

Inventory and Analysis of Historic Preservation Ordinances in Pennsylvania Municipalities

By:

Steven Burg, Ph.D., George Pomeroy, Ph.D., A.I.C.P., Antonia Price,
Taylor Little, and James Hughes, Center for Land Use and Sustainability,
Shippensburg University of Pennsylvania
and Angela Cuthbert, Ph.D., Dana Edsall, and Zachary Moore,
Geo-Graphics Laboratory, Millersville University of Pennsylvania

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Executive Summary

This research provides the first comprehensive statewide inventory and analysis of historic preservation ordinances in Pennsylvania municipalities.

The research considered municipal historic preservation ordinances that are authorized by the Historic District Act (HDA) of 1961, and the Municipalities Planning Code (MPC) of 1968.

To conduct the research, the team gathered data to determine the extent to which Pennsylvania municipalities had enacted local ordinances under the authority of the HDA and/or the MPC to regulate historic resources within their jurisdictions. The research methods used to undertake the inventory and analysis of historic preservation ordinances included: a survey of county planning directors, consultations with the Pennsylvania State Historic Preservation Office (SHPO), a review of selected municipal ordinances, an audit-based analysis of a representative sample of municipal ordinances, a classification of preservation activities, geo-spatial mapping, focus group discussions with county planning directors, the development of a sociodemographic database to construct a demographic profile of municipalities engaged in ordinance-based historic preservation planning, and case studies using municipality-level site visits and telephone interviews.

Following are the findings and policy considerations from the research.

Identification of municipalities with historic preservation ordinances

The research team identified 294 municipalities (not including Philadelphia and Pittsburgh) that have enacted one or more types of historic preservation regulations. These municipalities comprise about 12 percent of the state's 2,562 municipalities. Within the 294 municipalities, 105 (about 4 percent of the state total) have enacted HDA empowered ordinances and 195 (about 8 percent) used MPC authority to enact zoning ordinances that provide for historic preservation; a small number of municipalities employ both MPC and HDA ordinances. Additionally, 26

municipalities have provisions for historic resource preservation in their subdivision and land development ordinances (SALDO). The link to the online historic preservation maps is <http://arcg.is/19DW8L>.

In examining rural versus urban demographics, the researchers found that 215 municipalities with historic preservation provisions are urban and 79 are rural. Notably, only about 5 percent of rural municipalities have enacted historic preservation ordinances. Geographically, rural municipalities with these designations are overwhelming in the eastern (25) and central (43) regions, with only 11 in the western region.

In terms of municipality types, there are 128 second class townships, 124 boroughs, 21 cities, 20 first class townships, and one town with historic preservation ordinance provisions.

Documentation of current practices operating under the authority of the MPC

The research involved an in-depth review and audit of 60 ordinances from 60 municipalities. The audit found 13 ordinances with no evidence of language or provisions regarding historic preservation. Similarly, nine ordinances had limited evidence of language related to historic preservation.

However, the remaining 38 ordinances had historic preservation provisions. These were grouped into one of following three categories, based on the number of regulatory provisions in the ordinance: “Extensive Activity” (11 percent), “Moderate Activity” (55 percent), or “Limited Activity” (34 percent).

Those municipalities with more historic preservation regulations are predominately upper income and urban townships, and all are in the eastern region of the state.

Conversely, municipalities that are in the western and central regions, or those that are lower and middle-income boroughs, typically were characterized by historic preservation ordinances

with less stringent regulation of historic resources. The most common regulatory provisions in the 38 ordinances containing historic preservation language are:

- restrictions/delays on demolition of historic structures (76 percent of ordinances);
- review of alterations (71 percent);
- the use of historic overlay districts (63 percent); and
- design guidelines (53 percent).

Other regulatory approaches, including restrictions on demolition by neglect and the designation of village districts, were used by a smaller share of municipalities.

A wider inventory/dataset of preservation activities by municipality as identified by surveyed county planning directors revealed a tremendous range of regulatory historic preservation activities. There are a variety of historic resource designations (for example, historic districts, historic overlay districts, tiers of resources, etc.), a range of regulated or incentivized activities (for example, review of alterations, restrictions on demolition, exemptions and waivers), and several types of advisory or administrative bodies (historic architectural review boards, historic commissions, etc.).

Correlation of sociodemographic factors with municipalities that have historic-preservation-related ordinances

Municipalities that engage in historic preservation typically have higher per capita incomes, greater median home values, higher rates of population growth, and greater population densities. These municipalities also tend to have populations with higher educational attainment levels and lower median ages.

Geo-spatial mapping confirmed the socio-demographic analysis and provided additional insights into the geographic context of municipalities engaged in ordinance-based historic preservation activities.

Policy Considerations

From the research findings, the team developed the following policy considerations. The first 10 considerations relate to the extent and geographic pattern of historic preservation. The last five focus on methods of preservation.

1. Revise the MPC to require county comprehensive plans to be more detailed in specifying the historic resources counties wish to preserve, and specific actions being undertaken at the county or municipal level to protect those resources. A list of municipalities with historic preservation ordinances should be a required element in all county comprehensive plans.
2. Expand the Pennsylvania State Historic Preservation Office (SHPO) Community Preservation Coordinators Program.
3. Increase SHPO support for rural county planning offices.
4. Extend better state oversight and reporting of MPC-related historic preservation activity.
5. Provide outreach to municipalities with favorable socio-demographic characteristics and communities with potential for economic development.
6. Sustain funding for the Keystone Historic Preservation Grants Program.
7. Expand the use of county-level zoning with historic preservation provisions.
8. Continue funding for the Pennsylvania Historic Preservation Tax Credit program.
9. Provide historic preservation grants for low-income homeowners.
10. Expand the roles of the Pennsylvania Department of Community and Economic Development and SHPO in promoting historic preservation as an economic development tool, and update the mission of the HDA and MPC to reflect the economic development value of historic preservation.
11. Retain and update the HDA and develop a model ordinance to ease adoption.

12. Revise the MPC to provide clearer language on the requirements for historic preservation and guidelines for employing common historic preservation approaches.
13. Develop MPC language encouraging multi-municipal zoning and historic commissions.
14. Develop model ordinances of MPC historic preservation provisions.
15. Require SHPO to review MPC-enabled historic preservation ordinances.

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Throughout this report and particularly with map figures, historic preservation activities are solely considered to mean regulatory/ordinance language, unless specified otherwise. The reality is that historic preservation activities are much broader than mere regulatory/ordinance language, including education, grant, and other forms of outreach planning. Additionally, throughout this document, across the language of many municipal zoning ordinances, and in the planning literature, the terms “zoning district,” “zone,” and “district” are used interchangeably and are taken to have the same meaning. Refer to the Glossary for information on specific key terms.

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Introduction

The Pennsylvania General Assembly has empowered local governments to protect and preserve historic resources as part of the local planning and zoning process through the enactment of two different statutes with preservation provisions: The Historic District Act (HDA) of June 13, 1961, Public Law 282, No.167 as amended; and the Pennsylvania Municipalities Planning Code (MPC) Act of 1968, Public Law 805, No.247 as reenacted and amended. While these two laws are complementary and provide local governments with a range of tools to regulate historic resources, the language of the MPC is particularly broad and lacks specific details about the mechanisms municipalities should employ to preserve historic resources. The language of the MPC has led municipalities to craft local ordinances with historic preservation provisions that can vary considerably in form and approach from community to community. While this allows municipalities to craft ordinances to adapt to local circumstances, it also creates a particularly complex regulatory environment. As Andrea Sowle Kern noted in her Ball State Master's thesis, *Modernizing State Enabling Legislation for Locally Designated Historic Resources* (2016), "[Pennsylvania's] current enabling laws have created a fragmented and confusing patchwork of local ordinances across the state" (Kern, 2016).

The Historic District Act of 1961 authorized "all counties, cities, except cities of the first and second class, boroughs, incorporated towns and townships" to pass ordinances creating historic districts "for the purpose of protecting those historical areas within our great Commonwealth, which have a distinctive character recalling the rich architectural and historical heritage of Pennsylvania, and of making them a source of inspiration to our people by awakening interest in our historic past, and to promote the general welfare, education, and culture of the communities in which these distinctive historical areas are located" (HDA, 1961, Section 2). In Section 150: The Purpose of the Act, the Municipalities Planning Code specifies

that the law is to encourage municipalities to preserve “prime agricultural land and natural and historic resources” (MPC, 1968, Section 150).

The quality, quantity and concentration of historic resources varies considerably from municipality to municipality, and the National Register of Historic Places provides clear standards for determining historical significance that are used by state and federal agencies. Additionally, local communities also have the prerogative to identify places of local importance that they deem worthy of regulating and preserving, which may not necessarily meet the standards for significance of the National Register of Historic Places. An essential element of historic preservation is the work of surveying and identifying historically significant buildings and places that merit preservation. Local or county historical societies, local governments, county governments, and educational institutions typically undertake such surveys of historic resources. The survey process helps municipalities to determine the quantity and nature of historic resources in their jurisdiction. The survey data then informs whether steps are needed to protect those resources, and which historic preservation regulations might be most appropriate for a particular community.

The HDA and the MPC provide municipalities with very different mechanisms for regulating their local historic resources. Municipalities creating a historic district under the HDA follow a relatively uniform approach to historic preservation. Under the HDA, the municipality defines boundaries of a historic district impacted by the ordinance using criteria adopted by the Pennsylvania Historical and Museum Commission (PHMC). These criteria include historical and architectural significance as well as the relationship of the boundary to adopted municipal comprehensive or revitalization plans. Following the local adoption of the ordinance designating the district boundaries, the ordinance and boundary justification are submitted to PHMC for certification by the Commission before the municipality may begin enforcing the regulatory aspects of the preservation ordinance. The HDA requires creation of a Historical Architecture Review Board (commonly referred to as a HARB), with specific composition and expertise (a

minimum of five members, with at least one architect, one licensed real estate broker, and one building inspector) (HDA, 1961). The role of HARB is to advise the municipality's governing body as to whether to certify the appropriateness of all "erection, reconstruction, alteration, restoration, demolition, or razing of a building, in whole or in part" and consider "the effect which the proposed change will have upon the general historic and architectural nature of the district" (HDA, 1961). Municipalities that enact ordinances using the HDA thus have a relatively consistent approach to historic preservation, a common standard for designating historic resources as significant, and the benefit of having both the ordinance and the historic district reviewed by the professional staff within PHMC, in the Pennsylvania State Historic Preservation Office (SHPO).

Under the MPC, municipalities are required to consider preservation of historic resources in zoning ordinances and comprehensive plans; however, they are not given specific guidelines regarding regulatory methods they should employ for preserving resources. Under "Ordinance Provisions" of the MPC, section 603(c)(7), the law states, "Zoning ordinances may contain: provisions to promote and preserve prime agricultural land, environmentally sensitive areas and areas of historic significance." MPC Section 603(g)(2) is more specific in stating that municipalities with zoning must consider historic resources; "zoning ordinances shall provide for protection of natural and historic features and resources." Additionally, under "Classifications," section 605(2)(vi) of the MPC, it states that a municipality may classify zones or structures as "places having unique historical, architectural or patriotic interest or value."

While the MPC clearly charges local municipalities with the authority to regulate and preserve historic resources, it is left to the discretion of the municipality how that will be achieved. In practice, lack of specificity in the MPC means that there is little consistency across the Commonwealth. Some municipalities create historic or zoning overlay districts, some maintain inventories of historic structures, and others simply address older structures or historic landscapes on a case-by-case basis during the permitting process. The role of municipal

government also varies, with some municipalities integrating historic preservation into the general process of zoning and code enforcement, while others have created more elaborate bodies dedicated to preservation, such as design review boards. Unlike historic preservation under the HDA, the SHPO plays no official role in reviewing the municipalities' methods for identifying historic resources, crafting local ordinances, setting standards for historic structures, or enforcing historic preservation provisions of the MPC. Finally, it is important to note that the authority of municipalities to use the MPC to regulate historic resources remains untested in the courts (Kern, 2016; Lefèvre, 2007).

Despite the General Assembly's intent to promote historic preservation at the local level through the authority of both the HDA and the MPC, in practice, the number of municipalities that have ordinances with historic preservation provisions, and the nature of the specific regulations contained in those ordinances, was not known. Until this study, no organization or state agency had compiled a comprehensive inventory showing how Pennsylvania's local municipalities were applying the authority of the MPC to regulate historic resources. Nor do local municipalities report whether they have historic preservation ordinances as they currently report the existence of zoning and building code ordinances to the Governor's Center for Local Government Services within the Department of Economic and Community Development. The SHPO maintains a database of ordinances developed under the auspices of the HDA, but no public or private entity maintains a comprehensive listing of all the municipalities that regulate historic resources under the authority of the MPC. The SHPO undertook a survey of municipalities in 2003, but that survey only documented the local communities that had historic districts created using the authority of the MPC (they identified 50 such districts) (Lefèvre, 2007).

A comprehensive inventory of all municipalities was needed to fully understand the landscape of how historic preservation is being carried out at the local level in Pennsylvania. The purpose of this project was to document the extent to which provisions of the HDA and the

MPC are being employed by local municipalities in Pennsylvania to regulate and protect historic resources, to understand the specific methods municipal governments are using to pursue historic preservation, and to determine whether the HDA and MPC in their current states are adequately fulfilling the goals set by the legislature of having municipalities regulate and protect the Commonwealth's unique and irreplaceable historic resources.

Project Goals

Below are detailed project goals for the development of an inventory of municipalities engaged in historic resource preservation through both the Historic District Act of 1961 and Municipalities Planning Code of 1968. For this project, particular attention is focused on historic resource preservation in the 1,592 rural municipalities of the state.

Goal #1: Develop an inventory of municipalities engaged in historic resource preservation

The first goal of this project is to identify Pennsylvania municipalities engaged in historic resource preservation, particularly in Pennsylvania's 1,592 rural municipalities. This inventory includes documenting historic districts enacted under the HDA as well as municipalities that have enacted ordinances with historic resource preservation provisions under the MPC and represents the first comprehensive inventory detailing specific municipalities in Pennsylvania that are engaged in local-level historic resource protection under HDA and MPC.

Goal #2: Document the types of regulatory activities contained in MPC-enabled ordinances that have historic resource preservation provisions

Documenting the types of regulatory activities in MPC-authorized ordinances is critical for facilitating an understanding of the specific ways that municipalities are applying the general provisions of the law to protect local historic resources. To accomplish this goal, the research

team compared specific mechanisms contained in local ordinances and analyzed the ways that local municipalities use the provisions of the MPC to protect historic resources.

Goal #3: Develop a typology of the most common historic preservation methods used by municipalities using the MPC for historic preservation

Identifying the most common types of regulatory activities enabled an analysis of how municipalities across the state apply the provisions of the MPC. The research team set out to summarize the dominant approaches used by municipalities to protect historic resources, identify commonalities in municipal historic preservation regulations, and develop a typology of ordinances to classify the types of preservation activities taking place across municipalities to identify patterns and trends. This examination sought to provide data for policymakers seeking to clarify or bring greater uniformity to the state's historic preservation statutes.

Goal #4: Conduct a spatial analysis of municipalities engaged in historic resource preservation

Spatial analysis of historic resource preservation activities across municipalities allowed the research team to visualize, question, analyze, and interpret data to identify relationships, patterns, and trends. The researchers mapped the distribution of municipalities with historic districts created under the HDA, as well as the distribution of municipalities engaged in historic resource preservation enabled by the MPC. The development of a socio-demographic database helped to determine whether any combination of social and demographic attributes is linked to an increased propensity for historic resource preservation activity. Finally, multivariate statistical analysis was used to examine the relationship between socio-demographic characteristics and municipalities that have enacted historic preservation ordinances.

Goal #5: Conduct critical case studies of municipalities engaged in historic resource preservation

The research team completed a limited number of case studies to document the application and administration of regulatory approaches employed by municipalities to protect

their historic resources. Through the case studies, the research team sought to produce a body of qualitative data documenting what is working at the local level to protect historic resources, and also what changes might help to improve the process and make it easier for local governments to protect their historic places. For municipalities having success in preserving historic resources, the researchers sought to capture those experiences so that they could be studied or imitated by others. The case studies focused on municipalities with MPC-authorized historic preservation ordinances. Because the MPC does not specify the methods that should be employed for historic preservation, local municipalities have a lot of flexibility. After reviewing ordinances on paper, the case studies offered an opportunity to document the practical administration of historic preservation regulations.

