Historic Preservation and Rightsizing

Donovan Rypkema
PlaceEconomics
Washington, DC
Cities are rightsizing

Preservation should be included but isn’t

Opportunity to assist cities
What is Rightsizing

Lessons from the ACHP Study

HP/Rightsizing Implementation Principles

Why Historic Preservation and Rightsizing

Lessons from Muncie
What is Rightsizing?

Re-adjusting a shrinking city’s built environment (buildings and infrastructure) to match its current and projected population and development trends.
REINVENTING AMERICA'S LEGACY CITIES

The 110th American Assembly
April 14-17, 2011
Westin Book Cadillac Hotel
Detroit, MI

strategies for cities losing population

REBUILDING AMERICA'S LEGACY CITIES
New Directions for the Industrial Heartland

Alan Mallach, Editor
BUT IT IS NOT A CORE STRATEGY IN THEORY

Pages 371

Authors 23

Chapters 11

City Case Studies 5

Mentions of Historic Preservation 0
Rightsizing and Historic Preservation:  
*It ain’t just Detroit*
Rightsizing is not just big cities

Between 2000 and 2010, 454 cities lost population:
- 5 were over 500,000 in population
- 50 were between 100,000 and 500,000
- 110 were between 50,000 and 100,000
- 239 were between 20,000 and 50,000
Rightsizing is not just the northeast

- 41 states plus Puerto Rico had at least one city over 20,000 that lost population
- Even "growth" states, had cities with shrinking population: California (57); Florida (26); Texas (11), Virginia (11), Arizona (4)
There are rightsizing needs in growing cities

• Often cities that are growing still have neighborhoods that could use rightsizing tools and strategies
THE STUDY

20 older industrial cities

22 interviews with preservationists

16 online surveys completed by planners

8 follow-up interviews with planners

5 interviews with “focus group”
METHODOLOGICAL NOTE

Small Sample issue

General trends & patterns rather than statistical certainty
So what’s the problem?

Vacant buildings
Vacant land
Building stock
Limited resources
Other
PROBLEMS STEMMING FROM SHRINKING CITIES

Vacant buildings
Vacant land
Building stock
Limited resources
Other

Depressed market
Aging, deteriorating properties
Safety issues
Foreclosures
The Impact of Abandonment

Assumptions

• 8 houses per side of street

• 2000 s.f. house

• Center city

• Midwest, pre 1950

Value - $126,500
The Impact of Abandonment

One house abandoned

Value - $126,500

Value - $109,000

Value loss in the block - $389,000
PROBLEMS STEMMING FROM SHRINKING CITIES

Vacant buildings
Vacant land
Building stock
Limited resources
Other

- Repurposing vacant land
- No big chunks for development
PROBLEMS STEMMING FROM SHRINKING CITIES

Vacant buildings
Vacant land
Building stock
Limited resources
Other

Low-quality housing
Functionally obsolete housing
Expensive to bring up to code
Aging infrastructure and public facilities
PROBLEMS STEMMING FROM SHRINKING CITIES

Vacant buildings
Vacant land
Building stock
Limited resources
Other

Municipal budgets
Demolition $$ < problem properties
States cutting funding
How to stop abandonment
PROBLEMS STEMMING FROM SHRINKING CITIES

Vacant buildings
Vacant land
Building stock
Limited resources
Other

Loss of identity
Rental properties
Commercial corridors
Resources Consulted

- Local foundation or nonprofit
- Cities in similar situations
- Academic institution
- County officials or administrators
- Federal agency
- National organization
- SHPO
- State legislators
- Local corporation
- Federal agency
- County officials or administrators
- Academic institution
- Cities in similar situations
- Local foundation or nonprofit

ACHP: 5%
None: 15%
Other: 30%
National organization: 35%
SHPO: 40%
State legislators: 45%
Local corporation: 50%
Federal agency: 55%
County officials or administrators: 60%
Academic institution: 65%
Cities in similar situations: 70%
Local foundation or nonprofit: 70%
FEDERAL RESOURCES

