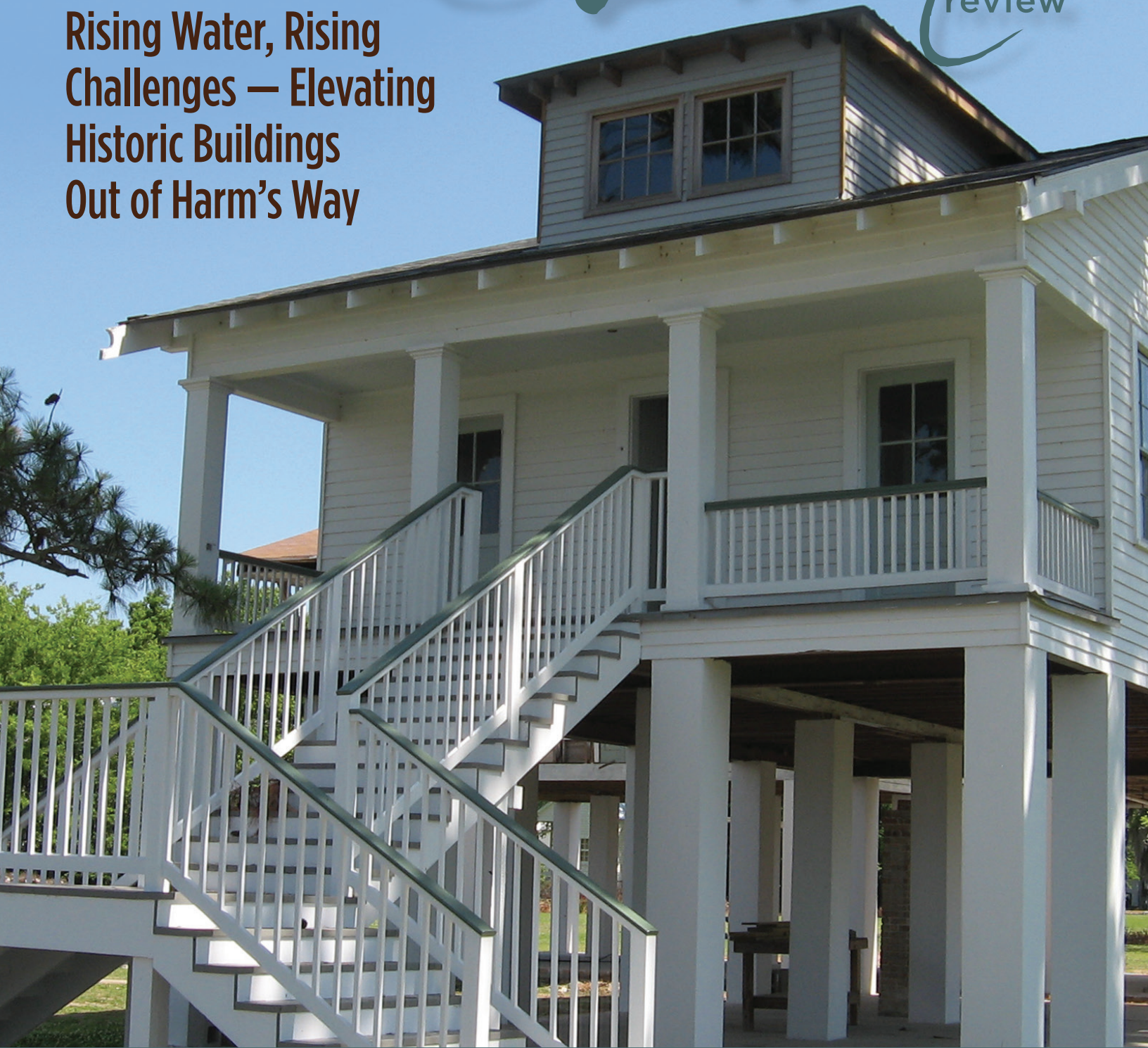


A Quarterly Journal of
the National Alliance of
Preservation Commissions
Summer 2018

Alliance
the
review

Rising Water, Rising Challenges — Elevating Historic Buildings Out of Harm's Way



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Historic residence after being elevated in Mandeville, Louisiana.
Credit: Phil Thomason



A quarterly journal with news, technical assistance, and case studies relevant to local historic preservation commissions and their staff.

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In this Issue

BY PHIL THOMASON, THE ALLIANCE REVIEW EDITORIAL COMMITTEE

This issue focuses on the challenges faced by communities and preservationists due to rising sea levels and extreme flooding events. A recent study by the National Oceanic and Atmospheric Administration (NOAA) found that high-tide flooding is happening at twice the rate than just thirty years ago. Not only are the coasts experiencing more frequent high tides as well as threats from storms and hurricanes but many inland communities have also been inundated by intense downpours and floods. In response, flood zone maps have been revised for many communities and property owners face drastic insurance premium increases.

In this issue Lisa Craig examines the approach taken by Annapolis, Maryland to address solutions to the city's frequent flooding problems. The debate over whether or not to allow elevation of buildings in Charleston, South Carolina's Landmark Historic District is described by City Architect Dennis Dowd, and architect Chris Wand details the response to frequent flooding and elevation building standards in Cedar Rapids, Iowa. Rod and Louisette Scott offer their perspective on how best to elevate historic buildings to meet federal standards, based on their experiences in coastal Louisiana and Mississippi. Finally, Colleen Danz gives us a preview of this year's PastForward® Conference in San Francisco, where you can learn more about the impacts of these extreme climate events.

We hope you enjoy this issue of *The Alliance Review*. Please let us know if you have suggestions for future articles or topics to consider.



Lisa Craig currently works as Director of Resilience with Michael Baker International, previously serving as Chief of Historic Preservation for the City of Annapolis. She is also a NAPC CAMP trainer on community engagement and hazard mitigation planning for historic communities.

Resilience in Annapolis — Creating a Cultural Resource Hazard Mitigation Plan

By Lisa Craig

“This historic Maryland seaport, with its distinctive colonial storefronts, beautiful and elegant State House, and large collection of 18th century brick homes, offers an unrivalled glimpse into the nation’s past. That is why we at the National Trust named Annapolis one of our National Treasures in 2014. It is a City with deep national and historic significance – and one that, due to the rising sea levels... is now under threat.” – *Stephanie Meeks, President and CEO, National Trust for Historic Preservation; Foreword to Weather It Together: A Cultural Resource Hazard Mitigation Plan*

While recognition of Annapolis’ historic importance is welcome – including designation as a National Historic Landmark and a National Treasure – visitors uploading digital images of the beautiful City Dock with its symbolic domes and steeples, is preferable to photographs of tidal flood waters circling the feet of Alex Haley at the Kunta Kinte Memorial. Mr. Haley’s statue has become the high-water mark for flooding in the city – representing an increasingly urgent call to action.

In response, the City of Annapolis Historic Preservation Division launched a landmark planning initiative, *Weather It Together: Protect Our Historic Seaport (Weather It Together)*. This process took an unconventional approach, using as its primary guide the city’s natural hazard mitigation plan (HMP), instead of the city’s comprehensive plan or the State of Maryland’s preservation plan. Hazard mitigation planning as defined by the Federal Emergency Management Agency engages communities



Credit: Alicia Moran

Kunta Kinte Memorial during tidal flooding at Annapolis City Dock.

“to identify risks and vulnerabilities associated with natural disasters, and develop long-term strategies for protecting people and property from future hazard events.”ⁱ

Annapolis – A Capital City

When Annapolis was platted in 1695, the highest points were chosen for the State House and St. Anne’s Church. One of the first planned cities in colonial America, Annapolis was designed in the baroque style by Governor Francis Nicholson.ⁱⁱ From the public circle surrounding the State House and the smaller circle set aside for the Anglican church, a system of radial streets extended outward toward the harbor and the edges of the city.ⁱⁱⁱ With few modifications, Annapolis developed in harmony with this original plan. Main Street, Maryland Avenue and the City Dock were

established as the economic heart of the city by the early 18th century.^{iv}

Annapolis’ location as an historic colonial port and a major governmental and institutional center resulted in a city that today is the state capital, the commercial center for Anne Arundel County, the home of St. John’s College and the U.S. Naval Academy (USNA), and the regional boating center for the Chesapeake Bay.^v

The Threat

According to the National Oceanic and Atmospheric Administration (NOAA) National Climate Data Center database, from 1950–2011 Anne Arundel County experienced 60 flood events, 2 hurricanes, 3 tropical storms, 19 tornadoes, 41 thunderstorm and high wind events, 41 lightning events, and 56 hailstorms. Many of these events caused property damage, injuries, and deaths. Between 1957–1963, Annapolis saw 3.8 days

ⁱ Federal Emergency Management Agency, *Local Mitigation Planning Handbook*

ⁱⁱ Jane Wilson McWilliams, *Annapolis: City on the Severn* (Baltimore, Johns Hopkins University Press, 2011) p. 19

ⁱⁱⁱ Maryland National Register Properties, Colonial Annapolis Historic District, Inventory No: AA137

^{iv} City of Annapolis Ward One Sector Plan, January 1993, p. 17.

^v City of Annapolis Ward One Sector Plan, January 1993, p. 17.



Credit: VisitAnnapolis.org

View of downtown Annapolis

on average of nuisance flooding (occasional minor coastal flooding experienced during high tide); between 2007–2013, Annapolis had on average 39.3 days of nuisance flooding. In a report by the Union of Concerned Scientists, Annapolis is forecast to experience daily tidal flooding by 2065.