Goal #6: Develop policy considerations for historic preservation ordinances in Pennsylvania

The findings from this research will provide greater clarity about the nature and extent of municipal historic resource preservation that will have direct policy implications for enhancing the protection of the Commonwealth's local historic resources.

Methodology

Between April and December of 2017, the research team gathered data to determine the extent to which Pennsylvania municipalities had enacted local ordinances under the authority of the HDA and/or the MPC to regulate historic resources within their jurisdictions. This research included a survey of county planning directors and follow-up focus group, information gathered by the Pennsylvania State Historic Preservation Office (SHPO), examination of municipalities' codes and ordinances, interviews, telephone calls, and emails to local officials. The methodology for each research goal and objective is outlined below.

Goal #1: Develop an inventory of municipalities engaged in historic resource preservation

Objective #1a: Identify all historic districts enacted under the Historic District Act of 1961

The research team consulted with the SHPO Community Preservation Coordinators (covering the eastern, central, and western management regions) to garner information on municipalities that have historic districts enabled from the authority of the HDA. These data are available in the Pennsylvania Cultural Resource Geographic Information System Database (PHMC, n.d.) and were imported into a spreadsheet as part of the data collection stage of the project.

Objective #1b: Identify all municipalities that have enacted ordinances with historic resource preservation provisions enabled under the MPC

A two-step process was used to identify municipalities that have MPC-authorized ordinances with historic preservation provisions:

(i) A survey of county planning directors

In consultation with the SHPO Community Preservation Coordinators and the County Planning Directors Association of Pennsylvania (CPDAP), the research team developed a survey to identify municipalities that have enacted ordinances with historic preservation provisions under the authority of the MPC. The survey was county specific, allowing the directors or staff of county planning offices to quickly identify the municipalities in their county that have local ordinances with historic preservation provisions. The respondents were also given the option to provide additional details about the content of those ordinances. All survey materials were approved by the Shippensburg University Committee on Research with Human Subjects (Appendix 1).

The research team determined that an online survey was the most straightforward and efficient method to request information from each county planning director. The option to save and return to an online survey or request a paper version were incorporated into the survey

design to allow participants to complete the survey at their own pace. For convenience, the survey automatically propagated a list of municipalities once a county was selected. The survey was divided into two parts. *Part One* required a simple “yes,” “no,” or “not sure” response as to whether historic preservation is occurring in each respective municipality. The respondents were asked to consider historic preservation activity “in the form of historic preservation ordinances, provisions in their zoning or building codes, and/or include specific language in a subdivision and land development ordinance (SALDO) focused on regulating or preserving historic resources.” Subdivision regulations govern the subdivision and land development of properties (see *Glossary* for a full definition of “subdivision regulations”). *Part Two* of the survey asked for more detail on the types of ordinances, resource designations, regulated or incentivized activities, and/or preservation-specific advisory or administrative bodies relating to historic preservation for any municipality selected in *Part One*.

Based on the recommendation of CPDAP, dissemination of the initial survey to county planning directors was conducted by CPDAP on behalf of the Center for Land Use and Sustainability (CLUS) of Shippensburg University. CPDAP also provided contact information so that the research team could follow-up with county planning directors via phone and email. The data collected via the survey regarding municipal historic preservation ordinances is only as accurate as the survey responses provided by the county planning directors or staff.

(ii) Consultation with the SHPO Community Preservation Coordinators

Prior to the administration of the survey, the research team consulted the SHPO's three Community Preservation Coordinators to identify municipalities with historic resource ordinances. After initial data collection through the survey, the research team shared responses with the coordinators to discuss preliminary findings and identify candidate municipalities for more detailed analysis.

Goal #2: Document the types of regulatory activities contained in MPC-enabled ordinances that have historic resource preservation provisions

Objective #2a: Collect the text of municipal ordinances that have been identified via

Objective #1b as having historic preservation provisions

The research team collected electronic links to municipal ordinances that have historic preservation provisions authorized by the MPC. Ordinance links were gathered from municipal websites and *eLibrary*, the electronic library of planning documents maintained by the Pennsylvania Department of Economic and Community Development and the County Commissioners Association. For municipalities that do not have electronic copies of their ordinance, hard copies were acquired. The links to the electronic copies of the municipal ordinances may be accessed using the online geo-spatial maps.

Objective #2b: Develop a historic resource ordinance audit template

The research team drew on several resources in developing the audit template, which is provided in Appendix 2. Examples of audit instruments from the Planning Advisory Service (Weitz & Waldner, 2002), Federal Emergency Management Agency (National Flood Insurance Program, 2010), and Smart Growth Implementation Toolkit (Smart Growth America, 2007) were referenced during template development. Lancaster County's Model Language for Historic Preservation Guidelines was also reviewed (LCPC, 2009). As well, the researchers contacted the SHPO's Community Preservation Coordinators, and Cory Kegerise, the Eastern Region Coordinator, provided recommendations on what to include in the audit instrument. He also provided his analysis of Certified Local Government (CLG) Ordinances (Kegerise, 2017) as it contained relevant questions. The research team also drew from *Part Two* of the county planning director survey as a basis for what to include in the audit template. In the end, the design of the audit template allowed the research team to collect information on the procedures and mechanisms municipalities use to identify, designate, and regulate historic resources, as well as information on advisory or administrative bodies.

Objective #2c: Audit a representative sample of ordinances that have historic preservation provisions

Using the ordinance audit template in *Appendix 2*, the research team audited a representative sample of ordinances to document the range of regulatory approaches used by municipalities to protect historic resources. The sample of municipalities selected for audit were representative of the different SHPO management regions (eastern, central, and western), types of municipalities (borough, city, first-class township, second-class township), income levels¹ (lower, middle, upper), and population density (municipalities classified as rural or urban²). The results of the audit were compiled into a spreadsheet to catalog specific procedures and mechanisms used by the municipalities with ordinances created under the MPC. Two researchers reviewed each ordinance to ensure consistent audit results.

Goal #3: Develop a typology of ordinances with historic preservation provisions

Objective #3a: Summarize the dominant approaches used by municipalities to protect historic resources and identify commonalities in municipal preservation regulations

The results of the ordinance audits were summarized to identify the dominant regulatory approaches used by the sample of municipalities to protect historic resources. The results were examined for commonalities in the regulation types across management regions, municipality type, income level, and population density (urban/rural).

¹ Middle income was calculated by taking one-half of one standard deviation from the mean of per capita income in either direction to determine the range. Lower and upper income ranges were on either side of the middle income range, above and below. Low income <\$22,867, Middle income \$22,867-\$31,273, upper income >\$31,273.

² Definitions of rural and urban municipalities are based on the Center for Rural Pennsylvania definition: "A municipality is rural when the population density within the municipality is less than the statewide density of 284 persons per square mile, or the total population is less than 2,500, unless more than 50 percent of the population lives in an urbanized area as defined by the U.S. Census Bureau. Center for Rural Pennsylvania, "Demographics: Rural Urban Definitions" Retrieved from http://www.rural.palegislature.us/demographics_rural_urban.html

Objective #3b: Develop a typology of historic preservation ordinances reflecting the dominant approaches used by municipalities to protect historic resources.

The research team attempted to develop a typology of historic preservation ordinances reflecting common procedures and mechanisms used in municipal ordinances to protect historic resources. However, the researchers found the range of procedures and mechanisms to be too limited and the development of a typology was not possible.

Objective #3c: Classify the types of preservation activities taking place across municipalities to identify patterns in municipal historic preservation protection.

The research team classified the level of preservation activities taking place across municipalities to identify patterns and trends in municipal historic preservation. Based on the number of different resource designations and regulated or incentivized activities, the municipalities were classified as “No Activity” (no evidence of historic preservation language or regulations in ordinance), “Limited Activity” (evidence of one to three different resource designations or regulated or incentivized activities), “Moderate Activity” (evidence of four to eight designations/activities) or “Extensive Activity” (evidence of nine or more designations/activities).

Goal #4: Conduct a spatial analysis of municipalities engaged in historic resource preservation

Objective #4a: Map the distribution of municipalities with historic districts created under the HDA and map the distribution of municipalities engaged in historic resource preservation enabled by the MPC

The research team used Geographic Information Systems (GIS) to map the location of municipalities with historic districts enabled under the HDA as well as the location of municipalities with MPC-enabled ordinances that have historic preservation provisions. Using U.S. Census Bureau base maps (U.S. Census Bureau, 2015; U.S. Census Bureau, 2000) and creating two separate map layers for historic preservation under HDA and MPC, the research team employed map overlay techniques for better data visualization.

Objective #4b: Develop a socio-demographic database for municipalities engaged in historic preservation and examine the correlation between socio-demographic characteristics of municipalities and their approach to historic resource preservation.

The research team compiled socio-demographic data for all 2,573³ municipalities in Pennsylvania using data from the 2015 U.S. Census Bureau American Community Survey (U.S. Census Bureau, 2015). To identify growth patterns, population growth rates were calculated using both the 2015 U.S. Census Bureau American Community Survey (U.S. Census Bureau, 2015) and the 2000 Decennial Census (U.S. Census Bureau, 2000). For municipalities with historic-preservation-related ordinances, the following socio-demographic characteristics were examined: population density, housing density, population growth (2000 to 2015), change in housing density (2000 to 2015), population diversity, median age of population, per capita income, median house value, median year houses built, educational attainment (those with less than one year of college vs. those with more), and unemployment percentage. Each of these attributes were examined at various levels of aggregation: state level, regional level, and urban/rural. Please see Appendix 3 for the complete socio-demographic dataset, methodology and analysis. By linking the socio-demographic database to the map layers developed in Objective #4b, the research team was able to explore the relationship between socio-demographic characteristics and historic resource preservation.

Using GIS, the research team explored the spatial pattern of municipalities (based on region, municipality type, urban/rural, and socio-demographics) with historic resource ordinances that were enacted by the HDA and the MPC. GIS overlay methods allowed the identification of spatial patterns in the distribution of various approaches to historic resource

³ Eleven boroughs in Pennsylvania straddle county lines. For spatial analysis and to allow aggregation at the county level, these 11 municipalities were considered as two entities, one for each county in which it exists, bringing the number of disparate geographic entities analyzed to 2,573.

preservation. Multivariate statistical analysis allowed the research team to explore possible relationships between socio-demographic characteristics and engagement in historic resource preservation. These analyses help to identify potential constraints that may limit the ability of municipalities to engage in historic resource preservation.

Goal #5: Conduct critical case studies of municipalities engaged in historic resource preservation

Through site visits and telephone interviews, the research team conducted a limited number of case studies to examine the effectiveness of the approaches employed by municipalities to protect their historic resources. Case studies were regionally representative (eastern, central, and western SHPO management regions), and examined both rural and urban municipalities. The research team identified nine prospective municipalities to interview, with at least two municipalities in each region of the state, and at least one urban and one rural municipality per region.

(i) Municipality site visits and telephone interviews

The research team developed a questionnaire for use when interviewing local officials who administer the MPC-authorized ordinances (Appendix 4). The questionnaire addressed the mechanisms used to implement ordinances, the numbers and types of historic resources impacted by ordinances, effectiveness of ordinances for maintaining the historic character of communities, and the ease with which local officials can implement these procedures. To the greatest extent possible, researchers met with municipalities in person; telephone interviews were also conducted to gather information about historic preservation in municipalities.

Based on the county planning director survey results, audit results and/or suggestions from the SHPO Community Preservation Coordinators, the research team identified nine municipalities for case studies, and conducted interviews with municipal officials for five of those municipalities (case study interviews were not conducted with the four italicized municipalities):

- Western management region: New Castle City (urban) in Lawrence County and *St. Mary's City (rural) in Elk County*
- Central management region: *Huntingdon Borough in Huntingdon County (urban)*, *Blair Township (second-class township, urban) in Blair County*, *McConnellsburg Borough (rural) in Fulton County*, and *Lock Haven City (urban) in Clinton County*
- Eastern management region: *Upland Borough in Delaware County (urban)*, *Birmingham Township in Chester County (second-class township, urban)*, and *Bedminster Township in Bucks County (second-class township, rural)*

Likely due to the timing of this aspect of the project, the research team had difficulty identifying individuals to interview for some of the case studies (italicized). Researchers were able to visit Bedminster and Birmingham townships in person, but the other case study interviews were conducted via telephone. Phone calls were also conducted with Downingtown Borough (urban) and East Pikeland Township (urban) in Chester County, and the remaining municipalities selected as case studies (above). An interview was also conducted with a representative of the Pennsylvania Municipal Code Alliance, an organization that provides code enforcement and administration to 140 Pennsylvania municipalities.

The research team did not originally intend to conduct case study interviews with the staff of county planning offices; however, as the project developed and the researchers gained a greater appreciation for the role of county planning offices in facilitating and supporting municipal historic preservation, two counties were identified for case studies. Centre County, in the central region, was identified as a county with a significant number of municipalities covered by a county zoning ordinance. Chester County, in the eastern region, has the largest number of MPC-authorized historic preservation ordinances. Thus, it was targeted for a case study to understand the role of county government in facilitating local historic preservation.

The Results section of this report contains anonymous excerpts from the responses of the case study interviewees grouped by the question in the interview instrument. References to

specific municipalities, individuals, or sites that would indicate the origin of the quotes have been removed. For interviewees who signed a release form agreeing to have the full notes of the case study made public, those notes are included in their entirety in *Appendix 4*.

(ii) Qualitative analysis and discussion with county planning directors

Researchers attended the County Planning Directors Association of Pennsylvania (CPDAP) quarterly meeting in State College, Pennsylvania, on November 3, 2017, to present the findings to date and discuss historic preservation throughout the state. The discussion centered on the current research and how to encourage historic preservation throughout the Commonwealth. The planners at the meeting also discussed county-level zoning, zoning in rural counties, and voluntary approaches to historic preservation. County planners also provided feedback on the aspects of the current historic preservation legal and administrative framework that work effectively, and areas that would benefit from improvement.

Goal #6: Develop policy considerations for historic preservation ordinances in Pennsylvania

Based on data analysis and consultations with local officials, CPDAP representatives, and the SHPO Community Preservation Coordinators, the research team provided an analysis of how current laws are being utilized by local governments to protect historic resources, and whether revisions to the current statutes could enhance municipal historic preservation efforts.

Results

Outcome #1: An inventory/dataset of municipalities engaged in historic resource preservation under either the HDA or MPC

The data identifies 294 municipalities (excluding Philadelphia and Pittsburgh) in 48 Pennsylvania counties that have enacted one or more historic preservation ordinance(s) or have

specific language in their zoning ordinances or subdivision and land development ordinances (SALDO) that aim to preserve historic resources. In total, those 294 municipalities enacted 105 HDA-authorized ordinances and 195 MPC-authorized ordinances. Survey results also indicate that 26 municipalities have SALDOs with historic preservation provisions. Thus 294 municipalities, with a total of 425 local ordinances, are regulating historic preservation, or 11.5 percent of the Commonwealth's 2,562 municipalities (excluding Philadelphia and Pittsburgh).⁴ Table 1 summarizes the methods of historic preservation. Of the 294 municipalities, five municipalities employ all three methods of historic-preservation-related ordinances (HDA, MPC, and SALDO). Figure 1 shows the geographic distribution of municipalities with historic-preservation-related ordinances throughout the Commonwealth.