25 programs from 10 agencies

- CDBG (HUD)
- NSP, NSP2, NSP3 (HUD)
- Metropolitan and Statewide Planning Grants (FTA)
- Urbanized Area Formula Planning Grants (FTA)
- Major Capital Investments grants (FTA)
- TIGER Grants (SC2)
- Planning Grants and Technical Assistance Grants (EDA)
- Energy Efficiency Conservation Block Grants (DOE)
- Urban and Community Forestry grants (Forest Service)
- Farmers Market Promotion Program (USDA)
- Community Food Projects Competitive Grants Program (USDA)
- CDC/504 loans (SBA)
- Choice Neighborhood Initiative (SC2)
- Public Works and Economic Adjustment Assistance (EDA)
- Section 502, 521, 523, 524, and 533 (USDA)
- Technical Assistance (Commerce)
- STTR and SBIR grants (DOD)
- Community Base Reuse Plans grants (DOD)
- Section 703 Disaster Relief (EDA)
- Economic Adjustment Assistance (Commerce)
- Economic Development Support for Planning Organizations (Commerce)
- Community Economic Adjustment Planning Assistance (DOD)
- Impact Aid School Construction Funds (DOE)
- Education Stabilization Funds (Dept. of Ed)
- Job Corps (DOL)
Why so few programs used?

1. Don’t fit needs

1. Lack of staff resources

2. Agencies aren’t marketing effectively
CHALLENGES

Few municipal resources
Planning shifts
Policy changes
Encouraging and targeting growth
Multi-jurisdictional

“I’m the only professional planner for the City. Lots of my time is spent on day-to-day stuff, so it’s hard to do long-term planning.”
CHALLENGES

Few municipal resources
Planning shifts
Policy changes
Encouraging and targeting growth
Multi-jurisdictional

“People want to go back to the 1940s or 1950s, with a house on every parcel. That’s the image they have. We have to get people to buy into a less dense model.”
CHALLENGES

Few municipal resources
Planning shifts
Policy changes
Encouraging and targeting growth
Multi-jurisdictional

“The historic purpose of zoning laws has been to control growth. When you have the opposite thing happening, you need to adapt your zoning ordinance to be more flexible.”
CHALLENGES

Few municipal resources
Planning shifts
Policy changes
Encouraging and targeting growth
Multi-jurisdictional

“It's less rightsizing, and more steering development in existing urban and village centers based on smart growth and livability principles.”
CHALLENGES

Few municipal resources
Planning shifts
Policy changes
Encouraging and targeting growth
Multi-jurisdictional

“So many national policies need to be changed, like subsidizing highways and new development. All those hurt historic neighborhoods.”
PRESERVATION’S POTENTIAL

Planning
Focus resources
Historic neighborhoods first
Incentives
Education and advocacy

“Preservation knows something about managing change, both in growth and shrinkage dynamics.”
PRESERVATION’S POTENTIAL

Planning
Focus resources
Historic neighborhoods first
Incentives
Education and advocacy

“You have to be realistic—pick your battles.”
PRESERVATION’S POTENTIAL

Planning
Focus resources
Historic neighborhoods first
Incentives
Education and advocacy

“The City recognizes that historic districts are the viable neighborhoods.”
PRESERVATION’S POTENTIAL

Planning
Focus resources
Historic neighborhoods first
Incentives
Education and advocacy

“If preservation is for the public good, then make public dollars available.”
PRESERVATION’S POTENTIAL

Planning
Focus resources
Historic neighborhoods first
Incentives
Education and advocacy

“We should use the city’s built assets as a core building block and engage community members in thinking that way too.”
CONCLUSIONS OF STUDY

1 Cities are responding to problems with actions that are consistent with rightsizing
CONCLUSIONS OF STUDY

Cities lack the resources to develop and execute comprehensive, strategic, long-range responses.
CONCLUSIONS OF STUDY

Municipal governments are not familiar with and not using available federal resources for rightsizing.
Preservation tools, historic resources, and preservation advocates are not consciously included in rightsizing.
THE STUDY – PART TWO

20 older industrial cities

All had National Register Districts

17 had Local Districts

Overlaid historic districts on Census Block data

Compared population change 2000 to 2010 of historic districts vs entire city.
FINDINGS OF POPULATION STUDY