The downtown flood risk area rapidly rises away from the shoreline toward the hills occupied by the State House and St. Anne’s Church; leaving a sometimes narrow coastal plain. This waterfront area incorporates the original harbor area as shown on early plans of the city, which has been modified over the years through fill and bulkhead construction. Many people living in Annapolis have vivid memories of flooding in this area from Hurricane Isabel (2003), which rose to 6.4 feet. At 6.4 feet, 60 out of 140 properties with known elevations in the study area would flood. If an Isabel-equivalent storm surge happens in 2050 84% of the historic properties would flood.

Weather It Together: A Cultural Resource Hazard Mitigation Plan

Hazard mitigation planning is a four-step process:

- 1) Organize the Planning Process and Resources;
- 2) Assess Risks;
- 3) Develop a Mitigation Strategy; and

4) Adopt and Implement the Plan. Each jurisdiction must have an HMP if it is to qualify for Federal Emergency Management Agency (FEMA) post-disaster assistance. How cultural resources fit into this essential planning process is covered in another FEMA publication, *Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning: State and Local Mitigation Planning How-To Guide*.^{vi} Known as a Cultural

“By implementing Weather It Together: A Cultural Resource Hazard Mitigation Plan for the City of Annapolis, the historic Chesapeake Bay community will survive and thrive by building resilience embracing sustainable development and adapting to hazards and natural disasters that threaten the Capital City’s cultural and natural heritage.”

– A vision statement for Annapolis from
Weather It Together: A Cultural Resource
Hazard Mitigation Plan

^{vi} Federal Emergency Management Agency, *Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning: State and Local Mitigation Planning How-To Guide*, FEMA 386-6 / May 2005

Resource Hazard Mitigation Plan (CRHMP), this planning process uses the same 4 steps, but considers the special status of designated landmarks and how they may “complicate recovery efforts,” but more importantly how these historic places serve as assets and their protection creates multiple benefits for “citizens who love their communities and want to protect their historic and cultural assets.”^{vii}

This FEMA guidance is specific to identifying the resources needed to incorporate historic property into hazard mitigation planning, determining which properties are at risk and prioritizing those most important to the community; evaluating hazard mitigation actions through benefit-cost analysis and other decision making tools; and developing and implementing a CRHMP. As FEMA states in its “how-to” guide,^{viii} while there is no one right planning process, there are several elements that are common to all successful planning endeavors, such

^{vii} Ibid. pg. iii

as engaging citizens, developing goals and objectives, and monitoring progress. Select the approach that works best in your community.”^{viii}

Community Engagement Leads to Community Value

It is critical to establish community value for historic properties and cultural resources. This requires a ranking process that corresponds to many variables (i.e. historic designation status, level of significance, degree of integrity, public sentiment and economic importance). Knowing the contributing or non-contributing status of historic resources in the community is a beginning. Planners and preservationists must engage the community to understand the “public sentiment” for historic places. “What may strike an outsider as an unimpressive artifact or piece of property may in fact be highly meaningful to the community.”^{ix}

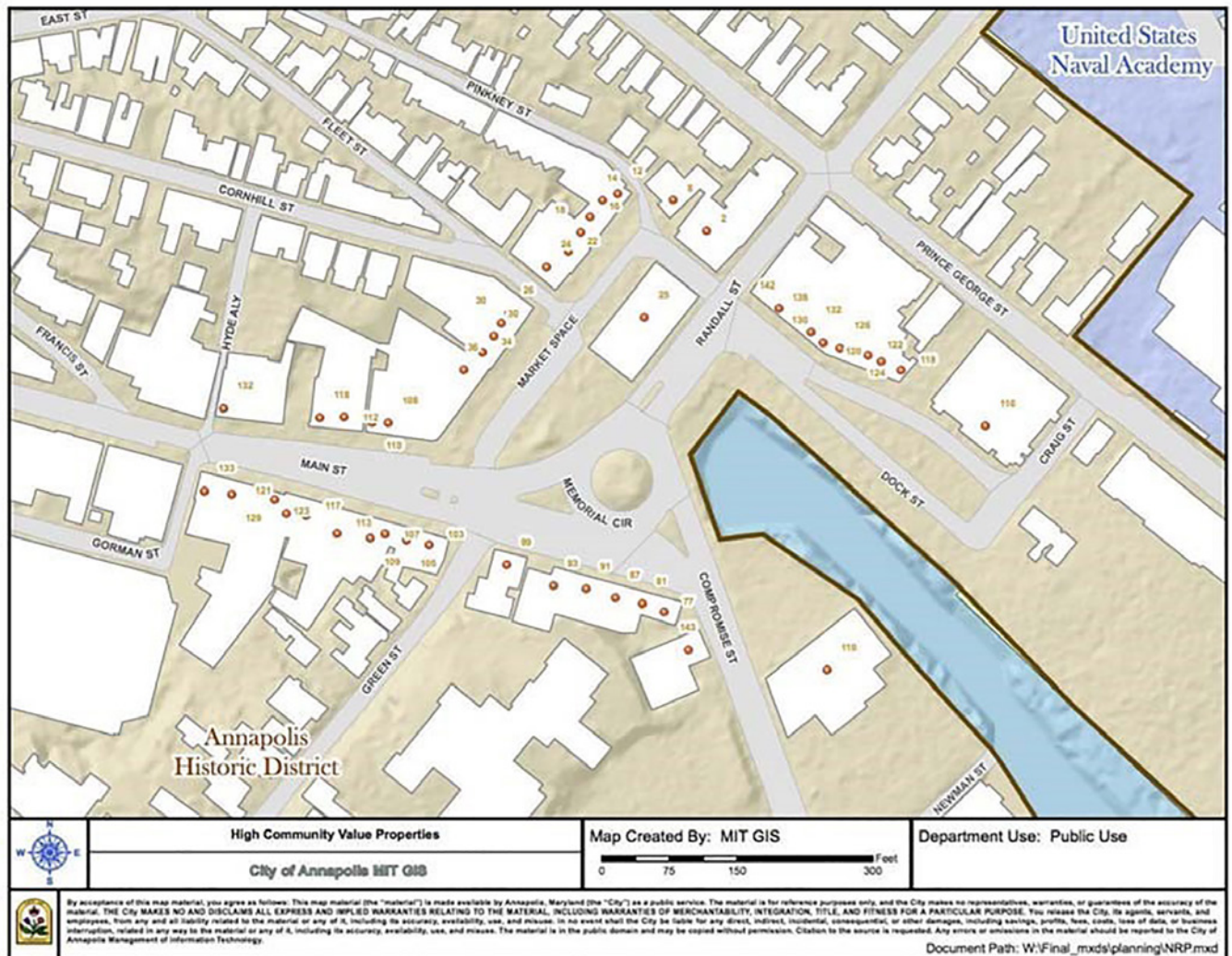
^{viii} Ibid.

^{ix} Weather It Together: A Cultural Resource Hazard Mitigation Plan for Annapolis - Foreword .



Credit: Lisa Craig

Flood waters in historic downtown Annapolis.



High Risk / High Community Value Properties in Annapolis

The strength of the Annapolis *Weather It Together* plan lies in this community-based approach to building a more resilient and sustainable historic downtown, one prepared for the near-term threats of tidal flooding and natural disasters, and for the longer-term inevitability of sea level rise. In working with stakeholder agencies, residents, business owners, property owners and the greater community, the *Weather It Together* initiative focused on those downtown historic places that mattered most to the larger community. The plan envisions protection of the natural heritage of the Chesapeake Bay, prioritizes preservation of historic properties with significant community value, demonstrates the importance of partnerships with public agencies and private stakeholders to reduce the costs and impacts associated with flood protection and flooding hazards,

and promotes both short and long term strategies for flood protection.

Within the *Weather It Together* inventory are forty-five (45) properties with a “High Community Value Ranking.” This FEMA-required ranking was determined with professional evaluation and community input through a series of online surveys, public meetings, workshops, and forums. The map shown identifies properties in the study area that were determined to be of high community value. As the map indicates, the consensus of these surveys was to rank the area around the head of the City Dock, the Market House and lower Main Street as the character defining visual heart of Annapolis. Included in this area are the views towards landmarks and views outside of the study area; the

harbor, Severn River and Chesapeake Bay, Eastport across Spa Creek, and the views and vistas of the Maryland State House on State Circle, St. Anne's Church at the top of Main Street, the dome of the Naval Academy Chapel, and the chimneys and roofs of historic houses.

Sometimes referred to as the million dollar postcard view, the historic Annapolis cityscape draws 6.89 million annual visitors to Anne Arundel County and historic downtown Annapolis. Within this National Historic Landmark District, restaurants, retail shops, museums, the US Naval Academy, and recreational boating activities generated an estimated 1,458 jobs in downtown Annapolis. While the downtown represents only 10% of the city's population, it generates close to 20% of the entire city's assessed value and 31.4% of the city's commercial base. The Annapolis Economic Development Office estimates that spending in the downtown area was at least \$41.4 million in purchases. Much of that revenue is generated by the families and friends of midshipmen at the US Naval Academy (USNA) who come regularly to the city to visit their "mids" and enjoy all that Annapolis offers outside the Naval Academy gates.