Table 1: Historic Preservation in Pennsylvania Municipalities

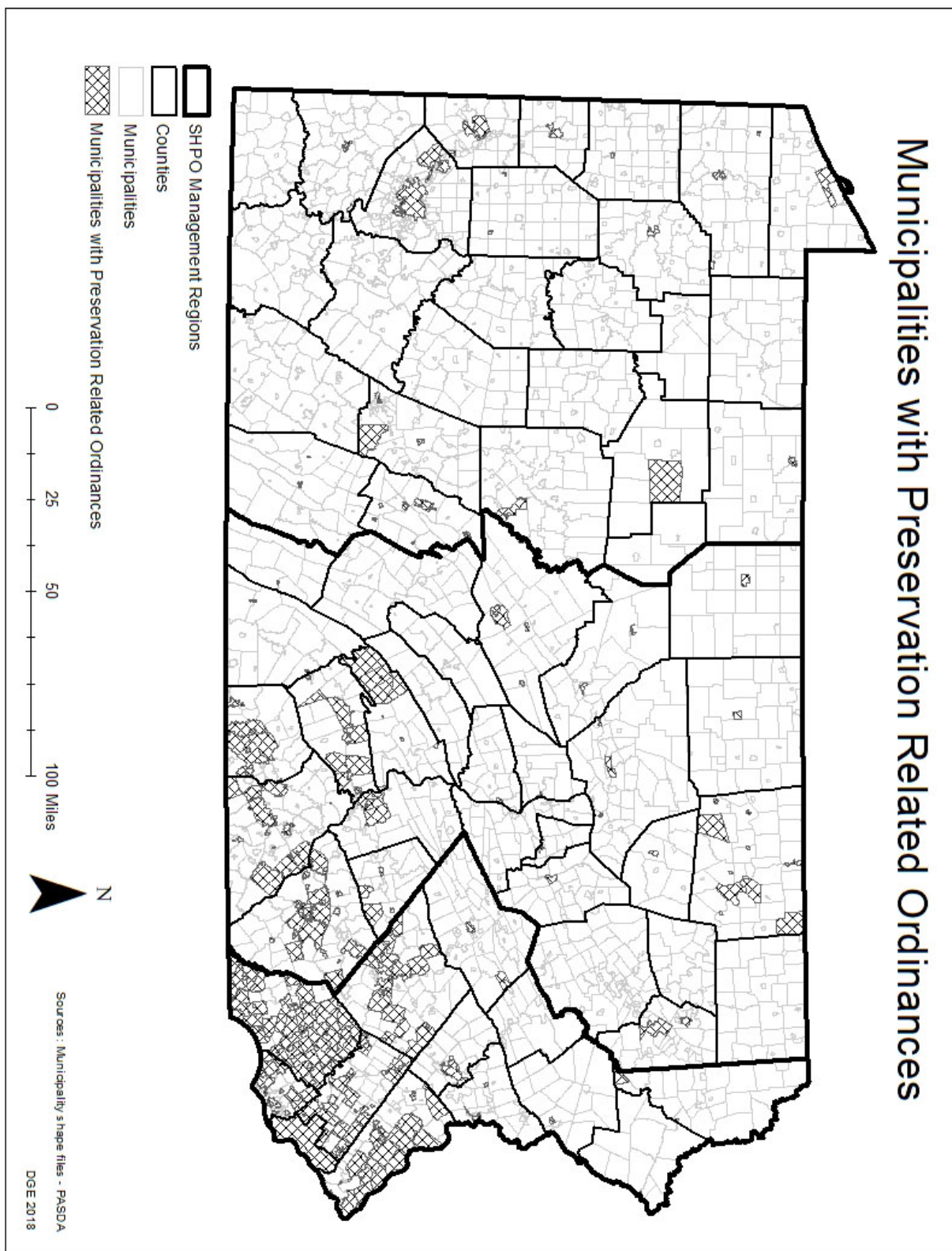
Method of Historic Preservation	Total # of Municipalities
One or more types of ordinances (HDA, MPC, SALDO, other)	294*
Historic District Act (HDA)	105
Municipalities Planning Code (MPC)	195
Subdivision and Land Development Ordinances (SALDO)	26

Source: CLUS survey data and follow-up, April 2017 - December 2017.

* excludes Pittsburgh & Philadelphia

⁴ The survey captured information about SALDOs, but the other follow-up methods did not consistently examine the language of SALDO legislation for historic preservation language, and thus it is likely that there may be additional municipalities that have preservation language in their SALDOs not accounted for in the data.

Figure 1: Geographic Distribution of Pennsylvania Municipalities with Historic-Preservation-Related Ordinances



Below is a summary of historic-preservation-related ordinance types used by municipalities, broken out by the SHPO management regions (Table 2) and by municipality type (Table 3).

Table 2: Historic-Preservation-Related Ordinance Types by SHPO Management Region

		Total # of Municipalities Utilizing:			
	Total # of Municipalities in each Region	HDA	MPC	SALDO	# of Municipalities Utilizing One or More Historic-Preservation-Related Ordinances
Central Region	955	27	74	14	110
Eastern Region	527	61	103	10	145
Western Region	1,091	17	18	2	39
Total	2,573	105	195	26	294

Source: CLUS survey data and follow-up, April 2017 - December 2017. * excludes Pittsburgh & Philadelphia

Table 3: Historic-preservation-related Ordinance Types by Municipality Type

		Total # of Municipalities Utilizing:			
	Total # of each Municipality Type in PA	HDA	MPC	SALDO	# of Municipalities Utilizing One or More Historic-Preservation-Related Ordinances
Borough	968	51	68	9	124
City	57	13	13	2	21
1st Township	92	8	13	0	20
2nd Township	1,455	32	101	15	128
Town	1	1	0	0	1
Total	2,573	105	195	26	294

Source: CLUS survey data and follow-up, April 2017 - December 2017. * excludes Pittsburgh & Philadelphia

Outcome #1a: SHPO 2016 historic preservation records

The research team received a spreadsheet from SHPO that contains every municipality in the Commonwealth organized by county, and whether the county has a historic ordinance based on the MPC or the HDA. The spreadsheet was last updated on in the summer of 2016 and contains the most recent revision year for HDA and MPC ordinances as well as Home Rule and SALDO information. The information from SHPO indicates that for historic preservation, 100

municipalities have used the authority of HDA, 48 municipalities are using MPC, two municipalities have used Home Rule, and nine municipalities have used SALDO.

Outcome #1b: County planning director survey and follow-up

In total, 51 county planners or staff responded to Part One of the historic preservation survey (77 percent of 66 counties, does not include Philadelphia), providing responses for 1,895 municipalities (74 percent of 2,562 municipalities). County planning directors indicated that 245 municipalities (13 percent of responses) have stand-alone historic preservation ordinances, provisions in their zoning or building codes, or include specific language in a SALDO focused on regulating or preserving historic resources. The respondents were not sure if historic preservation using any of the above methods is present in 793 municipalities (42 percent of responses) and indicated that it was not present in 857 municipalities (45 percent of responses).

To fill in the “not sure” and missing responses from the survey, the research team next examined the remaining 16 county comprehensive plans, to ascertain whether or not historic preservation is referenced, and examined where zoning is present. This process included both examining municipality websites and making direct phone calls to municipalities to inquire about zoning code provisions regarding historic preservation.

From survey responses and follow-up calls, historic-preservation-related ordinances are used in 294 municipalities (“yes”), are not used in 1,606 municipalities (“no”), and the status is unknown for 671 municipalities (279 “not sure” responses and 392 no responses). Of the 279 “not sure” responses, 185 are rural municipalities. Table 4 summarizes the 294 municipalities (by county) employing HDA, MPC, or SALDO for historic preservation, separated by urban and rural municipalities.

Table 4: Municipal Historic Preservation using HDA, MPC, or SALDO (by County)

Total # of Municipalities (by County)										
COUNTY	Totals ¹	HDA			MPC			SALDO		
		Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural
Adams	9	4	1	3	8	3	5			
Allegheny	8	6	5	1	2	2	0			
Armstrong	0									
Beaver	4	2	2	0	2	1	1			
Bedford	2	1	1							
Berks	21	3	1	2	20	13	7			
Blair	6	1	1	0	2	2	0	1	1	0
Bradford	12	2	2	0	3	0	3			
Bucks	23	15	15	0	8	5	3			
Butler	2	2	2	0						
Cambria	3	1	0	1	2	2	0			
Cameron	0									
Carbon	-	-	-	-	-	-	-	-	-	-
Centre	5	2	1	1	2	2	0	1	1	0
Chester	54	20	19	1	47	38	9	10	7	3
Clarion	-	-	-	-	-	-	-	-	-	-
Clearfield	1				1	0	1			
Clinton	2				2	1	1			
Columbia	1	1	1	0						
Crawford	3				3	2	1			
Cumberland	11	4	4	0	8	5	3			
Dauphin	3	2	2	0	1	1	0			
Delaware	15	7	7	0	9	9	0			
Elk	1				1	0	1			
Erie	1				1	1	0			
Fayette	-	-	-	-	-	-	-	-	-	-
Forest	0									
Franklin	2	1	0	1	1	1	0			
Fulton	1				1	0	1	1	0	1
Greene	-	-	-	-	-	-	-	-	-	-
Huntingdon	-	-	-	-	-	-	-	-	-	-
Indiana	1	1	0	1						
Jefferson	0									
Juniata	0									
Lackawanna	2	2	2	0						
Lancaster	23	3	3	0	23	21	2			
Lawrence	1				1	1	0	1	1	0

Table 4 (continued): Municipal Historic Preservation using HDA, MPC, or SALDO (by County)

Total # of Municipalities (by County)										
COUNTY	Totals ¹	HDA			MPC			SALDO		
		Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural
Lebanon	4	1	1	0	3	2	1			
Lehigh	2	2	2	0	1	1	0			
Luzerne	-	-	-	-	-	-	-	-	-	-
Lycoming	3	1	1	0	2	1	1			
McKean	1	1	1	0						
Mercer	1	1	0	1						
Mifflin	0									
Monroe	1	1	1	0						
Montgomery	22	8	8	0	15	14	1			
Montour	1	1	1	0						
Northampton	2	2	2	0						
Northumberland	0									
Perry	10				1	0	1	9	1	8
Pike	1	1	0	1	1	0	1			
Potter	1							1	1	0
Schuylkill	2	2	2	0						
Snyder	1				1	1	0			
Somerset	0									
Sullivan	1				1	0	1			
Susquehanna	0									
Tioga	1	1	1	0						
Union	1	1	1	0	1	1	0			
Venango	1	1	1	0						
Warren	0									
Washington	3				3	3	0			
Wayne	2				2	0	2			
Westmoreland	-	-	-	-	-	-	-	-	-	-
Wyoming	-	-	-	-	-	-	-	-	-	-
York	16	1	1	0	16	9	7	2	0	2
TOTAL	294	105	92	13	195	142	53	26	12	14

Source: CLUS survey data and follow-up, May 2017 - December 2017.

- indicates no data was reported by the county

¹ Total excludes Pittsburgh and Philadelphia

Outcome #2: A typology of historic preservation methods enacted under the MPC

Zoning ordinances for 60 municipalities were reviewed using the audit instrument in *Appendix 2*. The municipalities were selected to ensure representation in the following categories: western, central and eastern management regions; rural and urban municipalities; boroughs/cities and townships; and income. The representative breakdown of the municipalities selected for audit is provided in Table 5.

Table 5: Municipalities Selected for Audit and their Characteristics

County	Municipality	Municipality Type	Context	SHPO Region	Income Level*
Adams	East Berlin Borough	Borough	Rural	C	Middle
Allegheny	Mount Oliver Borough	Borough	Urban	W	Lower
Berks	Pike Township	2nd Township	Rural	E	Upper
Berks	Spring Township	2nd Township	Urban	E	Upper
Berks	Wernersville Borough	Borough	Urban	E	Middle
Blair	Martinsburg Borough	Borough	Rural	W	Middle
Blair	Roaring Spring Borough	Borough	Urban	W	Middle
Bradford	Canton Borough	Borough	Rural	C	Lower
Bradford	Troy Borough	Borough	Rural	C	Lower
Bradford	Wyalusing Borough	Borough	Rural	C	Upper
Bucks	Bedminster Township	2nd Township	Rural	E	Upper
Bucks	Plumstead Township	2nd Township	Urban	E	Upper
Bucks	Springfield Township	2nd Township	Rural	E	Upper
Bucks	Wrightstown Township	2nd Township	Urban	E	Upper
Cambria	Ebensburg Borough	Borough	Urban	W	Middle
Cambria	Westmont Borough	Borough	Urban	W	Upper
Chester	Birmingham Township	2nd Township	Urban	E	Upper
Chester	Downingtown Borough	Borough	Urban	E	Middle
Chester	East Nantmeal Township	2nd Township	Rural	E	Upper
Chester	Kennett Square Borough	Borough	Urban	E	Middle
Chester	Lower Oxford Township	2nd Township	Urban	E	Lower
Chester	Newlin Township	2nd Township	Rural	E	Upper
Chester	Thornbury Township	2nd Township	Urban	E	Upper
Clinton	Lock Haven City	City	Urban	C	Lower
Clinton	Renovo Borough	Borough	Rural	C	Lower
Crawford	Meadville City	City	Urban	W	Lower

Table 5 (continued): Municipalities Selected for Audit and their Characteristics

County	Municipality	Municipality Type	Context	SHPO District	Income Level*
Crawford	Springboro Borough	Borough	Rural	W	Lower
Crawford	Titusville City	City	Urban	W	Lower
Cumberland	Monroe Township	2nd Township	Rural	C	Upper
Cumberland	South Middleton Township	2nd Township	Urban	C	Upper
Dauphin	Millersburg Borough	Borough	Urban	C	Lower
Dauphin	Susquehanna Township	1st Township	Urban	C	Upper
Delaware	Concord Township	2nd Township	Urban	E	Upper
Delaware	Norwood Borough	Borough	Urban	E	Middle
Delaware	Springfield Township	1st Township	Urban	E	Upper
Delaware	Upland Borough	Borough	Urban	E	Lower
Elk	St. Mary's City	City	Rural	W	Middle
Erie	Millcreek Township	2nd Township	Urban	W	Upper
Fulton	McConnellsburg Borough	Borough	Rural	C	Middle
Lancaster	East Hempfield Township	2nd Township	Urban	C	Upper
Lancaster	East Petersburg Borough	Borough	Urban	C	Middle
Lancaster	Millersville Borough	Borough	Urban	C	Lower
Lancaster	Upper Leacock Township	2nd Township	Urban	C	Middle
Lawrence	New Castle City	City	Urban	W	Lower
Lycoming	Jersey Shore Borough	Borough	Urban	C	Lower
Lycoming	Muncy Borough	Borough	Rural	C	Middle
Montgomery	Horsham Township	2nd Township	Urban	E	Upper
Montgomery	Pennsburg Borough	Borough	Urban	E	Middle
Montgomery	Upper Moreland Township	1st Township	Urban	E	Upper
Montgomery	Worcester Township	2nd Township	Urban	E	Upper
Perry	Bloomfield Borough	Borough	Rural	C	Middle
Potter	Coudersport Borough	Borough	Urban	C	Middle
Snyder	Selinsgrove Borough	Borough	Urban	C	Lower
Sullivan	Eagles Mere Borough	Borough	Rural	C	Middle
Wayne	Lehigh Township	2nd Township	Rural	E	Middle
York	Chanceford Township	2nd Township	Rural	C	Lower
York	Jefferson Borough	Borough	Rural	C	Middle
York	Lower Windsor Township	2nd Township	Urban	C	Middle
York	Paradise Township	2nd Township	Rural	C	Middle
York	Wrightsville Borough	Borough	Urban	C	Lower

Source: American Community Survey (2015), The Center for Rural Pennsylvania (n.d.).

*Middle income was calculated by taking one-half of one standard deviation from the mean of per capita income in either direction to determine the range. Lower and upper income ranges were on either side of the middle income range, above and below. Low income <\$22,867, Middle income \$22,867-\$31,273, upper income >\$31,273.

Using the audit template, MPC-authorized ordinances were reviewed for general considerations such as language referencing the MPC, types of ordinances, types of resource designations, regulated or incentivized activities, and advisory or administrative bodies. Of the 60 ordinances that were reviewed, 13 showed no evidence of language or provisions regarding historic preservation. Similarly, nine ordinances had limited evidence of language related to historic preservation. In most cases, the language was limited to a definition of historic structure but there were no indications of regulations aimed at protecting historic resources. Thus, only 38 ordinances garnered substantive results. A summary of audit results is provided in Table 6.