1. As a whole 20 cities lost 11.6% of their population.

Local historic districts lost 6.6%
In 11 of the 17 that had local districts the population change was more favorable than the city as a whole.
However, only 14 were CLGs, many did not have basic information about historic districts web accessible, only 2 had publically available GIS maps.
Preservation should be not just a part of, but the basis of, comprehensive Rightsizing strategies.
Infrastructure in Place
Homes in local historic districts enjoy an immediate 2 percent increase in values relative to the city average, once local designation has taken place; and thereafter, they appreciate at an annual rate that is 1 percent higher than the city average.
## Foreclosures per 1000 Properties

<table>
<thead>
<tr>
<th>Location</th>
<th>Overall</th>
<th>In Local Historic Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canton</td>
<td>10.0</td>
<td>6.4</td>
</tr>
<tr>
<td>Milford</td>
<td>14.7</td>
<td>0.0</td>
</tr>
<tr>
<td>Norwich</td>
<td>28.9</td>
<td>19.9</td>
</tr>
<tr>
<td>Windsor</td>
<td>17.7</td>
<td>16.1</td>
</tr>
<tr>
<td><strong>Composite Total</strong></td>
<td><strong>19.70</strong></td>
<td><strong>9.96</strong></td>
</tr>
</tbody>
</table>
Density at Human Scale

Urban Development Intensities in the Washington, DC Metropolitan Area

A Comparative Analysis

Most people, urban planners included, have a difficult time determining a neighborhood’s density simply by observation. Perceptions can be deceiving, especially when trying to compare areas with varying building heights, population sizes, and geographical size. Density is a complex concept that incorporates measured density, perceived density, and crowding. Each discipline—planners, economists, sociologists, and demographers—uses the term to mean, and connotes, different concepts. While the term is often described as objective, it is also relative; nearly everyone has a different interpretation of low, medium, and high densities. What do measures of jobs per acre, or population per acre, feel like to employees or residents of a neighborhood? How do the places in which we live and work measure up and compare? Can objective, numeric measures really reflect the "urban-ness" of a place?

Regional Activity Centers

The Metropolitan Washington Council of Governments (COG) has developed a typology of regional activity centers—essentially clusters of employment. Starting with the D.C. core and moving outward, they include mixed-use centers, employment centers, and suburban employment centers. Each classification represents a different type and scale of development. There are, however, significant differences within the classifications themselves. The D.C. core includes downtown Washington, D.C., the government center of the nation and the business center of the region. However, the core also includes Georgetown, which along with Alexandria, Virginia constitutes the two 19th-century cities that pre-date the formation of Washington itself. The mixed-use centers include the Metrorail-served markets of the Rosslyn-Ballston corridor, Crystal City, Pentagon City, Silver Spring, and Bethesda. Employment centers include what have been characterized as "edge cities" such as

[Image: Washington DC Core]

Centrality
First place of “return to the city”
Distinctive neighborhoods
Sense of Place
The Growing Importance of *Walkability*

Create Walkable Neighborhoods

*Walkable communities are desirable places to live, work, learn, worship and play, and therefore a key component of smart growth.*

Smart Growth America
Neighborhoods built a half-century or more ago were designed with "walkability" in mind. And living in them reduces an individual's risk of becoming overweight or obese.

American Journal of Preventive Medicine
The Growing Importance of *Walkability*

Two-thirds see being within an easy walk of places in their community as an important factor in deciding where to live.

National Association of Realtors Community Preference Survey
Walker's Paradise
- 90-100
- Daily errands do not require a car

Very Walkable
- 70-89
- Most errands can be accomplished on foot

Somewhat Walkable
- 50-69
- Some amenities within walking distance

Car Dependent
- 25-49
- A few amenities within walking distance

Car Dependent
- 0-24
- Almost all errands require a car
Historic Preservation in Connecticut:
Advancing good urban design principles in towns and cities of every size

- Walker's Paradise: Daily errands do not require a car.
- Very Walkable: Most errands can be accomplished on foot.
- Somewhat Walkable: Some amenities within walking distance.
- Car Dependent: Almost all errands require a car.