Because of the close proximity of the Naval Academy to the city, it was imperative that the USNA architect, facilities staff and faculty participate in the Weather It Together initiative. Early engagement of key USNA staff and faculty resulted in the significant contribution of data and science to the risk assessment process for the City of Annapolis. In return, the city's historic preservation and public works heads were given seats on the USNA Sea Level Rise Advisory Council. This partnership was critical to the development of the *Weather It Together* plan as recognized by Vice-Admiral Walter E. "Ted" Carter, Jr., Superintendent of the US Naval Academy who stated in an October 2017 letter to then Mayor Mike Pantelides and the Annapolis City Council, "your planning efforts... have been impor-

tant to our own investigation. The partnership will continue...as the work on these issues evolve. The cultural landscape of our two National Landmarks are enduring and are worthy of the highest levels of concern and protection. Thank you for your unwavering support and leadership associated with sea level rise on the banks of the Severn."

Establishing Goals & Objectives

Beginning in November 2013, *Weather It Together* hosted nearly monthly Core Team stakeholder meetings, a town hall (250 people), a community forum (125 people), special lectures, and large public events such as the John Englander lecture and book signing at St. John's College, which drew a crowd of more than 600. Members of the *Weather It Together* Planning Team have spoken at local and state government public meetings, civic and non-profit events, and state and national conferences, culminating with the second annual Keeping History Above Water (KHAW) conference, co-hosted by the City of Annapolis and the Newport Restoration Foundation, which drew 280 attendees from 24 states and 3 nations to share case studies and best practices in the adaptation of historic coastal communities. Representatives from the *Weather It Together* stakeholder team continue to play a significant role in planning for future KHAW conferences.

Still, as the tides continue to rise there is work yet to do to engage and educate decision makers and community stakeholders in the hard choices and substantive actions that must be taken to protect culturally-rich and economically-vibrant historic seaports. Leading with solutions, the *Weather It Together* initiative is a proactive approach recommending forward-looking actions for implementation by residents, property and business owners, agencies and elected officials to reduce or manage flood rise, adapt to rising tides and flood waters, and protect and grow the city's economic, environmental and social interests. To that end, the *Weather It Together* plan offers a vision to guide

the next five years of adaptation strategies or goals with measurable objectives implemented through projects with specific actions.

The Plan

Weather It Together adaptation measures are informed by a simple message - the necessity to act now. There is time to plan, to reduce risk, and to turn flood hazards into flood response and prevention opportunities for planners, preservationists, environmentalists, business owners, residents, and design and building industry professionals. Specific goals, objectives and actions for continued public awareness were crafted and prioritized using the FEMA promoted approach which includes an analysis of the social, technical, administrative, policy, legal, economic and environmental consequences of proposed adaptation strategies.

The goals and objectives set for the city's 5-year *Weather it Together* plan for reducing the impact of tidal flooding and sea level rise on historic Annapolis could be a model for other historic coastal communities. The five key strategies include:

- 1) Implement a public awareness and engagement program;
- 2) Lead building resilience efforts in flood adaptation and mitigation;
- 3) Develop a disaster response and recovery plan to build back better;
- 4) Align land use, economic development, environmental and regulatory activities to protect the city's historic character and cultural and natural assets while promoting economic vitality; and
- 5) Fund public improvements and incentivize private investment for flooding adaptation.

"Balancing the goals of flood safety and the goals of historic preservation can be very complicated. Our state's historic buildings form the heart of many communities, and they often boost our economies – from small shops on Main Street to unique sites that attract heritage tourism dollars. But if preservationists are not part of local planning and preparedness, we will get left behind and risk losing the special places that make our communities "home." Annapolis embraced this challenge head-on, and we, in turn, have based our guidance to other communities on the Annapolis model."

– Elizabeth Hughes,
Director, Maryland Historical Trust

For more information on the *Weather It Together* plan check out the Landmark at Risk: Protecting Our Historic Seaport storymap created in partnership with Michael Baker International at Annapolis.gov/WeatherItTogether. ■



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Alive downtown.

Great neighborhoods.

*Since 2010 **Dennis J. Dowd**, AIA has been the Director of Urban Design and Preservation/City Architect for the City of Charleston, South Carolina. Before coming to South Carolina, he was in private practice in New England specializing in rehabilitation and preservation related projects.*

Design Guidelines for Elevating Buildings — the Charleston Process

By Dennis J. Dowd

Since its founding in 1670, the City of Charleston has endured challenges and threats from both natural and man-made events. Hurricanes, earthquakes, floods, and even the Civil War have devastated the City, particularly the historic peninsula, at one time or another. In the last three years alone two hurricanes and a 1000-year rainstorm have resulted in widespread flooding. With ongoing climate change and the accompanying expected sea level rise, Charleston and other coastal communities can expect the frequency of storms and flooding to increase.

Recognizing the frustration of the owners of the city's historic properties who have suffered damage and disruption from repeated flooding, the city's preservation staff decided to take the initiative to address the issue. We concluded that the best policy for the long-term protection of our historic structures was to accept the need to elevate buildings in compliance with Federal Emergency Management Agency (FEMA) guidelines, but to be proactive in studying ways to do so that are as architecturally sensitive as possible to these historic buildings and their surrounding context.

In Charleston, where district-wide preserva-

tion began in 1931, the Board of Architectural Review (BAR) oversees changes to buildings and structures within the historic districts. For years the BAR resisted requests to elevate historic buildings, routinely encouraging owners to seek relief from floodplain requirements in lieu of elevating their homes. This relief, popularly known as a "FEMA Variance," could be granted in some circumstances to buildings listed in the National Register of Historic Places. This was viewed as the more acceptable alternative based on the impact to the building and the effect on the streetscape and the City as a whole. However, given the rise in the frequency of flooding events (which increase a



Credit: City of Charleston Preservation Staff

Flooding at a key intersection following a rainstorm.

building's exposure to salt water), the extreme rise in flood insurance rates, and the desire of property owners to avoid repeated flooding, we felt it was in Charleston's best interest to re-think this policy.

In an effort to study the issue and develop guidelines, we conducted two workshops in a public forum open to residents of the city. A panel of local preservation architects, engineers, contractors and preservationists convened to study ways to achieve sensitive and appropriate elevating. In addition, Charleston's Director of Public Service reviewed sources of grant funding available to property owners; a knowledgeable representative of the International Association of Structural Movers described the physical process and financial impact of elevating a structure; and the former Chief of Historic Preservation for Annapolis, Mary-

land, discussed that city's experiences with, and measures for, addressing sea level rise.

The first workshop opened with an acknowledgment of the financial and physical impacts suffered during the latest round of storms. We wanted residents to know that the City of Charleston and the BAR are supportive of the need to elevate historic buildings if done sensitively and appropriately. A public comment period gave residents an opportunity to express their concerns and fears regarding the issue of repeated flooding. We heard from several residents about their experiences during the most recent events and learned that they were frustrated by the lack of information about potential funding assistance and by the past attitude of the BAR denying requests to elevate buildings out of the flood plain.



Credit: Roderick Scott

Impact of elevating on flood insurance rates.

Following the public comment period, the panel looked at aspects of Charleston’s built environment including rated structures, sister/grouped buildings, adjoined buildings and Freedman’s cottages. We identified specific challenges that face each of these building types. We also studied successful and unsuccessful methods employed in Charleston and other coastal regions. The first workshop concluded with the panelists providing their thoughts on a framework for a set of guidelines for elevating buildings. The panelists identified three areas as most critical to all proposed elevations: 1) Streetscape and Context Considerations, 2) Site Considerations, and 3) Preservation/Architecture Considerations.

The second workshop began with a review of what we learned in the first. Initially, the panelists noted that our highest rated buildings should be treated differently based on their architectural significance. Charleston maintains a rating system that classifies buildings into categories ranging from Category 1 through 4, with 1 being the highest and 4 the lowest. For the most part, Category 1 and 2 buildings are among the oldest in the City and are usually located on the highest

ground, predating most of the “made” or filled land; therefore, they typically do not have to be elevated. Where this is not the case, the panelists felt that these buildings should be evaluated with more discretion and should not automatically be elevated. Applicants should consider seeking a “FEMA variance” as the first option. If an application is made to elevate a Category 1 or 2 building, it should be reviewed by the BAR rather than staff. The lower-rated Category 3 and 4 buildings could be approved by staff if the elevation is three-feet or less, based on justification and documentation being provided for the request.

After this recap, participants divided into smaller groups, with each group discussing one of the three areas previously identified as most important. The entire group regathered after the discussion to share their findings, which city staff then synthesized into a draft set of guidelines. The most essential comments were as follows:

Streetscape and Context Considerations:

1. Submittals should include careful study of the following:



Credit: City of Charleston Preservation Staff

The Guidelines emphasize preserving the streetscape rhythm.

- Impact on important streetscape features.
 - Impact on relationship to immediate context and neighboring buildings.
 - Impact on streetscape scale and building pattern.
2. The first house elevated in a group of sister houses must set the precedent for future elevations in the group and should set the standard of high quality design.

Site Considerations:

1. Access should be similar to other buildings on the street. Retain existing circulation to street/sidewalk.
2. Buildings should remain in situ unless they must be moved to accommodate stairs, which in most cases should be constructed of masonry. It may be acceptable to align a building with its neighbors, but one should never be moved to introduce parking, additions etc. If neces-

- sary to move, minimize the impact by employing these guidelines.
3. If a building is raised a full story, maintain a piazza entry at ground level.
 4. An alternate entry location could be considered where a building does not have the sidewalk entry of a traditional Charleston single house.
 5. Maintain existing historic hardscape features, such as planter walls, fences, and gates.
 6. Mitigate transitions in height by introducing planter walls.
 7. Front fencing should be relatively transparent (wrought iron or wood picket).
 8. Encourage use of plantings or other pervious materials to help absorb water.