Table 6: Major Findings from Ordinance Audits of Pennsylvania Municipalities

Historic Preservation Approach	Percent (based on 38 municipalities)	Percent (based on 60 municipalities)	Geographic/Demographic Findings
Restrictions/Delays on Demolition	76	48	more common in urban, townships, middle income, central region
Review of Alterations	71	45	more common in urban, boro/city, lower income, central region
Historic Overlay Zone*	63	40	more common in urban, city/boro, middle income, central region
Design Guidelines	53	33	more common in urban, boro/city, middle income, eastern region
Restrictions on Demolition by Neglect	34	22	more common in urban, boro/city, lower income, eastern and central regions
Historic Commission	37	23	more common in urban, boro/city, lower income, eastern region
Historic Preservation in Floodplains (FEMA)	37	23	more common in urban, townships, middle/high incomes, eastern region
Classification/Levels of Resources	32	20	more common in urban, city/boro, lower income, eastern region
Inventory of Historic Structures	26	17	more common in urban, lower income, eastern region
Development Incentives, Bonuses, or Use Opportunities	24	15	more common in rural, townships, upper income, eastern region
Remaining approaches	<15	<15	

Source: Governor's Center for Local Government Services. *eLibrary* (n.d.), Municipal websites.

*"Historic overlay zones," despite similar terminology, are distinct from historic districts provided for by the HDA. This often leads to confusion. Similar to HDA districts though, construction, alteration, and demolition that impacts the exterior of structures requires review and recommendations of a review body prior to formal approval by the elected officials. The review body is oftentimes called a Historic Area Review Committee (or board). This terminology further compounds the confusion among lay audiences between HDA historic districts and historic overlay zones.

Researchers expected a greater prevalence of historic preservation planning regulations, a greater variety of historic preservation approaches and greater complexity in their implementation. None of these three has borne out as fully as anticipated. The assumption was that the prevalence, variety, and complexity would lend an opportunity to develop a typology of approaches to historic preservation. From observation, historic preservation is much less substantial across all three aspects. Of the 60 municipalities that were audited, 22 (37 percent) showed no evidence of historic preservation language or regulations in their ordinances. The activity levels of the 38 municipalities that did have evidence of historic preservation provisions can be more simply classified as having “Extensive Activity,” “Moderate Activity,” or “Limited Activity.” On this basis, 55 percent of the 38 audited municipalities have “Moderate Activity,” 34 percent have “Limited Activity,” and 11 percent have “Extensive Activity.”

The municipalities that display “Extensive Activity” are all located in the eastern region and are predominantly upper income, urban townships. The municipalities categorized as “Moderate Activity” are located in either the eastern or central regions and are a true mix of urban and rural, middle and upper income, and townships and city/borough. Finally, the municipalities with “Limited Activity” are located in either the central or western management region and are lower and middle income urban boroughs.

Outcome #3: A comprehensive inventory/dataset of preservation methods by municipalities to protect historic resources

In addition to identifying which municipalities have ordinances with historic preservation provisions, the research team created a comprehensive inventory that shows the specific methods and approaches used by municipalities to protect historic resources. These data make it possible to know how, and to what extent, municipalities are using the authority of the current statutes to protect historic resources. The results of the case studies also document the strengths and limitations of the various approaches as experienced by the local officials responsible for implementing them. These data will be valuable for policymakers to know

precisely how the current statute is being used, and also for local officials who are considering enacting an ordinance to protect historic resources in their communities.

Part Two of the county planning director survey asked for additional information on municipalities with historic-preservation-related ordinances selected in Part One. Information was provided for 153 municipalities in 28 counties on the type of ordinance, resource designation, regulated or incentivized activities, and/or administrative bodies (Table 7). Note: not all sections may have been completed for a municipality; information may have been provided for the types of activities without indicating the type of ordinance used.

Table 7: Summary of Results for Part Two of County Planning Director Survey

	Number of Municipalities	Percent of data provided (153 municipalities)
TYPE OF ORDINANCE		
Historic District	43	28
MPC	51	33
SALDO	22	14
TYPE OF RESOURCE DESIGNATIONS		
Historic District	35	23
Village District/Village Center Zone	16	10
Historic Overlay Map/District	22	14
Historic Rehabilitation Overlay District	4	3
Inventory/Listing of Individual Historic Structures	36	24
Classification, Levels or Tiers of Resources	5	3
Other	3	2
REGULATED OR INCENTIVIZED ACTIVITIES		
Restrictions/Delays on Demolition	49	32
Review of Alterations or Additions	33	22
Requirements for HRIS for subdividing or redeveloping designated properties	10	7
Requirements for HRIS for projects adjacent to designated properties	7	5
Development Incentives, Bonuses, or Use Opportunities	16	10
Open Space Credit for Preserving Historic Structures	6	4
Exemptions or Waivers from Review/Regulation for Historic Structures	6	4
Other	1	1
ADVISORY OR ADMINISTRATIVE BODIES		
Historic Architectural Review Board	24	16
Historic Commission/Historic Preservation Commission	12	8
Other	3	2

Source: CLUS survey data and follow-up, May 2017-December 2017.

Outcome #4: Case studies documenting the strengths and limitations of the various approaches used to protect historic resources

Outcome #4a: Discussions with Community Preservation Coordinators and County Planning Directors

The research team communicated with all three SHPO Community Preservation Coordinators via phone and email to discuss the online survey and municipal ordinance collection. Prior to data collection, the researchers also attended the County Planning Directors Meeting on February 3, 2017, to discuss methodology. The county planning directors provided useful feedback on the survey and encouraged the research team to expand the survey to ask additional information from county planning offices; a suggestion reflected in the revised survey.

After the county planning director survey was sent, and while follow-up data collection was underway, the research team once again attended the County Planning Directors Meeting on November 3, 2017, to discuss preliminary results including:

- Concentration of historic preservation activities is limited to parts of the state.
- Much less historic preservation is occurring than anticipated.
- The types of historic preservation activities that are occurring are more limited and basic (in a regulatory sense) than anticipated; participation in enacting historic preservation ordinances or programming may be weak.
- Certain demographic factors correlate with the use of historic-preservation-related ordinances.
- “Candidate communities” that fit the demographic profile may be potential candidates for support and success of historic preservation ordinances.
- Commonalities in the ordinance audit.

After the presentation, the research team received helpful feedback from the county planning directors regarding municipalities to explore further. Additional feedback focused on the need for stable funding, model ordinance language, and other support for municipalities.

Outcome #4b: Critical case studies

The researchers used a uniform set of questions to gather qualitative data through the case study interviews. Below are anonymous excerpts from the responses of the case study interviews with municipal officials grouped by the questions in the interview instrument (Appendix 4). References to specific municipalities, individuals, or sites that would indicate the origin of the quotes have been removed. The case study data combine responses from multiple communities gathered below the interview question posed from the questionnaire (the question is in bold). Each group of responses is then followed by a “Summary of Findings” that draws key points from the respondents’ comments.

(i) INTERVIEW QUESTION: Have you had any challenges or difficulties implementing your ordinance? Are there parts of the process that cause difficulties?

- With respect to enforcement, as noted above, voluntary compliance is often counted on. When enforcement is challenged in local magisterial court, judges are inconsistent and sometimes preference is given to the local challenger (people that they know and are voters). Local courts are widely variable; judges are “all over the place” and when they do set a precedent that precedent sticks, good or bad (esp. bad). Those who challenge subsequent enforcement actions often take the perspective “you let so and so do that, why not me?”
- Historic preservation is an unfunded mandate. Not going to force people to spend money on historic preservation. Ordinance has no teeth. Not enforceable. Historic preservation encouraged not required. Trying to get critical mass to increase tax base and be more restrictive. Borough Council dissolved Historic Commission when pressures to increase historic preservation. It has been reestablished with different people.
- The system is flowing well, working as intended. The system puts a lot of pressure on the Zoning Officer as the final arbiter. It is challenging that the Historic Advisory Board

does not have power to enforce its decisions, but the system works because the Zoning Officer supports the Code and the decisions of the Historic Advisory Board.

Summary of Findings:

- Effectiveness of MPC historic preservation ordinances varies considerably by municipality. Depending on the particular ordinance, the regulations may be stringent or ineffective.
- Methods of enforcement vary widely. Some communities are aggressive in ensuring equal and consistent enforcement with penalties, other communities have ordinances with very little in the way of meaningful enforcement or penalties.
- Enforcement of regulations by municipal officials and courts can be inconsistent.

(ii) INTERVIEW QUESTION: How effective would you say your ordinance is at protecting historic buildings or structures from being altered or destroyed in your community?

- It is effective, but the general property maintenance ordinance helps maintenance issues as much as or more than anything related to historic preservation.
- Effective. There have been a few challenges but it works. Defendable.
- Very effective. Ordinance is not that onerous. Preservation takes a back seat to public safety when a property becomes too dilapidated. This is a mechanism for an owner to use to remove a property, though it generally affects Classes III and IV more than I or II.⁵
- Recently updated ordinance to make for an easier review process. Simplified the classes. Ordinance is working and effective.
- Not a lot of activity. Application to demolish a historic structure, ordinance adds 30 days. Can't prevent demolition. No demolition in 14 years.

⁵ Some municipalities use a tiered system to classify their historic resources. Class I typically includes resources that are either listed in the National Register of Historic Places or have received a Determination of Eligibility from PHMC. Class II are resources that are deemed historically or architecturally significant at the local level. Classes III and IV resources are 50 years and older but are not deemed historically significant or have not retained their architectural integrity.

- Yes, it is working. There was nothing in place before 2008, so it is making a difference. It is helping to preserve historic buildings, but even more important, it is helping to educate property owners. It can help property owners to find ways to find efficiencies for their properties, but also to complement the community's history.

Summary of Findings:

- Municipalities, even those that reported weak or inconsistent enforcement, reported that their ordinances were effective at protecting historic structures from being modified or destroyed.
- Traditional zoning can also contribute to the preservation of historic structures.
- Municipalities' officials often correlate effectiveness with ease of administration.
- Even weak ordinances can help raise awareness and encourage the preservation of historic structures

(iii) INTERVIEW QUESTION: How is the process viewed by people in the community?

Borough Council Members/Township Supervisors? Property and homeowners? Realtors and developers?

- The community has a highly significant historic building. The owner seems committed to the structure and its value. At the same time, there is little local motivation for community to capitalize on this and other historic resources. Nearby property owners pay no respect to historic preservation, altering structures all the time for things such as mountings for satellite dishes.
- Mostly supportive. Concern about maintaining property values so not much opposition. Developers know that it is a tough municipality when it comes to historic preservation so they do what they need to do. [Local land conservancy group] is supportive of ordinances.
- Local government officials not as concerned about historic preservation, more concerned about private property rights. One of the officials is the largest landowner in

the municipality. The governing body is “flexible” in determining whether or not to strictly adhere to preservation status.

- Somewhat mixed. Some homeowners are more concerned with energy efficiency than historic preservation. Another issue is property owners seeking to redevelop older houses into apartments—especially three story Victorian homes. They are not economical to operate as a single-family home. The historic preservation process is another step in the process for those development projects.

Summary of Findings:

- Municipal officials report mixed public support for historic preservation.
- Significant tension between property right and preservation in some communities.
- Ideological support for property rights and the personal economic interests of individuals or elected officials responsible for administering historic preservation ordinances can influence the implementation and effectiveness of ordinances.
- Individual property owners may value the right to alter the form or appearance of their home more than the goal of preserving the historic character of their building.
- Historic preservation regulation is viewed as desirable process in communities where residents are interested in maintaining the property values of their homes and controlling development.

(iv) INTERVIEW QUESTION: If another municipality were looking to implement a historic preservation ordinance that was effective and simple to enforce, would you recommend that they copy your ordinance? If not, what would you have them change?

- Yes, official would recommend other communities to look at what municipality did. It, in turn, had examined the particular code language from other communities. Also, it has a “good process” that makes use of the HARB.
- Yes. Would need to fix/tailor it to fit needs of municipality but no issues. It works. Desire to simplify ordinance for certain applications, i.e. changing a roof. Ordinance needs to be

flexible. Can't be too overbearing on residents. Doesn't matter how well written it is, someone will challenge it.

- Yes, because not onerous. Decision made by Zoning Hearing Board. If [municipality] doesn't take a position and no one from the community complains, Zoning Hearing Board will most likely let property owner do what he/she wants.
- Our ordinance is a good beginning, but it depends on the degree of historic preservation you want to have. For example, [nearby municipality] is very restrictive. It regulates color, materials. If you are that serious, then you need to provide a high level of public education and awareness so people know what is expected of them. That level of regulation can also be a financial burden, and it would be good to have sources of funding for residents if you require greater regulation. Our [municipality] did not want to be so stringent, wanted something less restrictive, easier to manage.

Summary of Findings:

- Municipal officials report satisfaction with the operation of their local ordinances.
- Respondents stressed the importance of tailoring an ordinance to the needs and conditions of a local municipality, ease of administration, not overly restrictive, and flexible with certain types of modification.
- Ordinance needs to reflect the priorities of the community, the level of historic preservation regulation supported by the local community, and the resources of the local community to pay for historic preservation and to educate the public about methods and value.

(v) INTERVIEW QUESTION: We [the research team] are going to be making recommendations to try to suggest steps that would make it easier and more effective for local communities to be able to preserve and protect their historic places. Do you have any other suggestions for things that we might do to make it easier for local municipalities to regulate and protect historic properties in your community?

- 20 percent historic preservation tax credit is a leading catalyst for much of the impetus for historic preservation.
- Support is needed for those who can't afford to maintain properties.
- Historic Advisory Board with more power and authority to enforce its decisions.
- A voluntary "do it as you can afford" approach is recommended.
- Greater initial outreach and education would have been helpful.
- Likes the idea of a "sign off" where a property owner acknowledges (by initialing) that their property is in a historic district.
- A leading issue is lack of political willpower.
- Much legal ordinance language only pays "lip service" to actually accomplishing preservation. Planning commission discretion and especially borough council discretion oftentimes undercuts the integrity of regulations.
- With MPC provisions, again, political considerations and local interests overwhelm integrity of ordinances.
- Borough councils increasingly ignore HARBs or HARB-type boards.
- Building/codes people have tough time balancing issues related to ADA, mechanical (HVAC, electric), and other code provisions versus needs to protect/respect historical character. In places without HARBs, none of this gets the time of day. The former considerations (ADA, HVAC, electrical considerations) overwhelms the latter (historic preservation).
- Strong ordinances are needed, with strong enforcement, and political will. Weakest link of chain gives way (and that weak link is usually political will power).
- Some municipal consulting firms hired to serve as code enforcement officers are truly interested in historic preservation, others are just building codes focused, but will say they know/can do historic preservation even when they can't (because they don't want to lose the business to competitors).

- Even prepared, well intentioned HARBs sometimes feel less confident in their expertise or conflicted.
 - For example, there is confusion when there are conflicting purposes (with Gettysburg, balancing protections of Civil War history vs. Lincoln Highway Corridor history vs. buildings that are simply 50 years old).
 - For example, confusion as to whether a mural is to be treated as a sign on a historic structure, which was an issue in [municipality].
- In some cases, those who protest the cost of upkeep, burdens of historic preservation compliance are often those that can BEST AFFORD matters—they simply present themselves as being in financial hardship.
- Generally, best to identify what there is in terms of stock, determine value of stock. Can't be too simplified. Favors the historic commission arrangement over the HARB because of the focus on individual properties. Class II in deplorable condition would be demolished.
- To encourage historic preservation in lower income municipalities—grants have dried up. Need to get creative—deal between municipality and developer.
- Money needs to be there to make regulations mandatory to protect/maintain historic resources.
- Recommendations—if ordinance is too complicated for no reason then simplify. Need to streamline the process.
- Recommendation—add meat to MPC. Property owners have more clout than municipality.

Summary of Findings:

- The financial cost of historic preservation for individuals is a significant concern, especially in areas where property owners cannot afford to maintain properties or bear additional expenses to achieve historic preservation standards.