Scores from Walkscore.com

Good urban neighborhoods are walkable. Nearly 90% of historic preservation tax credit projects are in neighborhoods described as Very Walkable or Walker’s Paradise.
Mixed Use
27% of households 1 person

15% of 25-34 year olds live with parents

14% of prospective home buyers will buy smaller
Proximity
## Spend $1,000,000 in Indiana

<table>
<thead>
<tr>
<th></th>
<th>New Construction</th>
<th>Rehabilitation</th>
</tr>
</thead>
<tbody>
<tr>
<td># of Houses</td>
<td>8</td>
<td>10</td>
</tr>
<tr>
<td># of Jobs</td>
<td>15.2</td>
<td>18.8</td>
</tr>
<tr>
<td>Household Income</td>
<td>$613,500</td>
<td>$782,000</td>
</tr>
</tbody>
</table>
SAVE OUR NEIGHBORHOODS
Thursday Night
Homewood Library
6pm.

1699 Presents
313th Birthday of
The City of Ocean Springs
LANDSHARK BLOCK PARTY
Friday April 27th
7:30 pm - 11:00 pm

Notice of Historic District Review
An application for work on this property will be presented at
Public Hearing
Second Tuesday of the Month
150 N. Main St. 5:00 p.m.
(Fire Station)
Questions or Comments: City Hall, 342-1251 x97

Entering Grahamsville Historic District
It takes 10 to 80 years of an energy efficient new building to make up for the negative climate change impacts of construction.

Building reuse almost always offers environmental savings over demolition and new construction.
Small Business Incubation
So what have we learned?

• Rightsizing will happen

• Preservation not part of rightsizing

• Preservation should be
Our Response

Rightsizing Cities Initiative
A comprehensive, data-based tool for strategic allocation of resources in neighborhoods.

ReLocal
Why Muncie?
<table>
<thead>
<tr>
<th>Economic Opportunity</th>
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</thead>
<tbody>
<tr>
<td>At-Home Businesses</td>
</tr>
<tr>
<td>Households with High Speed Internet</td>
</tr>
<tr>
<td>Business/Merchants Association</td>
</tr>
<tr>
<td>Neighborhood Business District</td>
</tr>
<tr>
<td>Immigrant In-Migration</td>
</tr>
<tr>
<td>Unemployment Rate</td>
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<tr>
<td>Employment Centers</td>
</tr>
<tr>
<td>Engagement</td>
</tr>
<tr>
<td>-------------------------------</td>
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<tr>
<td>&quot;Third Places&quot;</td>
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<tr>
<td>Neighborhood Associations/Block Groups</td>
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<tr>
<td>Voter Registration</td>
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<tr>
<td>Voter Participation</td>
</tr>
<tr>
<td>Senior Organizations</td>
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<tr>
<td>Youth Organizations</td>
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<tr>
<td>Environmental</td>
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<tr>
<td>----------------------------------</td>
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<tr>
<td>Noise Pollution</td>
</tr>
<tr>
<td>Views</td>
</tr>
<tr>
<td>Graffiti</td>
</tr>
<tr>
<td>Air/Odor Pollution</td>
</tr>
<tr>
<td>Brownfields</td>
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<tr>
<td>Embodied Energy</td>
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<tr>
<td>Topography</td>
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<tr>
<td>Flood Plains</td>
</tr>
<tr>
<td>Neighborhood Park</td>
</tr>
<tr>
<td>Tree Cover</td>
</tr>
<tr>
<td>Water</td>
</tr>
<tr>
<td>Fiscal</td>
</tr>
<tr>
<td>-------------------------------</td>
</tr>
<tr>
<td>Demolition to Rehabilitation Ratio</td>
</tr>
<tr>
<td>Intervention Tools Available</td>
</tr>
<tr>
<td>Sales Tax Generation</td>
</tr>
<tr>
<td>Property Tax Generation</td>
</tr>
<tr>
<td>Property Value/Acre</td>
</tr>
<tr>
<td>Infrastructure Value</td>
</tr>
<tr>
<td>Infrastructure Depreciation</td>
</tr>
<tr>
<td>Density</td>
</tr>
<tr>
<td>Neighborhood Character</td>
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<tr>
<td>------------------------</td>
</tr>
<tr>
<td>Architectural Character</td>
</tr>
<tr>
<td>Quality of Building Stock</td>
</tr>
<tr>
<td>Design Guidelines</td>
</tr>
<tr>
<td>Local Historic District</td>
</tr>
<tr>
<td>National Register Historic District</td>
</tr>
</tbody>
</table>
## Proximity/Walkability