Preservation/Architecture Considerations:

1. Quality of historic material and detail should be maintained at the pedestrian level.
2. Buildings that have a direct architectural relationship with their neighbors (such as sister



Credit: City of Charleston Preservation Staff

A Category 2 dwelling in the process of an elevation meeting the Guidelines.

houses or adjoined row houses) will be considered within their context, noting the potential effect on each other and on future elevations.

3. Historic, character-defining features should be retained first, salvaged and reused second, or rebuilt when necessary as a last option.
4. The piazza screen and its associated elements should be conserved at the current elevation. Stairways within the piazza and piazza screen dimension may increase to mitigate the elevation change.
5. Primary entries should maintain the existing circulation pattern.
6. Employ architectural devices relating to the specific context to lessen the overall impact of the raised structure such as:

- Continue siding down the foundation.
 - Lower window levels to relate to the streetscape pattern and pedestrian scale.
 - Add a skirt board/water table.
 - Introduce a coping wall.
7. Significant elevation changes should create the appearance of an additional floor that proportionally relates to the floors above and fenestration patterns on the streetscape.

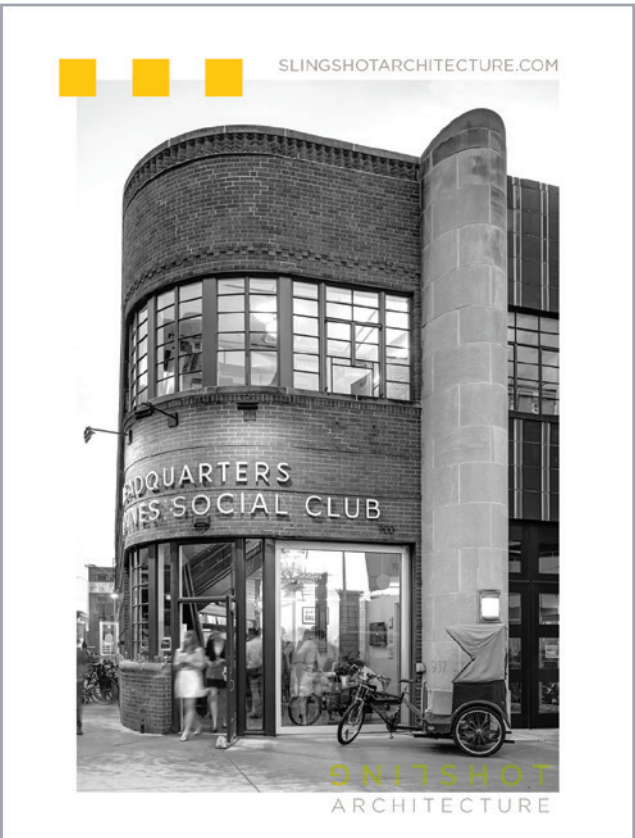
The significance of these considerations lies in their reliance on basic urban design and preservation principles. Creating life at the street level by maintaining a traditional circulation pattern to a pedestrian entrance rather than introducing a garage door into a new foundation wall mitigates the impact of elevating the building. Likewise,



This dwelling incorporates many of the Guidelines recommendations with its pier foundation and landscaping.

using architectural designs that are appropriate to the context avoids the blank-wall effect of many FEMA-compliant new buildings.

We will continue developing the City's Design Guidelines with the goal of adoption by the BAR with input from the public. We will refine them over time as we learn from our own experience, what works best for other communities, what new technologies become available, and as we get feedback from residents. Although we may not be able to prevent flooding, through our combined efforts, we can at least minimize the damage it does to our historic resources. ■



*An architect licensed in Iowa, Nebraska, South Dakota and Wisconsin, **Chris** has designed everything from schools to manufacturing facilities to historic building rehabilitations. He is a past member of the NAPC Board and currently serves on the boards of two local Main Street programs in Iowa.*

Rising Waters — Raising Historic Buildings

By Christopher Wand

When a natural disaster strikes, be it a hurricane or tornado or flood, the focus is rightfully on saving lives. After the storm passes and the dust settles, the clean-up begins and so do the assessments of impacted historic districts and structures. Government agencies also establish requirements for reconstruction, rehabilitation and redevelopment projects to prevent significant financial losses during future disasters which are, unfortunately, becoming more frequent and more severe.

2018 marks the 10th anniversary of the 2008 flood that devastated a wide swath of eastern Iowa. The combination of record snowfall and large spring storms caused the Iowa and Cedar Rivers to surge out of their banks, inundating cities as the water flowed to the south. One of the cities most affected was Cedar Rapids, with over 130,000 residents. According to the city's website, over 10 square miles or 14 percent of the city was engulfed in as much as 8-feet of water from the Cedar River with an estimated loss of \$5.4 billion.

Prior to the flood, the city had adopted its Floodplain Ordinance, based on the requirements of the

Federal Emergency Management Agency (FEMA). One requirement is that buildings within the 100-year flood plain must be elevated to at least one-foot above the certified Base Flood Elevation (BFE). For buildings in the historic Czech-Village/New Bohemia Main Street District, that meant raising buildings by as much as 42-inches above their current main floor elevation.

The city's flood ordinance is based on FEMA's flood insurance requirements according to Jennifer Pratt, Community Development Department Manager for the City of Cedar Rapids. It applies to all commercial properties within the 100-year flood plain



Credit: Christopher Wand

Example of infill construction that is flood proofed. In the event of a flood, a flood gate will be installed across the door opening.

including nearly all of the Czech Village-New Bohemia Commercial District. For significant rehabilitation (rehabilitation costs which exceed 50% of the assessed value) or new construction projects within that district, property owners have two primary options to meet the ordinance: (1) elevate the lowest occupied floor of their building to 1-foot above the 100-year flood elevation or (2) flood proof them, though flood proofing is not allowed for first floor residential properties.

Immediately following the flood, the city purchased 110 properties using FEMA funds. These damaged properties had major obstacles to being effectively reused and therefore were “deed restricted in perpetuity.” The city purchased an additional 1,300 properties with Community Development Block Grant (CDBG) funds through the Iowa Economic Development Authority (IEDA). Those properties could be redeveloped, except for those located in the 100-year floodplain. These buyouts provided property owners an opportunity to “move on” from

the flood and rebuild their lives elsewhere in the city. For development to occur in areas deemed important to Cedar Rapids, the city negotiated with the IEDA and the Department of Housing and Urban Development (HUD) to develop a “waiver/ agreement allowing redevelopment in the 100-year floodplain only in designated Historic Districts or Viable Business Corridors.”

The deal came with contingencies: any new construction must meet the flood ordinance, new construction could not include residential use on the lowest occupied floor, the property must be covered by flood insurance and the property would not be eligible for federal assistance if another flood occurred. IEDA simply required a plan that showed properties for redevelopment and a demonstrated interest in redeveloping those properties to enroll them in the program. Realizing that properties in designated Historic Districts and Viable Business Corridors could be adversely affected by these restrictions, the city included a path for buildings in



Credit: Christopher Wand

New mixed-use construction that is elevated. In this example, the first two floors are commercial with residential above. The distance from the building to the public sidewalk did not allow for a softer transition.

these areas to receive an exemption which would allow a relaxing of requirements. When it came to historic buildings, how the restrictions might impact a historic building's character defining features also became a serious consideration so the State Historic Preservation Office (SHPO) is enlisted in such cases and the properties' historic significance is documented on the flood plain maps.

Pratt indicated that the city has not really experienced much resistance to the oversight of historic buildings. Initially, the city embarked on a program of educating designers, property owners and developers, to the point of having the "most educated development teams" in the country. Pratt credits this preparation with the subsequent ease of implementing the program. The less severe flood that occurred in the fall of 2016 showed that, not only was the city better prepared, but so were property owners. It also showed that the flood ordinance was having a positive effect as the properties

affected by this flood experienced significantly smaller losses than the city had in 2008.

A new flood control system, a combination of earthen levees, permanent walls and temporary walls, has been developed and is being constructed. Though some portions of the earthen levee and walls are already in place protecting the lowest areas, the entire flood protection plan is yet to be fully funded. It will likely not be complete for at least 15 to 20 years even once the funding has been secured.

According to Jennifer Pruden, Executive Director of the Czech Village-New Bohemia Main Street District, the completion of the flood protection plan will be critical. Prior to FEMA's certification the city "should be able to lift the requirement when they feel it is appropriate. Building owners would then need to choose whether to elevate or pay for flood insurance." FEMA requires the city's flood ordi-

nance in order for property owners to be eligible to buy flood insurance. Until that time and as long as the historic tax credits remain in place, historic buildings will continue to go through the SHPO and NPS review processes. This helps ensure the appropriateness of these rehabilitation projects. Because of the oversight, Pruden believes that the elevated historic buildings will have been “done well and blend well” with the rest of the district. She is also of the opinion that “new construction projects will be more noticeable over time.” This is, in part, because most of the new construction projects are larger in scale (i.e. multi-story and combine multiple smaller lots) and are not as sensitive as the pedestrian oriented nature of the original district buildings.