- Some municipalities prefer historic preservation as a voluntary activity, others would prefer greater authority (and mandatory regulation) to enforce historic preservation.
- Historic preservation regulation needs to be preceded by adequate planning and public education, especially for property owners who live in historic districts or own regulated properties.
- Much of the actual authority of ordinances can be compromised if the bodies ultimately responsible for enforcement do not have a commitment to historic preservation or see historic preservation as secondary to issues of property rights or economic development.
- For zoning and code enforcement bodies, historic preservation concerns are often secondary to other zoning and regulatory requirements.
- Everywhere, there is no clear expectation that communities will conform to a basic level of regulation of historic resources. The degree of local government historic preservation activity in any municipality reflects the political will of local elected officials.
- Many municipalities contract out their code enforcement, and it is inconsistent in the degree to which those hired have expertise in historic preservation as opposed to general zoning and building codes.
- Unlike building codes, there is no uniform approach or expectation for the regulation of historic resources by municipalities. Even for communities that have adopted historic preservation ordinances, the fact that historic review is often advisory means that the extent and rigor of historic preservation regulation is commonly at the discretion of local officials and can reflect local officials' personal, ideological, and economic interests.

Chester County Planning Services Case Study—Summary of Findings: (Full transcript in Appendix 4)

The following notes come from a telephone interview conducted by Dr. Steven Burg with the following staff members of the Chester County Planning Commission: Susan Elk, Chester

County Planning Services Director, and Karen Marshall, Chester County Heritage Preservation Coordinator. The interview took place on January 16, 2018.

- County plays a fundamental role in promoting historic preservation through the mapping of historic resources (a county-wide survey in 1979-1982) and a new County Historic Resources Atlas that maps the historic resources of each municipality.
- The County Heritage Planning Coordinator helped to establish historical commission across Chester County, and facilitated the creation of a county-wide preservation organization, the Chester County Preservation Network—all volunteers.
- The county also coordinates training, communication, and technical assistance, assistance with GIS and mapping, coordination with the State Historic Preservation Office, as well as providing grants to support historic preservation efforts.
- MPC provides flexibility and the opportunity for municipalities to start small, or to develop ordinances that reflect local interests and concerns. Even the existence of a very weak ordinance or inventory can impact historic preservation.
- Townships with scattered resources are not well suited for HARBs, but HARBs are making a comeback in borough using the Main Street model.
- Ordinances that create an inventory of historic resources, classify them into different “tiers” reflecting their level of significance and documentation, and that then apply different levels of regulations based upon the classification of the resources are easy for communities to create and administer. It is an effective approach for communities that are just getting started.
- One goal of historic preservation should be fostering a process that starts a conversation where the public can discuss what they care about.

Centre County Planning and Community Development—Summary of Findings:

The following notes come from a telephone interview conducted by Dr. Steven Burg with Sue Hannegin, Centre County Assistant Director of Planning and Community Development on October 27, 2017.

- Role of county to facilitate the interests of local municipalities, answer questions, provide technical support, coordinate training for HARB members, seek local involvement in Section 106 process, provide assistance with ordinance language, work with historic societies to educate the public about historic preservation.
- Centre County Planning and Community Development has 12 staff members; one of whom has a historic preservation background. It is not typical to have someone with a historic preservation background in a county planning office. Many other counties only have 2-3 staff members for all planning-related operations.
- Centre County has a county Subdivision and Land Development Ordinance (SALDO) that covers 25 municipalities. Historic preservation staff review those, but there is no specific historic preservation language in the SALDO.
- A county with historic preservation language in its SALDO could have a big impact.
- The four out of 35 communities in Centre County that have historic preservation ordinances are all boroughs, no townships. They are distinct for their combination of the scale of the community, the age of existing structures, and the density of construction. The communities have distinct and visible historic areas, and economic development may be a factor in those communities. State College is definitely facing development pressures with interest in taller buildings close to Penn State campus, and the demolition of smaller two- and three-story buildings. Most Centre County communities are not facing development pressure or pressure for development of existing structures.
- A commitment to individual property rights is a factor leading communities not to adopt historic preservation ordinances.

- Encouraging communities to adopt demolition delays with short time periods could be a valuable first step to allow the documentation of historic resources before they are destroyed.
- Some communities engage in historic preservation without using specific ordinances: list places on the National Register of Historic Places; use zoning and form-based zoning codes, more popularly referred to by planners as “form-based codes” (see *Glossary*).
- Important argument to be made that historic preservation regulation lends security and stability to neighborhoods, can benefit property values.
- Staffing is important for counties to be able to promote historic preservation, especially educating the public at the local level about its function and value.
- Grants for historic resource surveys are very important.

Outcome #5: A dataset identifying the socio-demographic data for municipalities engaged in historic resource preservation

This research project included the development of a database that identifies the socio-demographic characteristics for municipalities engaged in historic resource preservation. This database is particularly important for exploring which socio-demographic characteristics may correlate with municipal historic-preservation-related ordinances (or lack of ordinances), allowing the researchers to identify potential constraints that may limit the ability of municipalities to engage in historic resource preservation. The data also allowed the research team to identify possible candidates for historic-preservation-related ordinances based on socio-demographic characteristics. A multivariate statistical analysis was also completed to explore the relationship between the socio-demographic characteristics and municipal engagement in historic preservation.

Outcome #5a: Socio-demographic analysis of municipalities engaged in preservation

The results of the socio-demographic analysis suggest that four attributes influence municipal engagement in historic resource preservation in Pennsylvania: population density,

population growth, per capita income, and median home value. Appendix 3 provides additional details regarding the socio-demographic analysis. The link to the online socio-demographic maps is <http://arcg.is/1raHa8>.

As Figure 2 illustrates, there is a prevalence of historic-preservation-related ordinance use in municipalities with higher population densities. This is particularly evident in the eastern management region. To a lesser extent, a similar pattern is evident in Figure 3, which examines historic-preservation-related ordinance use and population growth. The next series of figures examine the relationship between municipal use of historic-preservation-related ordinances and various socio-demographic attributes. Figures are provided for the state as a whole, as well as for urban and rural municipalities. The figures break the socio-demographic attributes into six classes (horizontal axes) and indicate the percentage of municipalities using historic-preservation-related ordinances that fall in to each class (vertical axes)⁶. Figure 4 clearly shows that the percent of municipalities using historic-preservation-related ordinances increases as per capita income increases. Similarly, Figure 5 illustrates that the percent of municipalities engaged in historic preservation increases as median home values increase.

⁶ For example, 159 municipalities in Pennsylvania fall into the first class of per capita income in Figure 4. Of the 159 municipalities, 18 municipalities, or 11 percent, use historic-preservation-related ordinances.

Figure 2: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Population Density

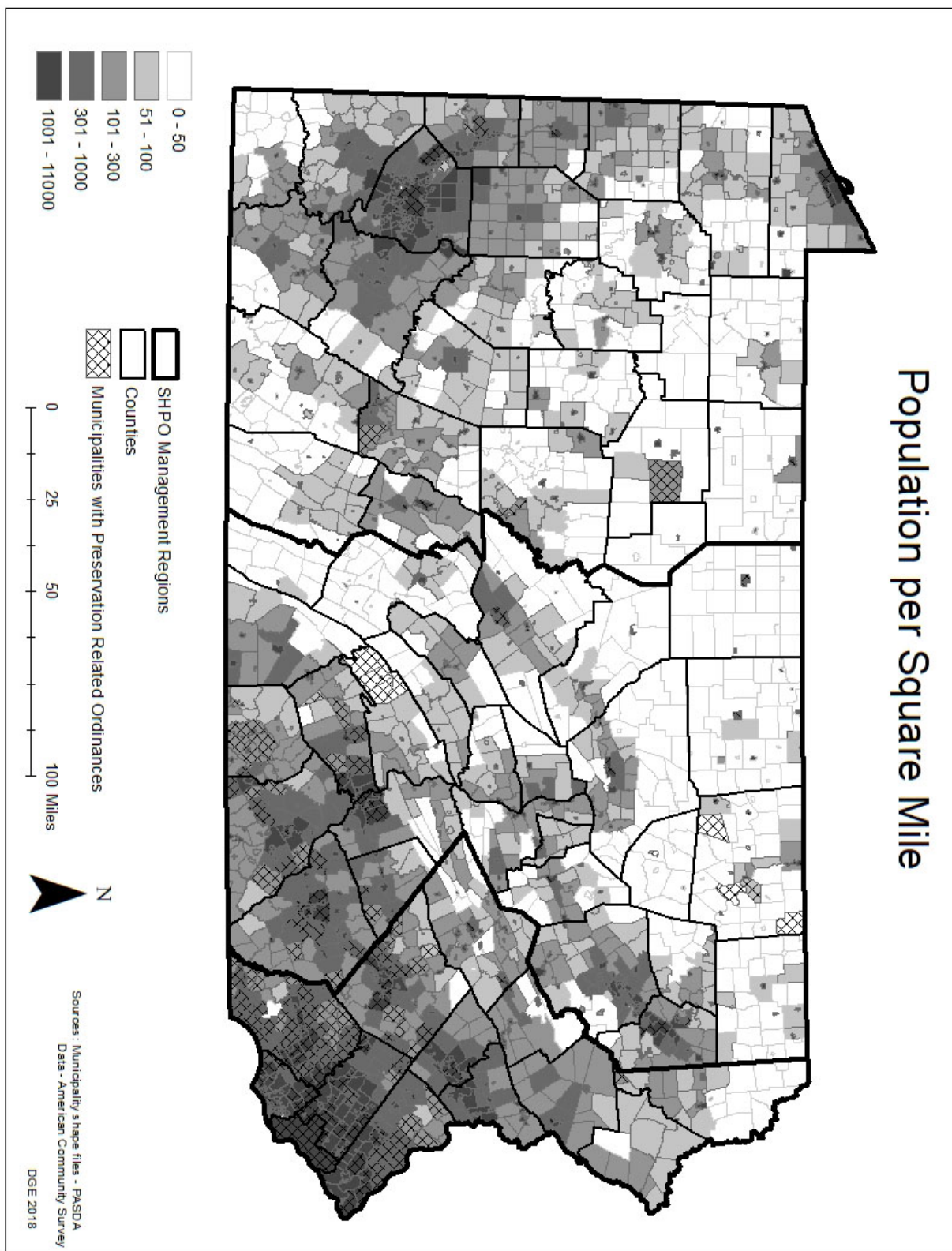
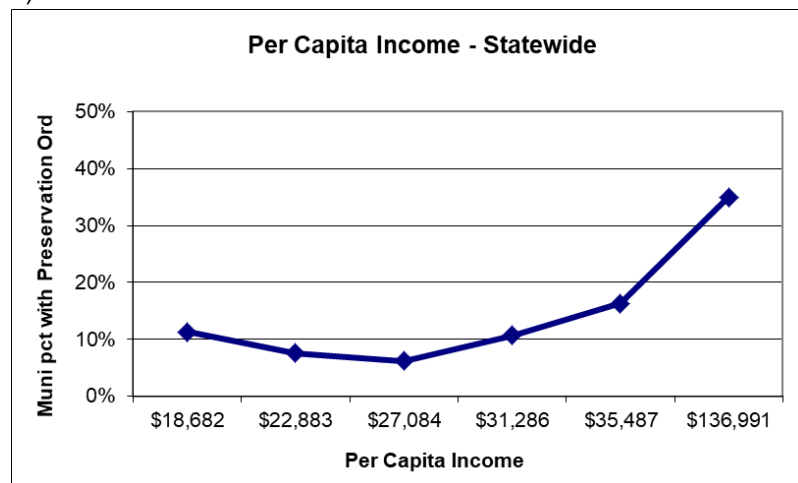


Figure 3: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Population Growth



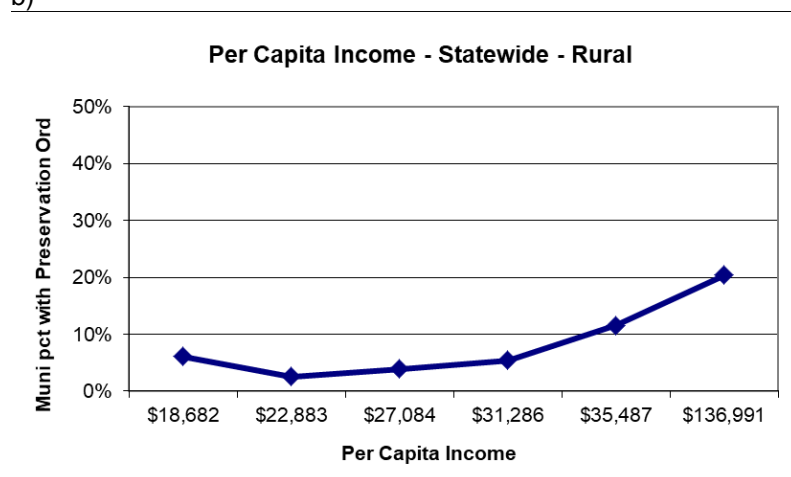
Figure 4: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Per Capita Income

a)



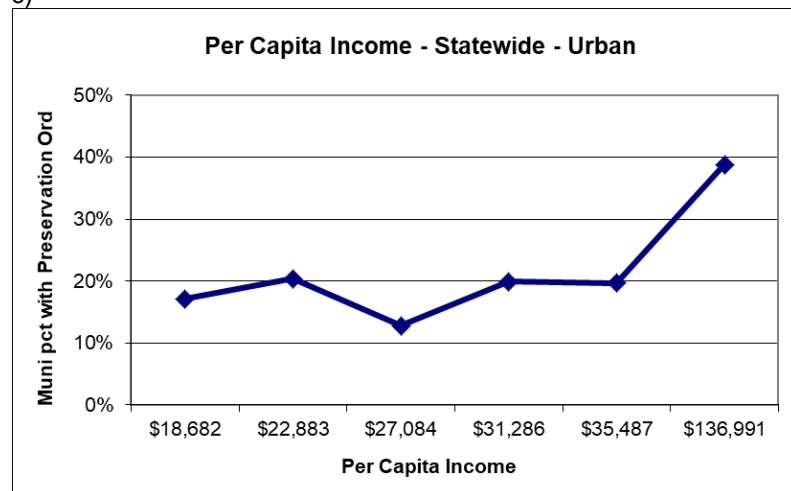
Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

b)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

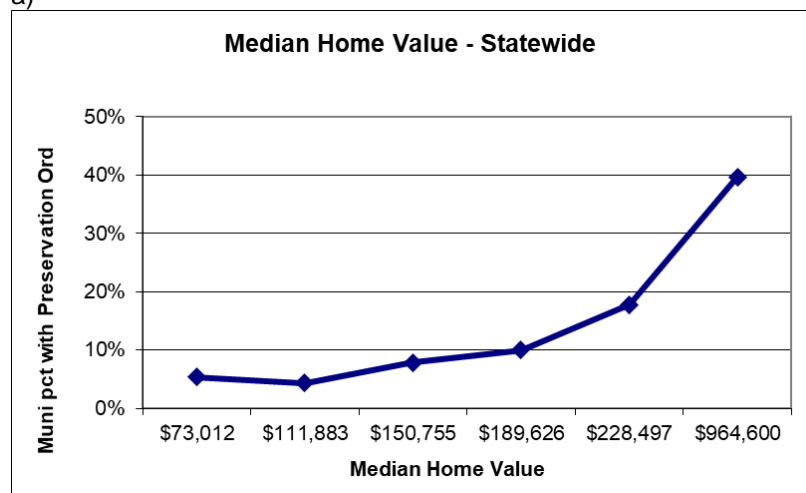
c)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

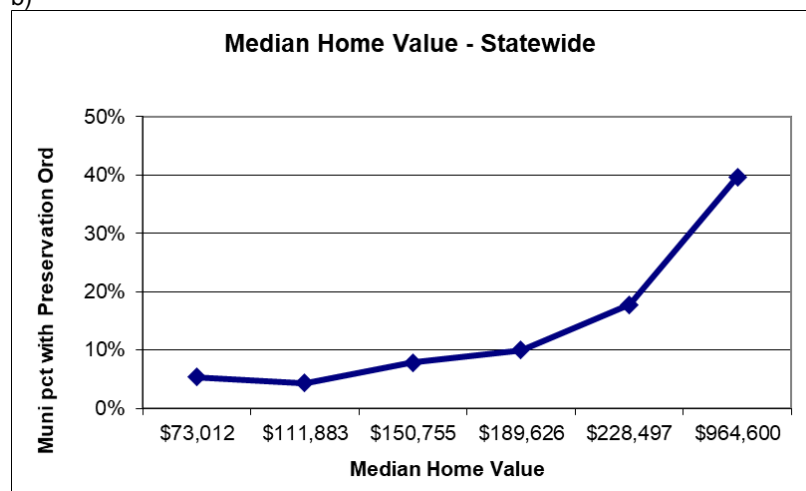
Figure 5: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Median Home Value

a)