<table>
<thead>
<tr>
<th>Walk Score</th>
<th>Schools/School Buildings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Business District</td>
<td>Sidewalks</td>
</tr>
<tr>
<td>Bike Routes</td>
<td>Street Grid/Street Connectivity</td>
</tr>
<tr>
<td>Community Centers</td>
<td>Traffic Volume</td>
</tr>
<tr>
<td>Medical Services</td>
<td>Walking Trails</td>
</tr>
<tr>
<td>Public Facilities</td>
<td>Public Transportation</td>
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</tbody>
</table>
# Real Estate Market

<table>
<thead>
<tr>
<th>Category</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Construction</td>
<td></td>
</tr>
<tr>
<td>Remodeling/Renovation</td>
<td></td>
</tr>
<tr>
<td>Change in Value over Time</td>
<td></td>
</tr>
<tr>
<td>Sales</td>
<td></td>
</tr>
<tr>
<td>Vacant Buildings</td>
<td></td>
</tr>
<tr>
<td>Vacant Lots</td>
<td></td>
</tr>
<tr>
<td>Foreclosures</td>
<td></td>
</tr>
<tr>
<td>Publically Owned Land</td>
<td></td>
</tr>
<tr>
<td>Tax Delinquency</td>
<td></td>
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<tr>
<td>Stability</td>
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<td>------------------------</td>
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<tr>
<td>Economic Integration</td>
<td></td>
</tr>
<tr>
<td>Population Change</td>
<td></td>
</tr>
<tr>
<td>Demolition Permits</td>
<td></td>
</tr>
<tr>
<td>% Owner Occupied</td>
<td></td>
</tr>
<tr>
<td>Diversity</td>
<td></td>
</tr>
<tr>
<td>Long Term Owners</td>
<td></td>
</tr>
</tbody>
</table>
1004 E Jackson St

Is there a building on the property?

- Yes
- No

Submit answers
1004 E Jackson St

Is there a building on the property?
- Yes
- No

Is it occupied?
- Yes
- No

What is the building's condition?
- Very poor
- Poor
- Fair
- Good
- Very good

What is the built character?
- Low
Range of Options

- Economic Opportunity
  - Engagement
  - Environmental
  - Fiscal
  - Neighborhood Character
  - Proximity/Walkability
  - Real Estate Market
  - Stability

Community Input
Abandon
Rapid Transition away from Residential Use
Gradual Transition from Residential Use
Moderate Stabilization Opportunity
Strong Stabilization Opportunity
Repopulation Opportunity
Lessons from Muncie
East Central (only local historic District)

Not such good signs

• Lost 16% of population 2000-2010 (city grew ~4%)
• 42% of building permits for demolition
• 35.7% owner occupancy vs 51.4% for city
• High portion (61.4%) not in labor force
• Average income below city average
East Central

Great signs

• Highest score for neighborhood character
• 27% of all buildings “high” or “landmark” rated for architectural character
• High public space score
• Highest walkability score
• Nearly every building within ½ mile of school, neighborhood business district, walking trail and other public facility
• Much higher sidewalk to street ratio than city as a whole
<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Purchasing Power</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Central</td>
<td>$18,709,507</td>
</tr>
<tr>
<td>Industry</td>
<td>$30,466,774</td>
</tr>
<tr>
<td>Old West End</td>
<td>$28,201,736</td>
</tr>
<tr>
<td>South Central</td>
<td>$14,754,944</td>
</tr>
<tr>
<td>Westridge</td>
<td>$16,803,469</td>
</tr>
</tbody>
</table>
Local Historic District: Economic Integration and Mirror of the City

Muncie

- <$15: 24.7%
- $15-$35: 33.6%
- $35-$75: 29.7%
- $75+: 12.0%

East Central

- <$15: 32.6%
- $15-$35: 29.0%
- $35-$75: 31.2%
- $75+: 7.3%
Implementation Principles

Preservation as means not end

Set priorities

Not just one set of standards

Data driven

Assemble tools
Thank you very much