While Pruden understands the city’s flood ordinance and agrees with its requirements in theory, she expressed concern that the provisions “might affect the historic character” of the district long into the future

based on this relatively short period of time. She also commented that adding this hurdle to the project planning and execution process could impede investment. In fact, in a few situations, confusion on how to get the historic exemption, questioning as to why others did not have to follow the ordinance, and having a low assessed value have caused a scaling back on renovation plans or delays in starting construction.

Pruden indicates that, early in the recovery, there was confusion for both property owners and people like her who provide guidance to them. As the city has gained greater experience with the process, staff has been able to provide more guidance to developers to alleviate much of the issue. Pratt indicated that “there was certainly a learning curve for everyone” since the city had not used some of the flood ordinance provisions prior to 2008. What Pruden believes Cedar Rapids lacked



Credit: Christopher Wand

New residential construction that is elevated. Parking occurs behind the rowhouses and is down a half level.

initially was a “step-by-step process” for everyone to follow. Adding to that was confusion about the FEMA regulation regarding the 50% assessed value threshold that had to be reached prior to needing to abide by the building elevation requirement. That confusion caused some property owners to delay their projects or abandon them altogether. Pruden also points to the limited staff at the State Historic Preservation Office (SHPO) as an issue since historic exemption requests were often delayed for months. At some point, the SHPO asked that no more requests be sent to them and be handled locally - based on whether or not a building was identified as a contributing structure to the District in the original district survey.

One such contributing structure is known locally as the White Elephant building since it was home for decades to a second hand store by that name. A two-story, wood-framed commercial storefront, the building sat vacant for years following the flood. Several developers explored possible rehabilitation projects but struggled to make the numbers

work. Eventually, the owners in 2015 decided their only option was to tear down the building and replace it with one that met their needs and could be constructed for less money, and hassle. A group of citizens concerned with the loss of this contributing structure to the historic district approached the owners and offered to move the building and rehabilitate it. The new owners moved the building 3 blocks down the street to a vacant lot they owned and embarked on a construction project that included a one-story addition to the rear, full exterior/interior rehabilitation and elevating the building approximately 40-inches above its previous elevation.

The building also went through the process for both state and federal historic tax credits. Both the SHPO and NPS eventually approved the approach taken by the design team to meet the city’s flood ordinance while not destroying the historic character of the building. That approach included sloping the adjacent grades around the building at a maximum 1:3 slope (so it could be maintained), adding a



Credit: Christopher Wand

A relocated single family home that now has commercial on the elevated main floor and residential above. This house was moved one lot to the southeast to create a larger, contiguous site for new development and elevated approximately two feet



Credit: Christopher Wand

The building on the right was elevated only about 8-inches but that small change reduced the cost of flood insurance. The building on the left is the White Elephant building, which was raised just over three feet.

set of concrete steps down to the public sidewalk and adding an accessible entrance on the side of the one-story addition. Since the SHPO required that the existing interior stair be maintained, the city building department official agreed to allow this stair to be used as the way the second floor is accessed due to its small occupant load - even though the stair did not meet the code requirements for riser height, tread depth and stair width.

The project received additional financial assistance from the local Main Street program by way of a building improvement grant that covered 50-percent of the cost to replace the original front entrance doors. In addition, the project was awarded a \$75,000 challenge grant through Main Street Iowa. This funding helped make the project possible and guaranteed that the final product continues to be a contributing structure in the historic district. The local Main Street program and the city now

have the opportunity to use the project as an example of a sensitive way to elevate a historic building within the 100-year flood plain. After 10 years of recovery, it is safe to say that the City of Cedar Rapids and the Czech Village-New Bohemia Main Street District have come a long way. While there is still work left to be done, each passing day sees more progress, a better understanding of the process and a community that took a devastating situation and turned it into positive change. ■



FLORIDA

Shotgun houses and wood-frame cottages that were once ubiquitous in the historically black neighborhood of West Coconut Grove are fast disappearing under a wave of redevelopment and gentrification. The question facing this besieged, mostly poor community is this: Are these humble structures historic landmarks that should be saved? The city of Miami says, emphatically, yes. Its historic preservation office has identified some 50 wooden homes that could be designated as a historic collection. Protecting them, the office says, would help preserve the Bahamian and American Southern heritage of the West Grove, one of the city's oldest and most distinctive — but also most endangered — neighborhoods. But the move has proven bitterly controversial in the West Grove. The reasons for the opposition vary as much as the race and place of residence of the objectors who include both longtime West Grove residents of Bahamian and black southern descent, and whites living in the neighborhood and outside of it. The designation plan comes as many homes in both the poor West Grove and the more affluent south, central and north portions of Coconut Grove are being demolished by developers who topple trees and build Modernist, lot-filling “white cubes” or townhouses that critics say don't conform to the neighborhoods' historic scale and look. Because the houses are scattered, it wasn't possible to create a unified historic district, like Morningside or South Beach. So the city commission approved an idea for the creation of “thematic” groups of designations that would cover a particular architectural style or type of construction. Such thematic designations have been used in other cities, including neighboring Coral Gables, which designated a scattered collection of century-old coral-rock homes. The West Grove homes the city is now seeking to protect were built between 1911 and 1941 in a variety of styles originating in the American South and the Bahamas. Several are shotguns — long, narrow houses in which rooms are lined up front to back. The style may have originated in New Orleans. The houses eventually were associated with poverty, but today are increasingly appreciated across the country for their scale, simplicity and historic value.

<http://www.miamiherald.com/news/local/community/miami-dade/coconut-grove/article208384714.html>

NORTH CAROLINA

The Waynesville Historic Preservation Commission has made it possible for area fourth graders to have a fun way to get to know their town's history. As part of the school curriculum used in North Carolina, fourth graders are introduced to state history. The Historic Preservation Commission is dovetailing on that by incorporating a bit of Waynesville history as well. The group produced a historical-based coloring book filled with facts and intriguing designs that offer a glimpse into historic homes and places in Waynesville. There were 500 books printed — more than were needed at local elementary schools, but the plan is to continue offering the books to future fourth-grade classes. Sandra Owen, chairman of the Historic Preservation Commission, said the plan is to sell the coloring books in various shops at \$5 each, and use the proceeds to print more for next year. The commission members initially narrowed the list of historic places down to 17 and found an illustrator. The town approved the initial cost to complete coloring books, which came in at \$2,000. The books were a hit with the fourth graders, with comments like “It's exciting because you get to color and learn at the same time.” from Shyla Mease. And Haiden Woods said she loved to draw and learn about historic places, and even recognized the First Baptist Church in Waynesville where she and her cousins attend.

https://www.themountaineer.com/news/bringing-history-to-life/article_8f6f9f1e-6413-11e8-8cc5-eb80cedf4732.html

OREGON

About half of the residents of Portland's picturesque Eastmoreland neighborhood want the neighborhood to be designated a historic district. And about half do not. Now, an Eastmoreland resident has found a creative way to make his voice heard a lot louder than others. In an attempt to keep the picturesque neighborhood from receiving a historic district designation, this owner split the ownership of his property into 1,000 trusts. He now owns one-thousand 0.1 percent shares of his home. So when the National Park Service and the State Historic Preservation Office consider making Eastmoreland officially a National Register Historic District, this owner could file 1,000 objections. The move not only confounds proponents of the Eastmoreland Historic District but also calls into question whether homeowners in other neighborhoods in Portland and across the country could use the same loophole to

sway historic district designations. Anyone who owns a share of a property in Eastmoreland can file an objection. One resident in support of the designation says at this point she's not planning to do the same thing, but it's not out of the question. <http://www.kgw.com/article/news/local/editors-picks/eastmoreland-neighbor-splits-property-into-1000-shares-to-keep-historic-designation-out/283-531438031>

PENNSYLVANIA

Inga Saffron, architecture critic for the Philadelphia Inquirer recently discussed the lack of real preservation efforts in one of America's most historic cities. A task force assembled by the mayor has done little to resolve weaknesses of Philadelphia's preservation laws. These are evident in the number of demolitions that have piled up: Mount Sinai Hospital. Society Hill Playhouse. The old Please Touch Museum. Jewelers Row. The lack of leadership has been compounded by the group's unwieldy size — 33 members — and the ideological differences among its diverse membership. A recent white paper produced by the task force barely acknowledges that Philadelphia's traditional redbrick fabric and fine institutional buildings are experiencing an unprecedented wave of destruction, induced by a decade-long building boom. The report is also strikingly naive about why preservation is such a mess. The authors repeatedly praise Philadelphia's preservation ordinance as a model, without ever acknowledging that politics and implementation failures are the real cause of the dysfunction. Despite its being one of the most intact Victorian neighborhoods in America, West Philadelphia's Spruce Hill neighborhood has been blocked by City Council from becoming a historic district. Philadelphia was once a leader in using such districts to stabilize historic neighborhoods, but for more than a decade, City Council has blocked the creation of districts in Spruce Hill, Washington Square West, and elsewhere. Several members of the task force — both preservationists and development advocates — remain hopeful that meaningful reforms, such as a tiered system of designation and new financial incentives to

encourage preservation, can be implemented. Most seem to agree there needs to be a citywide building survey so the Historical Commission can establish a priority list. Philadelphia has more structures built before 1945 than any U.S. city besides New York. Maintaining the eclectic rhythms and textures of Philadelphia's neighborhoods is crucial to maintaining our identity as a city. http://www.philly.com/philly/columnists/inga_saffron/philadelphias-preservation-reform-effort-has-lost-its-way-inga-saffron-20180329.html