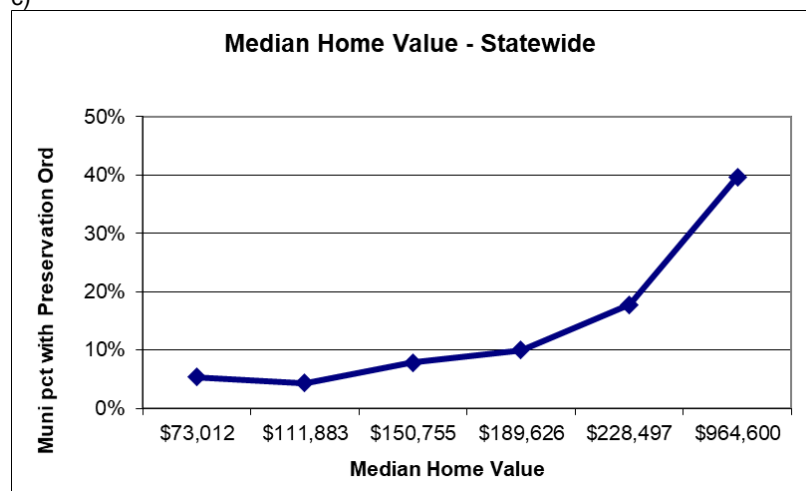
Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

b)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

c)

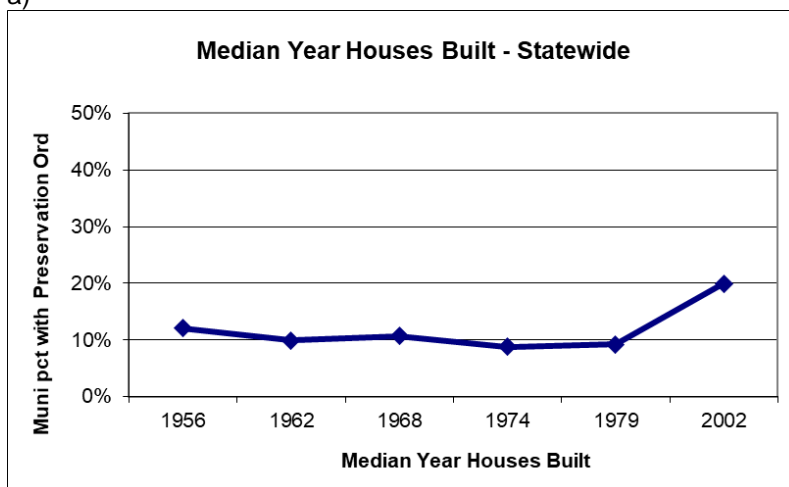


Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

Two additional attributes that may also influence municipal engagement in historic preservation are the median year that houses were built and diversity of the population. As Figure 6 shows, municipalities with a newer housing stock tend to be engaged in historic preservation. Figure 7 suggests that as the percentage of minorities increases, the percentage of municipalities engaged in historic preservation increases as well.⁷

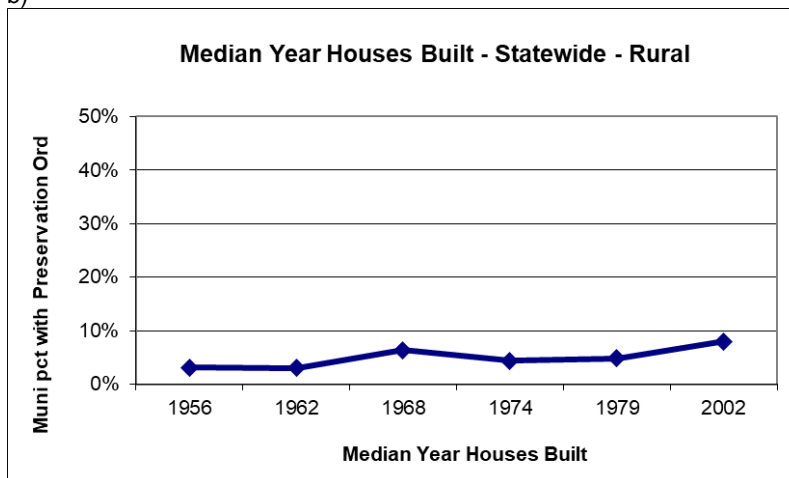
Figure 6: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Median Year Houses Built

a)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

b)

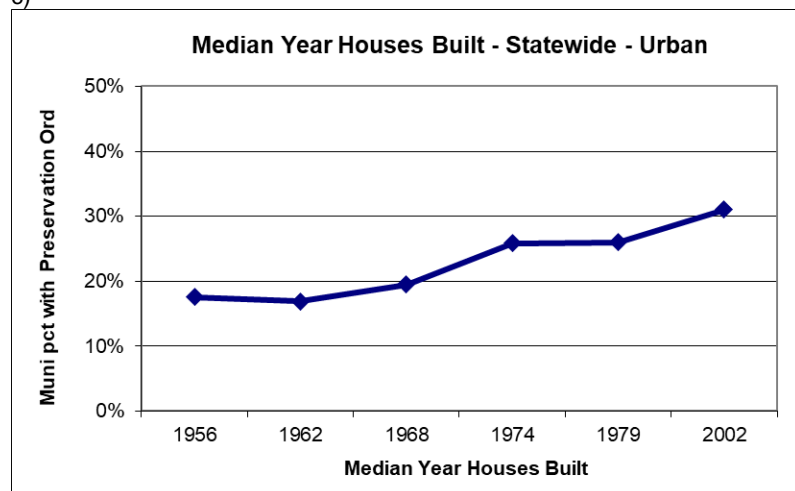


Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

⁷ Percent minority is skewed in its distribution where a small number of municipalities have minorities making up the majority of their population. The last class on the horizontal axis captures these outliers.

Figure 6 (continued): Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Median Year Houses Built

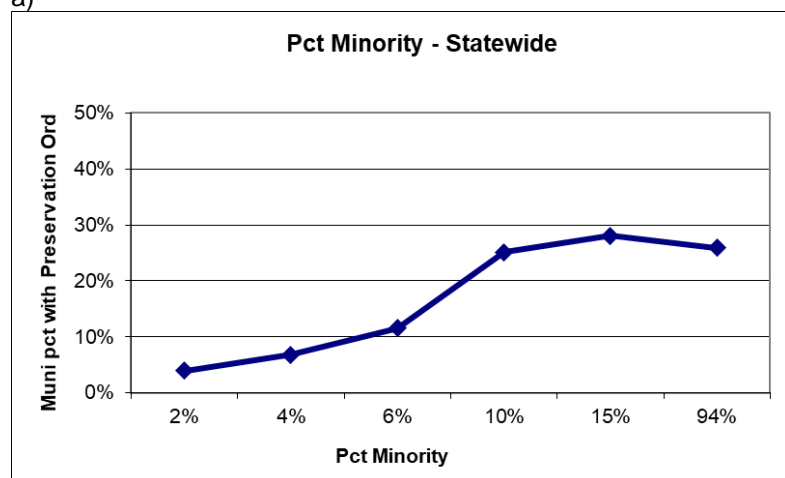
c)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

Figure 7: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Population Diversity

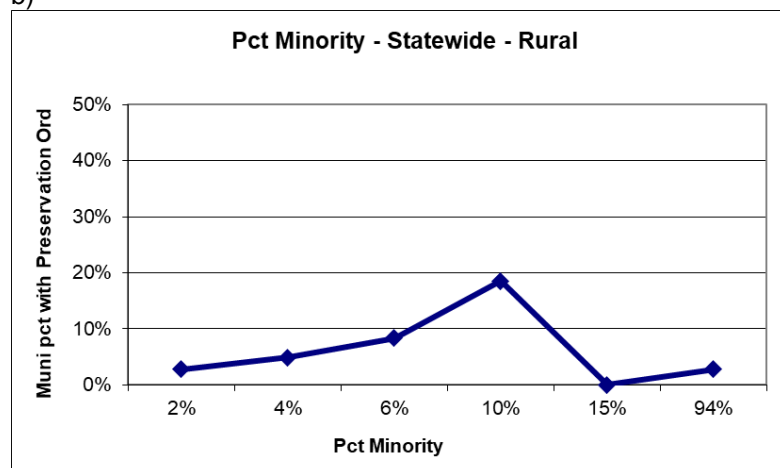
a)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

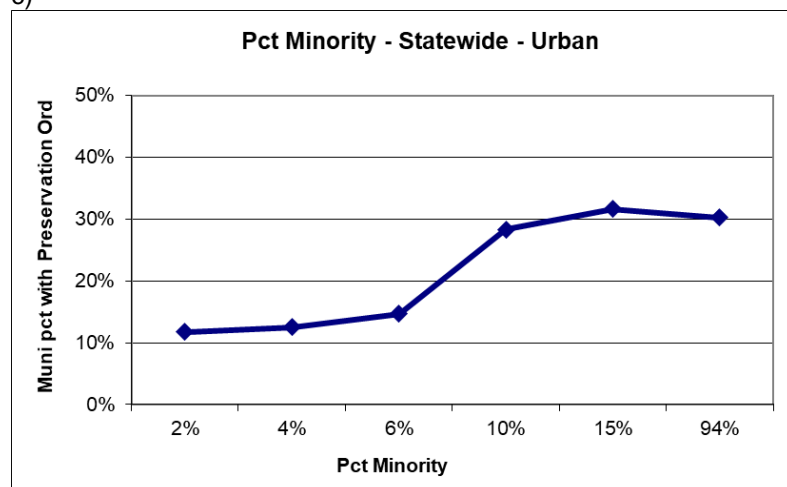
Figure 7 (continued): Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Population Diversity

b)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

c)



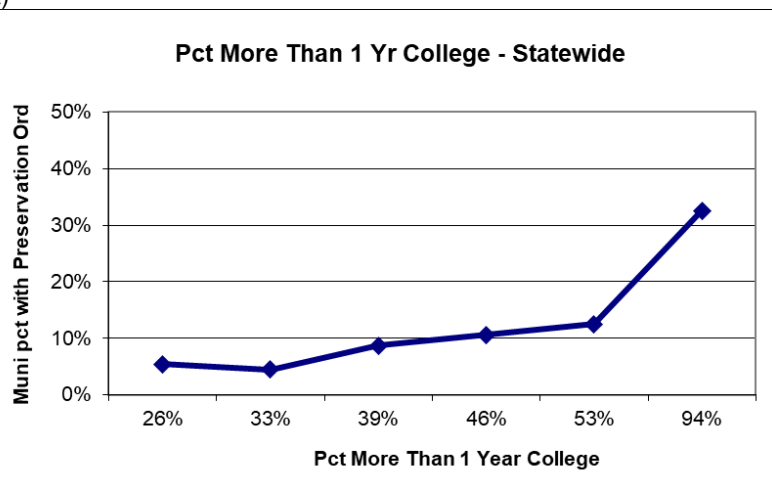
Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

Other apparent connections might be inferred for educational attainment and median age of the population. As Figure 8 illustrates, when the percentage of adults with a year or more of college exceeds 50 percent, an increase in historic preservation is evident. Figure 9 suggests that municipalities with a lower median age have an increased incidence of historic preservation.⁸

⁸ Interestingly, there is one municipality in Pennsylvania, Ivyland, that has a median age of 72 years.

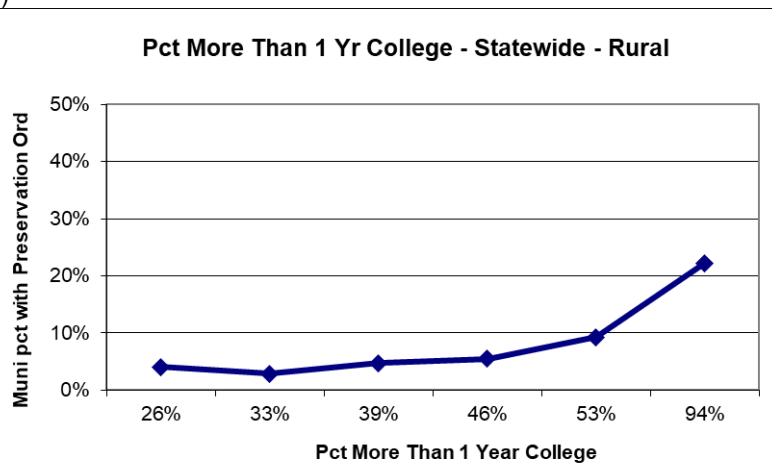
Figure 8: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Educational Attainment

a)



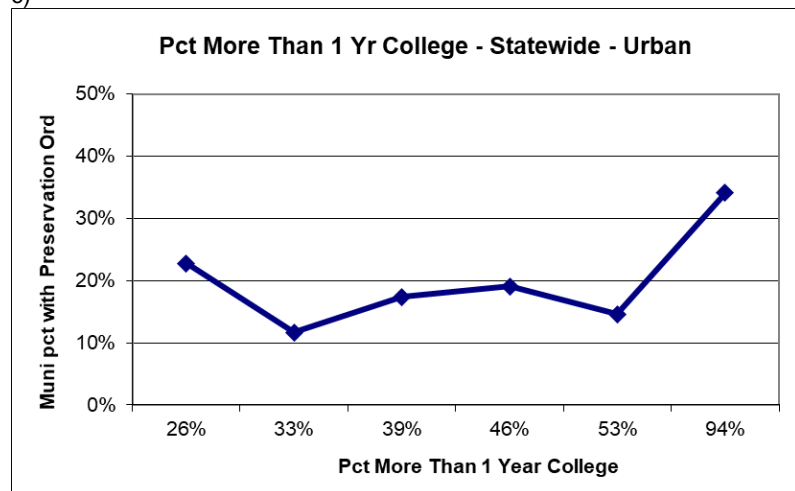
Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

b)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

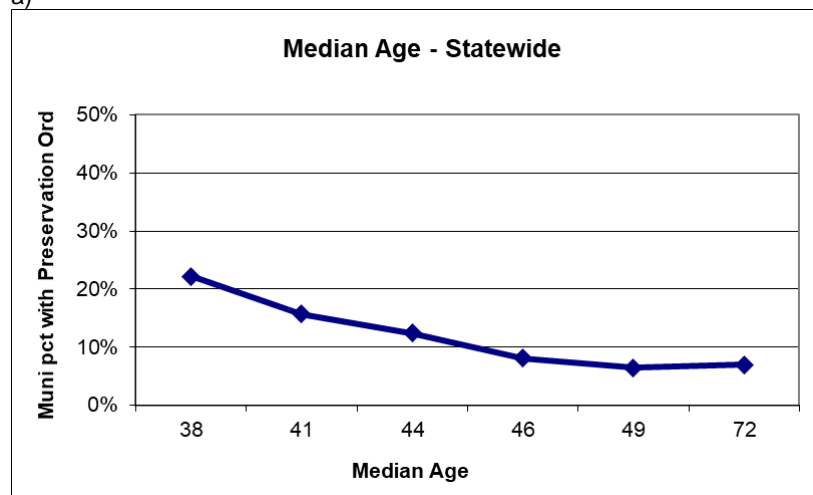
c)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

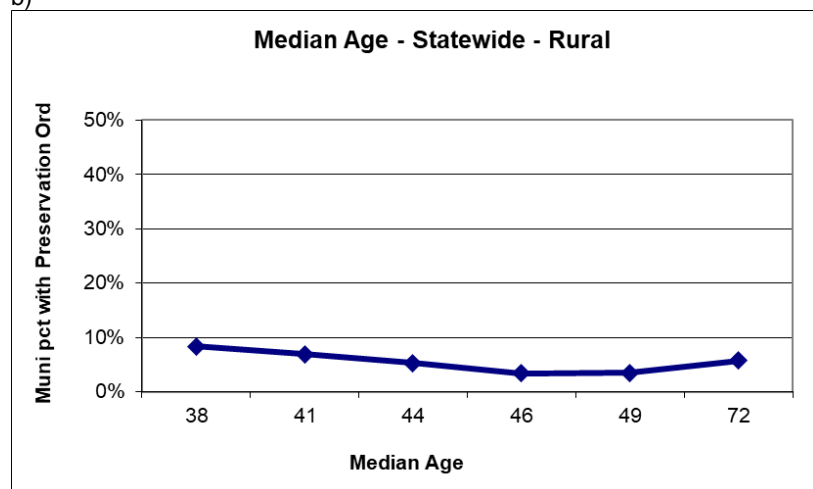
Figure 9: Relationship between Municipal Use of Historic-Preservation-Related Ordinances and Median Age of Population

a)



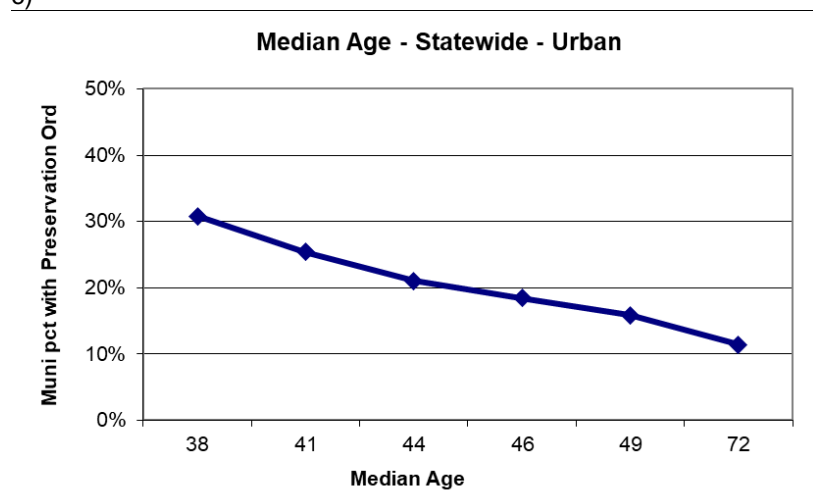
Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

b)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

c)



Source: American Community Survey (2015), CLUS survey data and follow-up. May 2017 - December 2017.

