sector management of many area conservation efforts.

While financing in Canada tended to be of a conventional nature, in the United States all sectors tended to be creative in nature. One can refer to the Lowell initiatives, the wide range of public sector financing in Baltimore and the volunteer (third sector) efforts in Pittsburgh and Savannah. While the first two are easily understood, I would like to comment on the use of revolving funds. Revolving funds are usually not expected to make a profit - they do at times show a small profit. The amount of money in a revolving fund is often small and usually is seen as seed money to act as a catalyst to attract more money. Most funds are flexible and are able to meet a variety of goods. Funds can be used to buy a building, lease a property, give low interest/no interest loans, provide funds for organizing activities and buy facade easements. While there is a considerable literature of revolving funds, I would suggest The Revolving Fund Handbook published by the Architectural Conservation Trust of Boston. It examines the concept in some detail.

The use of revolving funds could have a significant impact on residential conservation due to the high level of non governmental participation in the implementation process. This participation may help to make better use of financial resources. (C.M.H.C. please note the role that a fund could play in a conservation area).

When examining the success of the United States efforts, one might take into account the attractive tax incentives under the Tax Reform Act of 1976.

We can learn from many American districts in terms of the design and development centered mechanisms they have adopted. The public sector, in cooperation with the volunteer sector, are involved in protecting what has been conserved. This can only be done with by-laws that have teeth, or the existence of a comprehensive control system. These controls should not be administered solely by public officials but with the equal input of the lay public. This helps to foster a cooperative image to enforcement.

The Design Review Board can be a community-used tool but is often made up of an "expert" group of people.

The final aspect of the implementation process that must be considered is the incorporation of planning considerations as integral aspects of area conservation analysis and decision making. I would argue that the crucial elements of planning-related goal setting, problem definition, the generation and evaluation of alternatives must always be considered within area conservation. The introduction or retention of housing can always be seen as a major element of that planning process. In my work in Fort Macleod, Alberta, for Alberta Culture, I am using this tool in addition to a revolving fund.

My travels have enabled me to survey a great many conservation projects, analyse their implementation, assess their relevance to Canada. I am now completing a major article for Plan Canada entitled "Towards a New Urban Renewal" using this information as background data, incorporating this work into my lectures and planning new continuing education courses. I have given a public lecture in Calgary and expect to deliver one in Edmonton. All the documents I have collected are now available for my students as well as those involved in conservation in Calgary.

There are a great many potential audiences for this report, each segment with its own particular interests and concerns. One could, in effect, write a textbook on implementation from these different perspectives. I trust that this brief report will be of use to C.M.H.C. in examining area conservation policies.

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