WASHINGTON

The fate of Freeway Park, the groundbreaking public space created by Lawrence Halprin & Associates atop Interstate 5 in downtown Seattle, has long been in question. More than a decade ago, proposals that would have significantly altered its visual and spatial composition, including the removal of two of its character-defining fountains and the demolition of several retaining walls, caused concern among advocates. While those proposals were averted, the park has nonetheless suffered from years of deferred maintenance. Because of a \$1.7 billion expansion of the Washington State Convention Center \$10 million in funds to support Freeway Park has been established. That work will include restoration and repairs, including repairs to its electrical systems, utilities, and storm water infrastructure. Work on park entrances, comfort stations, lighting, site furnishings, and wayfinding has also been proposed. Some advocates remain concerned about the nature of possible "enhancements" to the park, cautioning about new features and elements that would be incompatible with the designers' original vision. But an agreement between certain parties specifies that a National Register of Historic Places nomination for Freeway Park will be completed. It is expected that all future Freeway Park improvement projects will be completed following the Secretary of Interior's Standards and Guidelines for the Treatment of Historic Properties, as well as specific guidance for parks found in the Secretary of Interior's Guidelines for the Treatment of Cultural Landscapes. The park may also be eligible as a National Historic Landmark and UNESCO World Heritage Site. <https://tclf.org/major-agreement-reached-freeway-park>

Rod Scott is a Certified Flood Plain Manager (CFM) and works in the flood hazard mitigation industry. Louise Scott is also a Certified Flood Plain Manager (CFM) and serves as the Planning Director/ Preservation Commission staff liaison in Mandeville, Louisiana.

Challenges on the Coast — Flood Mitigation and Historic Buildings

By Roderick Scott, CFM and Louise Scott, AICP, CFM

As historic preservationists and Certified Flood Managers (CFM) both my wife Louise and I have spent our professional careers working with historic buildings and their owners. We live in Mandeville - a historic coastal Louisiana community which is at ground zero for climate change and sea level rise. Located on the north shore of Lake Pontchartrain, Mandeville has experienced seven major flood events/hurricanes in 13 years since Katrina in 2005 and from these events we have been adapting our historic buildings for flood mitigation.

Adaptation and flood hazard mitigation has been a learning experience. In the early days after Katrina, there was no guidance for this work as far as historic buildings were concerned and some of the earliest projects lacked compatible design elements. Louisiana has now elevated over 35,000 homes and the first 10,000 or so were strictly engineered solutions. Now all Mandeville projects must pass through design review from a group of architects on the design review committee as well as the city's Historic Preservation District Commission to receive a Certificate of Appropriateness (COA) and get a building permit. Mandeville is now just over 74% flood hazard mitigated in the

surge zone in the first four blocks adjacent to the north shore of Lake Pontchartrain and because of this work the community is much more resilient after a flood event.

All preservation is local. We are now in a historic era of a changing climate and increasing risks from flooding in many areas of the country. Flooding is the largest annual damage cost in America. It is critical that historic preservation staff and commissioners learn as much as possible about flood hazard mitigation so that they can establish a way to educate and guide historic property owners as they adapt their buildings to reduce flood risk and



Credit: Roderick Scott and Louise Scott

Example of a low elevation project in New Orleans. This ca. 1880 dwelling was originally built on a slight brick pier foundation.

lower rapidly increasing National Flood Insurance Program (NFIP) policy premiums. The NFIP is now in year four of the removal of subsidized premium rates on all older and historic buildings built before the first flood map was adopted by a community. It is very important for you to know when the first flood map was adopted in your community in order to better understand which buildings are

being impacted by these rate increases. Another important point is that only elevation or relocation of a home/residential building are accepted projects for flood mitigation certification to lower flood risk and insurance premiums.

The NFIP was created in the late 1960's to insure mortgages and protect lenders and property owners of buildings located in high flood hazard areas. Due to

our historic settlement patterns of developing along the waterways and coastal areas, a large number of our historic buildings are located in these flood zones. For the last 40 years the NFIP has provided artificially low flood premium rates on these buildings due to their being built prior to flood map elevation requirements. These pre-Flood Insurance Rate Map (FIRM) buildings have a high flood



Credit: Roderick Scott and Louise Scott

The same dwelling after being elevated 3.5 feet on both a solid and open pier concrete foundation. New stairs and a safety railing to match the original railing were added. This was a project completed for Rebuild Together New Orleans.



Credit: Roderick Scott and Louise Scott

The low elevation mitigation of this dwelling in Owego, New York of four-feet included adding slatted wood panels under the porch, new hand rails and stairs.

risk due to their not being located at the minimum elevation requirements for the flood maps and disproportionately represent the numbers of buildings impacted by flood events. The artificially low policy premium rates, combined with the historic building flood mitigation exemption in local flood ordinances, have both contributed to the owners of historic pre-FIRM buildings not undertaking flood mitigation projects.

Today, the negative financial impacts of not flood hazard mitigating the historic pre-FIRM buildings are rapidly changing the financial equation for ownership of these buildings. This is due to the rapidly increasing cost of actuarial rates for flood policy premiums. The issue of how we move ahead in our communities with flood hazard mitigation and what that will look like is creating great debates in the preservation community. One

of the biggest questions is how flood mitigation projects will affect a property or district's loss of historic integrity and context.

Our view is that because we are in an unprecedented era of a changing climate and increasing flood risks, elevation and other mitigation approaches for historic buildings should not result in a loss of integrity or be considered adverse effects if that is the only reasonable alternative for a property to be preserved. Flood hazard mitigation-elevation projects mostly impact the existing building foundation and stair(s). The other area of integrity impacted is the relationship between the building and the ground surrounding it and the visual relationship between the sidewalk/street and the newer higher building. Another area of integrity impacted by elevation is in historic districts where the first elevations create a different roof height.

As long as we recognize that this is a period of transition for the districts and that ultimately most or all of the historic buildings will be flood hazard mitigated, then the concept recognizes that this is another step in the district's evolution if it is to remain affordable and livable.

Following the devastation of Hurricane Katrina, both Louisiana and Mississippi completed design guidelines for the flood mitigation of historic buildings. These detailed guidelines provide recommendations for historic building elevation such as the use of grading or terracing, increasing the height of foundations, and appropriate rebuilding

of stairs. Many communities have utilized these publications as they revise their own design review guidelines. However, most recommendations for elevation deal with pre-World War II properties and do not address elevation for those built on concrete slabs in the mid-20th century. With post-WWII construction becoming more important in preservation planning and included in historic districts, we need design guidelines for the elevation of these "recent past" buildings as well.

Elevation is used to reduce flooding risk and the rapidly rising flood insurance premiums as well as to preserve the property. The base design

for a flood mitigation project is in most cases dependent on the flood zone the building is located in. The Federal Emergency Management Agency (FEMA) provides information on a community's flood zone and this will vary depending on elevation above sea level and flood risk. One approach by FEMA is identifying VE Zones which are the highest at flood risk with a minimum of three foot waves over the base flood levels. For historic buildings in VE Zones (VE is used because in these zones the primary damage is from wave velocity), foundations need to be open pier design and can range from a few feet to twelve to fourteen feet in height from the ground. The A-Zones, the next most volatile zones, especially the coastal AE-zone where wave heights are up to three-feet in height above the base flood levels, can have enclosures below the floor but the area must have flood vents to relieve pressures on the foundation walls.



Credit: Roderick Scott and Louise Scott

Example of a high elevation project in Mandeville, Louisiana. This Bungalow dwelling was built on a brick foundation.



Credit: Roderick Scott and Louise Scott

The Bungalow dwelling after elevation to eight feet

The elevation of historic buildings to the required heights in VE Zones can have a major visual impact to their architectural character. These visual effects can be mitigated by utilizing vegetation of differing heights and thickness. The open pier foundations should screen the area under the building using lattice or other appropriate materials. The materials used between the piers should be installed to pivot up underneath the building to allow for the free passage of the flood waters. Columns on porches need to continue downwards through piers in the new foundation. This not only provides a pleasing visual line but provides the design a continuous loading and connections from roof to the foundation. The A and AE-zone foundations can have an enclosure beneath the entire foundation but must have flood vents to reduce hydrostatic pressures and make sure the flood vents are accurately measured for flow. Not all flood vents are the same and the flood policy premium rates can be higher if the vents turn out to be measured inaccurately.

When buildings are elevated the stair height must be increased also. The rebuilt stairs may maintain the appearance and details of the original or be new but compatible with the property's architectural design. The VE-zone stair construction must be designed with some permeability to not cause an increase in wave heights on surrounding properties. The A and AE-zones stairs can be solid underneath up to perhaps eight-feet but the weight of solid stairs can be a concern. Stairs can come straight down from the porch to the ground or come down from the porch to a landing and then split directions to the ground. There can also be a switch back design at the mid-landing. Your community will need to work with property owners and designers to get the best solution for each project. The design of these new stairs may encroach into the front or side yard setbacks in violation of the existing zoning. This would require a variance

and communities need to decide how they want that to address zoning changes to accommodate flood mitigation. The easier the setback and height variance processes are for a flood mitigation project, the more we encourage the property owner to plan, finance and execute the elevation project to be the best possible solution for the historic property.

In addition to the elevation of the historic property by increasing foundation height, another approach in the guidelines is to increase the height of the land through grade changes or terracing. However, this alternative is controversial in many flood zone communities. The concept of "no adverse impact - NAI" development cites the issue of filled sites contributing to the flooding of neighbors. NAI is not in the building codes yet but it is a concern by those in the communities facing this issue.