As all of the aforementioned socio-demographic attributes seem to support the presence of historic resource preservation, the researchers identified municipalities with similar socio-demographic characteristics that are not currently engaged in historic resource preservation. See Appendix 3 for details. Seventy-four municipalities (Table 8 and Figure 10) were identified as being likely candidates⁹ for implementing a historic preservation ordinance, given similar socio-demographic characteristics that are associated with historic preservation in other parts of the state.¹⁰

⁹ The list of likely candidates assumes that these municipalities identify significant historic resources that they wish to preserve through municipal regulation.

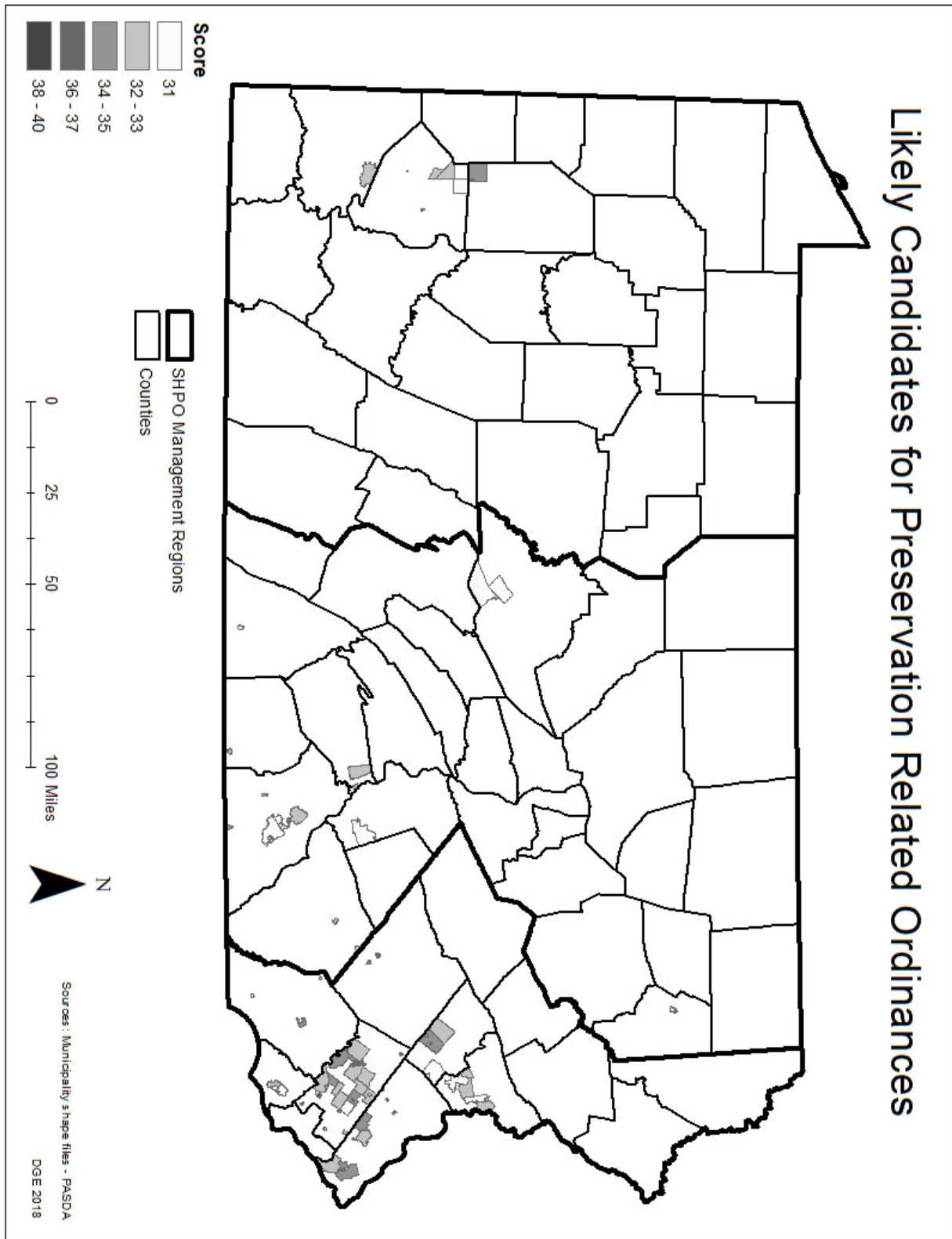
¹⁰ It was beyond the scope of this project to confirm the status of historic preservation ordinances in all of the identified “likely candidate for historic preservation” municipalities.

Table 8: Likely Candidates for Historic-Preservation-Related Ordinances

Score	County	Municipality	Score	County	Municipality
40	Butler	Seven Fields Borough	33	Washington	Peters Township
39	Montgomery	Conshohocken Borough	32	Adams	Littlestown Borough
37	Bucks	Dublin Borough	32	Allegheny	Aspinwall Borough
36	Berks	Sinking Spring Borough	32	Allegheny	Franklin Park Borough
36	Montgomery	Perkiomen Township	32	Bucks	Bensalem Township
35	Allegheny	Pennsbury Village Borough	32	Bucks	Silverdale Borough
35	Bucks	Middletown Township	32	Chester	Honey Brook Borough
35	Butler	Cranberry Township	32	Delaware	Nether Providence Township
35	Montgomery	Royersford Borough	32	Lehigh	Macungie Borough
34	Berks	Mohnton Borough	32	Montgomery	Hatboro Borough
34	Bucks	Warrington Township	32	Montgomery	Limerick Township
34	Chester	East Caln Township	32	Montgomery	Skippack Township
34	Lackawanna	Clarks Green Borough	32	York	Manchester Township
34	Lehigh	Alburtis Borough	31	Allegheny	Pine Township
34	Lehigh	Lower Macungie Township	31	Bucks	Ivyland Borough
34	Montgomery	Ambler Borough	31	Centre	Ferguson Township
34	Montgomery	Narberth Borough	31	Centre	Patton Township
34	Montgomery	Upper Gwynedd Township	31	Chester	West Grove Borough
34	Montgomery	Upper Providence Township	31	Cumberland	Shiremanstown Borough
34	Montgomery	West Norriton Township	31	Dauphin	Derry Township
34	York	New Freedom Borough	31	Delaware	Morton Borough
33	Allegheny	Ohio Township	31	Delaware	Springfield Township
33	Bucks	Telford Borough	31	Delaware	Swarthmore Borough
33	Bucks	Warwick Township	31	Franklin	Greencastle Borough
33	Cumberland	Hampden Township	31	Lackawanna	Clarks Summit Borough
33	Cumberland	Lemoyne Borough	31	Lancaster	Adamstown Borough
33	Lehigh	Upper Macungie Township	31	Lancaster	Akron Borough
33	Montgomery	Bridgeport Borough	31	Lehigh	Upper Saucon Township
33	Montgomery	East Norriton Township	31	Montgomery	East Greenville Borough
33	Montgomery	Hatfield Township	31	Montgomery	Jenkintown Borough
33	Montgomery	Lower Salford Township	31	Montgomery	Lower Gwynedd Township
33	Montgomery	Towamencin Township	31	Montgomery	West Conshohocken Borough
33	Montgomery	Upper Merion Township	31	Northampton	Bethlehem City
33	Montgomery	Whitpain Township	31	Northampton	Palmer Township
33	Northampton	Bethlehem Township	31	York	Spring Garden Township
33	Northampton	Forks Township	31	York	Spring Grove Borough
33	Northampton	Hanover Township	31	York	York Township

Source: Likelihood scores based on data from American Community Survey (2015).

Figure 10: Location of Municipalities Identified as Likely Candidates for Historic Preservation



Outcome #5b: Multivariate statistical analysis of historic-preservation-related ordinance use, and socio-demographic characteristics

The research team also conducted a multivariate statistical analysis to explore possible relationships between socio-demographic characteristics and municipal use of historic-preservation-related ordinances. A detailed methodology and results are available in Appendix 5. Based on the analysis of the socio-demographic data, the researchers hypothesized which variables were important in explaining which municipalities engage in historic preservation. Based on this hypothesis, the following independent variables were considered: total population (2015), percent population change (2000-2015), per capita income, median home value, percentage of minorities, population density, and a dummy variable for urban municipalities (based on Center for Rural Pennsylvania classification). For robustness, nine probit models were run to test various combinations of the independent variables. The results of these models are provided in Appendix 5, Table 1.

The results of the nine probit models are consistent across various combinations of independent variables. Population in 2015, median home value, and urban areas are always positively related to historic preservation when included in the model. Per capita income is also positively related to historic preservation. However, the impact of this variable disappears when median home value is also included. Further, median home value and per capita income are both measurements of income and are positively correlated (correlation coefficient = 0.86). To avoid multicollinearity, the superior model would only include median home value as the income measure. The results of the final model are provided in Appendix 5, Table 2. The results indicate that urban municipalities, 2015 population, and population growth are significant variables in explaining municipal use of historic-preservation-related ordinances. Thus, larger, growing, urban municipalities have an increased probability of using historic-preservation-related ordinances.

Outcome #6: A set of geo-spatial maps of municipal utilizing historic-preservation-related ordinances

The Millersville University Geography Department Geo-Graphic Laboratory created maps that provide geo-spatial representations of the project data. These maps, provided in Appendix 6, make it possible for researchers and policymakers to visualize the nature and extent of historic preservation at the local level. Geo-spatial mapping can be used to correlate the provisions of historic preservation ordinances with socio-demographic data and provide insight as to why some communities may not be engaged in historic resource preservation. An interactive map of the data collected for this research project on historic-preservation-related ordinances throughout the state can be found online (<http://arcg.is/19DW8L>). A second map, with the socio-demographic characteristics explored in this research, is also available (<http://arcg.is/1raHa8>). Instructions for using the online maps are provided in Appendix 6.

Conclusions

Conclusion #1: Identification of municipalities that have undertaken the protection of local historic resources under the provisions of the current statutes

The research findings indicate that 294 municipalities (excluding Philadelphia and Pittsburgh, which both have historic preservation ordinances) are engaged in historic resource preservation. Of the 294 municipalities, 215 are urban and 79 are rural. In terms of a regional breakdown, 145 of the municipalities are in the eastern region, 110 are in the central region, and 39 are in the western region. The dominant municipality type is second-class townships, with 128 municipalities, followed by 124 boroughs, 21 cities, 20 first-class townships, and one town.

The most common approach employed by municipalities is preservation under the auspices of the MPC. The findings show that 195 municipalities are using MPC-authorized

ordinances to preserve historic resources. The HDA is used by 105 municipalities in the Commonwealth and 26 municipalities have historic resource preservation provisions as part of their SALDO. There are several municipalities that employ a combination of MPC, HDA and SALDO to protect historic resources.

The finding that 11.5 percent of municipalities have enacted some form of historic preservation ordinance suggests that Pennsylvania municipalities are significantly underusing the historic preservation features available to them under the HDA and the MPC. This finding is consistent, but more extreme, than the underuse of the zoning features of the MPC identified by Pennsylvania State University researchers in their survey of municipal zoning that found only 57 percent of Pennsylvania townships and boroughs have zoning ordinances (Pennsylvania State University, 2001). Only 21 percent of communities with zoning ordinances, or approximately one in five, specifically developed language in their zoning ordinances (or stand-alone ordinances) specifically designed to preserve historic resources.

Municipal historic preservation ordinances are not the only ways that communities can preserve and protect historic resources, but they are an important tool provided by the legislature to facilitate the protection of historic resources. The research team did not attempt to capture the potential impact that ordinary zoning activity could have on preserving historic resources, or the impact that some newer approaches, such as form-based codes, might contribute to historic preservation. Moreover, the research did not seek to document voluntary historic preservation efforts, such as initiatives by historical societies or preservation organizations, or voluntary efforts by the PA Wilds Center for Entrepreneurship (2017) in northern Pennsylvania that encourage preservation and compatible design by the development of a regional style guide, *The PA Wilds Design Guide for Community Character and Stewardship*. It was also beyond the scope of this research to determine to what extent the absence of historic preservation ordinances reflects deliberate decisions by local municipalities that they do not have resources worthy of deliberate preservation, or whether municipal officials

have determined that methods other than government regulation are adequately protecting identified local historic resources.

There is considerable disparity between rural communities and urban communities in their enactment of historic preservation regulations using the authority of the HDA or the MPC. Among the state's 1,592 rural municipalities, 79 (only 5 percent) have historic-preservation-related ordinances. A total of 215 of the state's 970 urban municipalities, outside Philadelphia and Pittsburgh, enacted ordinances with historic preservation language, or 22 percent of all urban municipalities.

The rural/urban disparity also contributes to regional disparity of preservation ordinances. Most municipalities with historic-preservation-related ordinances are located in the south-eastern and south-central regions of the state where urban communities are concentrated. Using the management regions employed by the State Historic Preservation Office, the researchers found 145 municipalities in the eastern region with historic preservation ordinances, 110 in the central region, and only 39 in the western region (Table 2). Moreover, in each region, the municipalities with historic preservation ordinances tend to be disproportionately concentrated in urban counties. In the eastern region (which has predominantly urban counties), only six of 145 municipalities with historic preservation ordinances are in rural counties. In the central region, 21 of the 28 counties in the region are rural, but six urban counties accounted for more than half (58 of 110) of the municipalities with historic preservation ordinances in the region: Cumberland (10), Dauphin (2), Lancaster (23), York (17), Lackawanna (2), and Lebanon (4). In the western region containing 26 counties, 13 of the 39 municipalities with historic preservation ordinances (33 percent) are in the three urban counties of Allegheny, Beaver, and Erie (see Table 4 and Appendix 6, Map 5).

It was beyond the scope of this research to determine the quality and quantity of historic resources impacted by the ordinances, and obviously a single ordinance in an urban setting could protect a larger number of historic resources relative to a similar ordinance in a smaller

community with fewer historic sites or structures. Nevertheless, because the Pennsylvania General Assembly has elected to empower municipal governments as the primary location for protecting the state's historic resources, the absence of historic preservation ordinances in more than 95 percent of Pennsylvania's rural municipalities means that historically significant sites or buildings in Pennsylvania's rural communities are not receiving the protection they deserve.