Another important consideration is how to successfully adapt elevated historic buildings for compliance with the Americans with Disability Act (ADA). Many residents along the coast are elderly or have some physical handicap and will need homes which are accessible. Installing ADA compliant ramps to a property which is elevated eight feet or more may be impractical given the pitch and length of the ramp which would be required. An alternative approach is the installation of chair lifts which can provide access to an elevated building. These mechanized lifts are non-historic features but their appearance can be mitigated through landscaping or screening on a rear or side elevation.

In conclusion, we are in a historic era of climate change and our historic building owners and communities must adapt to be more resilient. Preservationists want to preserve a community's historic resources and historic building owners want to preserve their buildings and their property values. By discussing and sharing our experiences in this growing area of flood hazard mitigation we will



Credit: Roderick Scott and Louise Scott

This ca. 1963 Ranch style dwelling in Mandeville, Louisiana required raising its concrete slab along with the rest of the house to meet the Base Flood Elevation of four feet.

preserve those irreplaceable historic buildings that provide such an important sense of place in our communities.

Further Information:

To see the flood zones in your community go to:

<https://msc.fema.gov/portal/search> .

FEMA has a retrofit publication for homeowners -

https://www.fema.gov/media-library-data/1404148604102-f210b5e43aba0fb-393443fe7ae9cd953/FEMA_P-312.pdf .

All flood hazard mitigation/new foundation designs in flood zones must comply with the American Society of Civil Engineers (ASCE) 24-14. FEMA has a coastal construction guide publication P-55:

<https://www.fema.gov/media-library/assets/documents/3293>

For National Flood Insurance Programs and Historic Structures go to: FEMA publication P-467-2:

https://www.fema.gov/media-library-data/20130726-1628-20490-7857/tb_p_467_2_historic_structures_05_08_web.pdf

"Flood Hazard Mitigation for Historic Buildings," Winter 2017 issue of *The Alliance Review*

Design Guidelines for flood hazard mitigation, Mississippi - http://www.msdisasterrecovery.com/documents/historic_properties-hpc.pdf

Design Guidelines for flood hazard mitigation, Louisiana:

<https://www.crt.state.la.us/cultural-development/historic-preservation/education/elevation-guidelines/index> ■

PastForward® 2018 Presentation Conference — Next Stop, San Francisco

By Colleen Danz

The PastForward® Conference—the premier gathering of historic preservation leaders in the country—will bring nearly 1,600 attendees to San Francisco from November 13-16. Now in its 72nd year, the National Trust for Historic Preservation’s annual conference was last in San Francisco nearly 30 years ago, with the theme – When Past Meets the Future—a theme we’re still exploring today.

At the PastForward 2018 conference, we’ll feature iconic San Francisco, but also show you a progressive city that is tackling climate change and urban density while maintaining its cultural landscape and intangible heritage—issues that will resonate with

preservation practitioners across the country from cities large and small, from small towns, suburban communities, and rural areas.

Core conference programming will take place at the Hyatt Regency San Francisco at the



Embarcadero on the waterfront. Attendees will include historic preservationists, architects, city planners, mayors, developers, public- and private-sector professionals, students, and scholars. “San Francisco was selected as a host city this

year, not only for its beautiful and historic destination, but it’s also a wonderful learning environment to explore critical and timely themes,” said Susan West Montgomery, Vice President, Preservation Resources Division of the National Trust for Historic Preservation. “No other city offers such a stunning



Credit: National Trust for Historic Preservation

Golden Gate Bridge, the iconic entrance to San Francisco Bay.

portrait of both preservation success and the challenges cities face in the wake of explosive population growth and unprecedented development.”

This work was recognized and honored through two recent preservation awards by the National Trust—the 2013 Honor Award (now Richard H. Driehaus Foundation National Preservation Award)

to the Kelly Cullen Community, a 1909 restoration and adaptive reuse that supports Tenderloin Neighborhood residents and the 2015 Tony Goldman Award to Fort Mason Center, a former U.S. Army base that now serves as an arts and culture space within the National Park System. Fort Mason will be featured during a 2018 Field Study tour.



Credit: National Trust for Historic Preservation

Field Study opportunity to Filoli, a 1917 country estate with 16 acres of formal gardens

Registration

Conference registration opens July 2 and rates increase after July 31. Full registration and conference details can be found at PastForwardConference.org. In addition to the livestreamed keynote presentations, there will be an opportunity for limited virtual attendance for attendees who can't make it to San Francisco.

Get to Know the Host City!

The Conference kicks off with an opening event on Wednesday night at the Palace of Fine Arts—a San Francisco icon. Built in 1915 for the Panama-Pacific Exhibition by California architect Bernard Maybeck, the Greco-Roman style rotunda on the grounds is one of the most photographed sites in San Francisco. During the Candlelight House Tour on Friday, attendees will have the opportunity to explore quintessential San Francisco Victorian architecture. Field Studies will showcase inspiring

projects, explore unique neighborhoods, and venture beyond the city limits. Highlights from this year's tours will include:

- Seeing the power of the Historic Tax Credit in use in the Mission District, San Francisco's oldest neighborhood;
- A visit to the country's oldest Chinese community, the iconic Chinatown with a boat ride to Angel Island State Park, an immigration station between 1901 to 1940;
- A nighttime tour of the neon street lights in the Tenderloin, Mission, and Castro neighborhoods;

- Visiting iconic San Francisco spots such as the Presidio and Rosie the Riveter National Historical Park.

Up for some more exploring? Several of this year's Field Studies will travel outside of the city and cover topics ranging from understanding the ecological and economic sustainability practices at Filoli, touring historic wineries in Napa, and learning how partnerships revitalized the historic downtown of Burlingame. "Field Studies are always an attendee favorite, many often sell out quickly after registration opens," said Rhonda Sincavage, Director of Publications and Programs at the National Trust. "This year's programming will not disappoint!"

Learn. Explore. Innovate.

In addition to Field Studies, core conference programming will include Learning Labs; quick, impactful Power Sessions; and three marquee



Credit: National Trust for Historic Preservation

Field Study opportunity to historic wineries in Sonoma and Napa

presentations, called TrustLives. TrustLives will focus on the main conference themes and direct conversations throughout the week. The 2018 main conference themes are: intangible heritage, cultural landscapes, and resiliency in the wake of climate change.

- The **intangible heritage** track will propose a new set of tools and inclusive approaches for safeguarding and stewarding the places and practices associated with a more representative range of cultural heritage.

- The **culture-nature** track will convene national and international perspectives on the work of developing viable solutions to protect and steward historic landscapes.

- The **resiliency track** at PastForward is dedicated to exploring the broad implications of climate change for historic resources and identifying concrete approaches to addressing its effects.

The TrustLives will be live-streamed for virtual attendees at no cost. PastForward 2018 programming will address affordability, displacement, and gentrification—subjects that have a national resonance but are particularly relevant to San Francisco. Starting in early June, attendees will be able to start scheduling their time at PastForward using the conference website and app. Full details about sessions and speakers can be found online at PastForwardConference.org.

Conference Updates

Based on attendee feedback, the conference program has been extended and enhanced for 2018. Official conference programming now begins at 11:00 a.m. on Wednesday, November 13 with our opening TrustLive, followed immediately by Learning Labs and

Power Sessions. The National Trust has also expanded and more fully integrated the diversity and inclusion (D&I) content throughout the conference. Rather than concentrating the D&I programming on just one day, we are working to expand its reach through sessions that are relevant to all PastForward attendees.

Enhance Your PastForward Experience

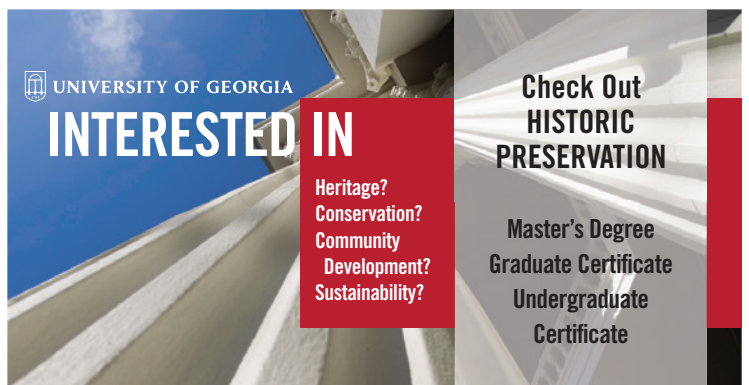
In addition to the core programming, attendees will have the chance to enhance their conference experience with Preservation Leadership Training® (PLT) Intensives and special programming.

This year's day-long PLT Intensives will be held on Tuesday, November 13. The programming will include a PLT Intensive based off of the popular Preservation Law Conference held every other year in Washington, D.C. This PLT Intensive will highlight the most recent and influential developments in preservation law, and will provide attendees with the

knowledge and skills to effectively advocate and champion key preservation issues. PLT Intensives offer unique, hands-on opportunities for attendees to obtain the training and skills they need to put theory into practice.

In addition, the Thursday luncheon will put a spotlight on innovative and unique partnerships in the field and the Closing Luncheon on Friday, open to the first 500 attendees to register, will recap the 2018 experience with a special keynote. The Closing Luncheon is also the time to get ready for the themes and host city that await attendees for the next year's conference.

All of the PastForward programming, whether core conference programming, special events and tours, or On Your Own, is sure to keep you busy, engaged, and inspired throughout the week. We hope to see you there! ■



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UNCONVENTIONAL



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SLAVE DWELLING PROJECT

TELL US ABOUT THIS AMAZING PROJECT!

At the beginning of my career, I focused on preserving and interpreting historic buildings. I knew that buildings were a compelling way to connect people with the past. I started the Slave Dwelling Project in 2010 to identify and assist owners and organizations in preserving extant slave dwellings. The approach was simple: spend the night in the slave dwellings to draw attention and support. Seven years later, we've logged over 100 sleepovers at 100 sites, bringing diverse groups together to talk about: *Slavery and the Legacy it Left on this Nation*. Since 2013 the Slave Dwelling Project has been a 501c3 nonprofit organization whose mission has evolved into bringing historians, students, faculty, writers, legislators, organizations, corporations, artists and the general public together to educate, collaborate and organize resources to save extant slave dwellings. <http://slavedwellingproject.org/>

HOW DID YOU ENTER THE FIELD?

I have been an historian since my Park Ranger days at Fort Sumter National Monument in 1987.

I have been a preservationist since being employed by the National Trust for Historic Preservation in 2003. I am currently a history consultant at Magnolia Plantation and Gardens in Charleston, South Carolina.

GIVE US SOME BACKGROUND ON YOUR PROGRAM'S ACTIVITY.

The Slave Dwelling Project has conducted programs in nineteen states and the District of Columbia, from as far north as Massachusetts and as far west as Texas. In the beginning, I was sleeping overnight in slave dwellings on my own. Then two things began to happen. People began to join me for the overnights, and I increasingly had opportunities to meet members of the public in conjunction with the overnights. Now our overnight stays usually accompany some kind of program. I go out to schools and meet with students, or the schools bring their students to the site. At Walkertown High School, in North Carolina, we spent most of the school day meeting with students in American History, Civics, and World History classes. At Cooleemee Plantation, also in North Carolina, the entire middle school visited the plantation, spending time at several stations to learn about different topics. In those setting, we talk about the basics of slavery and how it has left legacies right up to the present.

In Camden, South Carolina, the city library hosted members of the local historical society to listen to a talk from the Slave Dwelling Project. The Cassina Garden Club of St. Simon's Island and the Daufuskie Historical Foundation, both in South Carolina, have brought the Slave Dwelling Project in as part of a History Day sponsored by those organizations for fundraising and history tours. At the Bush Holly House in Greenwich, Connecticut, I was part of a panel of scholars that addressed national and local chattel slavery.



Joe with students and teachers at Burwood Plantation, Pilot Grove, Missouri.

Two years ago, with a grant from the South Carolina Humanities Council, the Slave Dwelling Project initiated the Inalienable Rights program. In connection with an overnight, we now provide a day of living history activities, demonstrating the responsibilities and talents of enslaved workers and artisans. We bring a blacksmith, a brick maker, a chair maker, and a team of hearth cooks. Along with the demonstrations, there are presentations about aspects of slavery, such as the slave trade and the processing of cotton. We have two outstanding storytellers who recreate the lives of an enslaved man during the years of peace and of a man who escapes slavery to join the U.S. Colored Troops and fight for freedom.

These days, when I represent the Slave Dwelling Project on my own, it is usually to be a speaker at a conference or public history related event, or to serve on a panel. The question of what, if anything, to do about Confederate monuments is a popular issue that I'm asked to address. I am currently serving on a team of scholars that is working on a new interpretive plan for the Hermitage, the home of President Andrew Jackson.

WHAT ARE THE MOST NOTABLE ACCOMPLISHMENTS OF YOUR PROGRAM RECENTLY?

Last September, the Slave Dwelling Project partnered with the Historic Charleston Foundation to conduct Beyond the Big House. This program

allowed six private home owners of antebellum houses in the Charleston area the opportunity to offer participants a view and interpretation of the spaces which the enslaved occupied. You can learn more about it here:

<http://slavedwellingproject.org/beyond-the-big-house/>

<https://www.npr.org/2017/09/13/550736172/looking-beyond-the-big-house-and-into-the-lives-of-slaves>

In October, the Slave Dwelling Project partnered with The President's Commission on Slavery at the University of Virginia to conduct the Slave Dwelling Project's 4th Annual Slave Dwelling Project Conference. The 500 registrants more than doubled the attendance of any of the previous three conferences. You can learn more about it here:

http://www.dailyprogress.com/news/local/uva/slave-dwelling-project-brings-history-home/article_fb059459-f28f-51fd-a696-bfb990491e45.html

<http://wuvanews.com/2017/10/25/videos/slave-dwelling-project-night/>

We have had overnights at various presidential sites, including Monticello, Poplar Forest, Montpelier, Hermitage, and Polk's plantation. We've also had overnights at sites associated with icons of African American history, including Booker T. Washington, and will be holding



Joe with living historians in period dress.

overnights for the descendants of the enslaved communities of plantation properties at Bacon's Castle, Montpelier, and Monticello. And we regularly work with properties managed by the National Trust for Historic Preservation and the National Park Service.

WHAT ARE THE BIGGEST CHALLENGES CURRENTLY FACING YOUR PROGRAM?

Some seem to think the Slave Dwelling Project is more than it is. We have become a clearinghouse for all things pertaining to slave dwellings such as funding to restore; advocacy to prevent demolition or aligning ourselves with entities not pertinent to preserving slave dwellings. The Slave Dwelling Project is only four board members strong with very little resources to carry out its mission, and we continue to face funding cutbacks and increasingly outspoken expressions of prejudice and racism. And to some extent, our own success and need for growth is a significant challenge.

HOW IS YOUR PROGRAM EQUIPPED TO DEAL WITH THESE CHALLENGES?

Because of the knowledge gained in our seven years of existence. Access to the antebellum sites necessary for the Slave Dwelling Project to carry out its mission requires trust. That trust has been accumulating over time. While some of the sites will be repeats, we are currently in our 2018 schedule of places the Slave Dwelling Project will impact. Three northern states, Connecticut, New York and Pennsylvania will be included. Two institutions of higher learning, University of Mississippi and Middle Tennessee State University will also be involved. The state of Florida will also be added to the portfolio in 2018 which will bring the number of states to twenty. Each interaction with all the sites have been well documented through a blog that I write. Social media will continue to be an asset to the Slave Dwelling Project and to that end there are 11,000 Facebook followers; 3600 Twitter followers and 2500 Instagram followers. We continue to have a broader array of institutions wanting to collaborate and an increased desire for conversation and understanding. But mostly, we have supportive family and friends, volunteers and donors.

HAVE THERE BEEN RECENT CHANGES TO FUNDING OR STAFFING WITH YOUR PROGRAM?

Despite the challenges, one anonymous source of funding allows me to devote one day per week to the Slave Dwelling Project. One additional funding source allows me to devote time to plan the Slave Dwelling Project conferences for 2018 and 2019. Because of these two funding sources, I have transitioned from board member to a part-time contracted employee.

WHAT KINDS OF PARTNERSHIPS DO YOU HAVE WITH OTHER PRESERVATION ORGANIZATIONS OR MUNICIPAL ORGANIZATIONS?

The Slave Dwelling Project is officially partnered with Coming to the Table and the National

Underground Railroad Network to Freedom. <http://comingtothetable.org/>; <https://www.nps.gov/places/crnurr.htm>. We are also partnering with Middle Tennessee State University to conduct the 5th Annual Slave Dwelling Project Conference.

ARE THERE INNOVATIVE OR UNIQUE FEATURES ABOUT YOUR PROGRAM?

Sleeping in slave dwelling is a very simple act. Yet, this simple act is the linchpin that keeps the Slave Dwelling Project together. One new element in our repertoire is: *Inalienable Rights: Living History Through the Eyes of the Enslaved*. With this program, our host can now bring in living historians that not only spend nights on the property but provide programs in period dress that include cooking, blacksmithing and chair making demonstration. These demonstrations are interspersed with storytelling and history lectures. Our most powerful element of what we offer is the opportunity for participants to sit around a campfire circle

and have conversations about issues of race, racism, racial equity.

ANYTHING ELSE YOU'D LIKE TO TELL OUR READERS?

Is there an historic site, public or privately owned, that has an extant slave dwelling on it, one that deserves recognition, support, maybe even preservation consultation and funding? Help us visit and spend the night, or join us for an overnight! We would also love to talk with people in your community about slavery and its legacies and the need to preserve and interpret sites associated with that history. Come speak about your own preservation, research, interpretation or other related work at our 2018 conference! It will be held at Middle Tennessee State University in Murfreesboro, Oct 24 – 28. Finally, get on board with us to discover and commemorate the site in your state where the first enslaved people were brought in. ■



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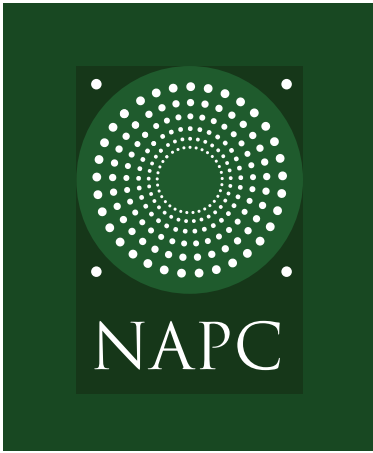


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