It is clear from these findings that the vast majority of municipalities in Pennsylvania are not using the authority provided to them under the MPC, HDA and SALDO to protect their historic resources. Furthermore, the audit results indicate that the majority of municipalities that are engaged in historic resource preservation are doing so on a limited to moderate basis.

Conclusion #2: There is a range of documented current practices operating under the authority of the MPC to protect historic resources

Through the survey of county planning directors, direct contact with local municipalities, ordinance audits, and case studies of municipalities with MPC-authorized ordinances, the research project documented the diversity of approaches used by municipalities that have adopted historic preservation ordinances through the MPC or the HDA. Part Two of the survey was completed by 28 counties, covering 153 municipalities. Of these responses, 24 percent of the municipalities maintain an inventory or listing of individual historic structures; 32 percent employ restrictions/delays on demolition; 22 percent require a review of alterations or additions; 14 percent have a historic overlay zone/district as part of their zoning code; 10 percent offer development incentives, bonuses or use opportunities; and 10 percent have a village district. Other types of resource designations and regulated or incentivized activities were identified by less than 10 percent of the municipalities.

Based off audit results from 60 municipalities, 48 percent of the municipalities employ restrictions/delays on demolition of historic resources, 45 percent require a review of alterations to historic resources, and 40 percent use historic overlay zones. Other regulatory approaches including design guidelines, restrictions on demolition by neglect, and village districts are

employed by less than half of the municipalities that were audited. In terms of documenting historic resources, only 17 percent of the ordinances that were audited indicated that the municipality maintains an inventory of historic structures. As well, the results indicated that only 23 percent of the audited municipalities have a Historical Commission.

The audited municipalities were also classified according to the following categories: “No Activity,” “Limited Activity,” “Moderate Activity,” or “Extensive Activity.” The results indicate that 89 percent of the audited municipalities that did have evidence of historic preservation language or regulations in their ordinance are classified as Limited and Moderate Activity. While a variety of regulatory approaches are available to municipalities to preserve historic resources, these findings indicate that the range of historic preservation methods being used in practice is limited.

One hundred and ninety-five (195) municipalities draw on the authority of the MPC to protect their historic resources. The MPC offers local officials greater flexibility in defining their local ordinances. Under the Municipalities Planning Code, communities are required to consider the preservation of historic resources in their zoning ordinances and comprehensive plans, but the MPC offers municipalities no specific guidelines regarding the regulatory methods they should employ for preserving historic resources. Under the “Ordinance Provisions” of the MPC, section 603(c)(7), the law states, “Zoning ordinances may contain: provisions to promote and preserve prime agricultural land, environmentally sensitive areas and areas of historic significance.” MPC Section 603(g)(2) is more specific in stating that municipalities with zoning must consider historic resources; “zoning ordinances shall provide for protection of natural and historic features and resources.” Additionally, under “Classifications,” section 605(2)(vi) of the MPC, it states that a municipality may classify zones or structures as “places having unique historical, architectural or patriotic interest or value.” While the Municipalities Planning Code clearly charges local municipalities with the authority to regulate and preserve historic resources, it is left to the discretion of the municipality how that will be achieved. Unlike the HDA, the SHPO plays no official role in reviewing the municipalities’ methods for identifying

historic resources, in crafting local ordinances, in setting standards for historic structures, or enforcing the historic preservation provisions of the MPC.

Because the MPC lacks specificity in defining how municipalities should undertake historic preservation, the law has allowed communities to develop approaches to historic preservation that reflect local conditions and needs. Conversations with local officials as part of the case studies revealed that municipal officials appreciated the flexibility that the MPC provided local governments, as well as the opportunity to craft mechanisms that were different than what was possible with the HDA. For example, the City of Lock Haven developed an ordinance that has a historical advisory board similar to what is specified by the HDA, but the final determination for upholding the advisory board's decisions falls to the city's code enforcement officer rather than the city council. This structure lessens political influence in historic preservation decisions and also insulates elected officials from direct responsibility if individual property owners react negatively to historic preservation regulations.

There is considerable variation in the details of MPC-authorized ordinances. For example, some communities create historic districts or zoning overlays, some maintain inventories of historic structures, and others simply address older structures or historic landscapes on a case-by-case basis during the permitting process. The role of municipal government also varies, with some municipalities integrating historic preservation into the general process of zoning and code enforcement, while others have created more elaborate bodies dedicated to preservation, such as design review boards. However, the research team noted that the variation in approaches used by municipalities was less significant than originally anticipated. This is likely the result of municipalities borrowing language from ordinances enacted by other municipalities or recommended by their solicitors (who may work for multiple municipalities); or from the use of consultants who share effective ordinance language with multiple client communities. The patterns of practice revealed by the research data support the forthcoming policy considerations.

Conclusion #3: A set of socio-demographic factors correlate with municipalities that have historic-preservation-related ordinances (or lack thereof) and these are broadly related to a set of potential constraints that limit the ability of some municipalities to engage in historic resource preservation

The results of the socio-demographic analysis suggest that four attributes influence municipal engagement in historic resource preservation: population density, population growth, per capita income, and median home value. The results of the multivariate statistical analysis support the findings that growing, urban municipalities have an increased probability of historic preservation. Collectively, these factors seem to suggest that preservation activity occurs in Pennsylvania communities that tend to be more affluent, more highly educated, more densely populated, and those areas that are experiencing population growth.

Conversely, communities that are less affluent or experiencing economic distress, and are not experiencing growth or are losing population, and areas with lower levels of educational attainment are less likely to have local historic preservation ordinances. To implement historic preservation regulations under the HDA and the MPC, municipalities must have the administrative capacity, historic preservation expertise, and resources needed to monitor and enforce regulations. The current law thus sets a high bar that makes historic preservation costly and not feasible for smaller or lower income communities.

As both a social good and an engine for economic development, historic preservation should be a tool available to all communities in the Commonwealth, including smaller municipalities with limited staff, technical expertise, or financial resources.

Conclusion #3a: Affluence and economic growth

Qualitative data gathered through case studies with local officials confirm that affluence and economic growth contribute to local support for historic preservation as a tool to protect local historic resources amid development pressures seeking to demolish existing structures or to develop open spaces or farmland. Historic preservation offers a way for local officials to

respond to pressures from property owners wishing to limit development and to protect the value of their properties from encroachment or incompatible development.¹¹

The researchers hypothesize that as population increases, available land decreases and density increases. Further, home costs rise and the per capita income necessary to live in the municipality also rises. The socio-demographic data indicate that as the values of these four attributes increase, the incidence of historic preservation increases as well. It is possible that the rise in home value and the corresponding rise in per capita income are also fueled by historic preservation, not just by reducing available land, but by giving added value to nearby property, creating a spiral of increasing property values. Historic preservation increases home values, which drives the urge to preserve more.

For communities experiencing limited or negative growth, there was less perceived threat to local historic resources and thus less incentive for regulation. Additionally, the perception of local officials was that the cost of conforming to historic preservation requirements in economically distressed communities or neighborhoods would place a burden on individual property owners that was not commensurate (or politically acceptable) with the abstract benefits that would be gained through preservation. Small communities with limited financial resources, staffing, or infrastructure also lack the desire or ability to enforce historic preservation regulations. Likewise, local elected officials or residents serving on zoning or planning boards may have little familiarity with historic preservation methods and may be hesitant to pass ordinances regulating property owners. This is particularly true for communities where the sympathy for individual property rights may be perceived as more important than historic preservation.¹²

However, where historic preservation is linked to economic development and such initiatives as the National Trust for Historic Preservation's Main Street program that incorporates

¹¹ Research case study field notes in possession of research team.

¹² Ibid.

historic preservation and design considerations into a program for reviving historic downtowns, historic preservation may be seen more favorably in economically distressed communities.

Finally, as members of the research team spoke with local government officials, they found that officials were often unaware of historic resources in their community or their authority to play a role in preserving those resources. Many officials assumed that historic preservation was the purview of the local or county historical society, or that while there might be old structures in their community, they did not consider those places to be “historic.” For small, rural communities, there may be some local places of historic significance, but not enough to justify enactment of a historic preservation ordinance.¹³

Conclusion #3b: Structure age and population diversity

Two additional attributes that may also influence municipal engagement in historic preservation are the median year that structures were built and diversity of the population. When the median year of housing in a municipality hits the mid-1960s, the incidence of historic preservation begins to increase (Figure 6). The percentage of minorities also seems to be linked to engagement in historic preservation. The data suggest that as the number of minorities grows, the incidence of historic preservation increases (Figure 7). This relationship is evident throughout the state, and in both rural and urban areas. Since overall population trends indicate the diversity of the population is increasing, it is possible that this correlation is a function of population growth, and regulations are a response to overall growth pressure. Other apparent connections might be inferred for educational attainment and median age of the population. In the former, when the percentage of adults with a year or more of college exceeds 50 percent, an increase in historic preservation is evident. In the latter, municipalities with a lower median age have an increased incidence of historic preservation.

¹³ This was particularly evident in follow-up calls to local municipalities where our research team sought to document whether or not communities had historic preservation ordinances as part of their municipal codes.

Municipalities that are not currently engaged in historic preservation, assuming they have historic resources in need of preserving, but have similar socio-demographic characteristics to those described above, may be possible candidates for introducing historic-preservation-related ordinances. Despite this potential, possible constraints that may limit the ability of municipalities to engage in historic resource preservation include limited resources and staffing, limited technical support, lack of funding, and lack of political interest and leadership.

Policy Considerations

Extent of Municipal Use of Historic-Preservation-Related Ordinances

The inventory of municipal historic preservation ordinances produced through this research suggests that municipalities are underusing the features of the Historic District Act (HDA) and the Municipalities Planning Code (MPC) to preserve historic resources. Municipalities that engage in historic preservation tend to be in urban counties concentrated in south-eastern and south-central Pennsylvania. Ten policy considerations related to the extent of historic preservation are outlined below.

Consideration #1: Revise the MPC to require county comprehensive plans to document historic preservation

County comprehensive plans are a vital tool for historic preservation planning, but the guidelines for historic preservation information in comprehensive plans should be more prescriptive. Counties should not only specify the historic resources they wish to preserve, but also provide language about specific actions being undertaken at the county or municipal level

to protect those resources. A list of municipalities with historic preservation ordinances should be a required element in all county comprehensive plans.

Consideration #2: Expand the PA State Historic Preservation Office Community Preservation Coordinators Program

Currently, the Pennsylvania State Historic Preservation Office has three Community Preservation Coordinators serving the entire state of Pennsylvania. These Community Preservation Coordinators often serve as the first contact between the State Historic Preservation Office (SHPO), county planning offices, and municipalities. They are instrumental in assisting local officials to develop historic preservation practices and ordinances; providing consultation, training, and public education on matters of historic resources; and offering assistance directly to municipalities in areas where there may be limited resources or staffing at the county planning office. However, each of the three coordinators is responsible for covering one-third of the state, hundreds of municipalities, and between 13 and 28 counties. At a minimum, doubling the number of Community Preservation Coordinators and dividing the state into at least six regions would provide much-needed support to lower income, less dense or more rural municipalities and counties across the state that are currently under-resourced but might be interested in pursuing historic preservation.

Consideration #3: Increase SHPO support for rural county planning offices

Across the Commonwealth, many county planning offices already play a major role in supporting the historic preservation efforts of local municipalities. This support takes many forms, including providing planning support through the county's comprehensive plan or official maps; offering opportunities for training for elected officials and members of zoning boards, commissions, and Historic Architectural Review Boards; offering model ordinances on county websites; assisting with the drafting of historic preservation ordinances; providing information about the economic and community development benefits of zoning and historic preservation; and having designated staff to field questions and provide guidance on historic preservation

issues. However, rural counties with limited financial resources lack the staff and resources to provide the same level of support for historic preservation that is possible in wealthier, urban counties. By having additional SHPO Community Preservation Coordinators, it would enable the staff to work closely with rural or under-resourced county planning offices (or regional partnerships) to identify needs and to help county planners and local municipal officials who are interested in using the historic preservation resources of the HDA or MPC. Additional training opportunities for zoning officers, municipal officials, and historic commission members would also strengthen and improve the quality of existing local preservation efforts.

Consideration #4: Extend better state oversight and reporting of MPC-related historic preservation activity

The Governor's Center for Local Government Services in the Pennsylvania Department of Community and Economic Development (DCED) already has a reporting system in place to gather information from municipalities on zoning through its mandatory e-filing system. The DCED could also require communities to include information on their historic preservation ordinances to be able to know the extent of municipal historic preservation activity on an ongoing basis. Moreover, this expanded oversight would signal to local government officials that the protection of historic resources is a meaningful priority for the state. The data could then be shared publicly on DCED's Municipal Statistics website (DCED, n.d.).

Consideration #5: Targeted outreach to municipalities with favorable socio-demographic characteristics and communities with potential for economic development

As part of the research team's socio-demographic analysis of communities with historic preservation ordinances, 74 municipalities were identified that currently do not have historic preservation ordinances but that have socio-demographic characteristics consistent with municipalities that currently have historic preservation ordinances (Table 8). Targeted outreach to the municipal officials in these communities might yield opportunities to expand the number of municipalities with historic preservation regulations in Pennsylvania. Of course, the feasibility of

enacting a local ordinance will depend on the availability of local political or community leadership interested in pursuing historic preservation, local conditions, and an organized effort to educate the community and property owners about the value of historic preservation.

At the same time, there are many small or rural communities that might benefit from the economic development potential of historic preservation as part of a larger program of economic revitalization. Targeted outreach and support to lower income communities, rich in historic resources, could serve the twin purposes of historic preservation and economic development.

Consideration #6: Sustain funding for Keystone Historic Preservation Grants Program

The Keystone Historic Preservation Grants Program is the major source of state funding available to local municipalities and counties, especially lower income municipalities, for undertaking historic resource surveys. These surveys are critical in helping municipalities to identify the historic resources of a community that are significant and that would benefit from active historic protection. Ensuring continued funding or expanding available funds that are available through this grant program, in tandem with efforts by the SHPO working in collaboration with county governments, local governments, non-profit organizations, historic organizations, and colleges and universities to develop survey projects in rural municipalities, could provide an important basis for future historic preservation planning.

Consideration #7: Expand the use of county-level zoning with historic preservation provisions

The MPC currently provides Pennsylvania counties with the power to implement zoning in communities that do not adopt their own zoning regulations. Despite the fact that 43 percent of Pennsylvania municipalities do not have zoning, county-level zoning remains limited in Pennsylvania. According to data gathered by Pennsylvania State University researchers:

[O]nly eight county planning agencies (15 percent) indicate that their county has a county zoning ordinance. Half of these county zoning ordinances cover the entire county (exclusive of municipalities that have their own ordinance), and half cover only parts of the county.... Most of these county zoning ordinances cover relatively small geographic areas. Five cover seven or fewer municipalities, one covers only two townships, and

another covers only three. The largest county ordinance covers 32 municipalities, while the next largest two cover 13 and 14 municipalities, respectively. (Pennsylvania State University, 2001, p. 7)

An expansion of county-level zoning offers the potential to substantially expand the extent of historic preservation activity in Pennsylvania. This could be particularly effective if counties include historic preservation language in their Subdivision and Land Development ordinances. For example, Schuylkill County has county-level zoning that covers 29 municipalities within the county. In the county zoning ordinance adopted in 2010, Section 402 includes language allowing for special exceptions to its zoning regulations for “Adaptive Reuse of a Former School, Place of Worship or Industrial Building.” Section 306.H (TC) also includes zoning regulations for a Town Center Commercial District that provides guidelines for permitted uses and lot specification consistent with a historic downtown neighborhood (Schuylkill County, 2010).

While the Schuylkill County ordinance is quite limited in its historic preservation regulation, it nonetheless is suggestive of the potential for county-level zoning to expand the number of municipalities with some level of historic preservation regulation. An added benefit of county-level zoning is that while municipalities are required to zone all areas within their jurisdictions, county-level zoning can be applied selectively to specific areas within the county. It would be feasible for counties to enact county-level zoning ordinances that provide the regulation of specific historic sites or neighborhoods in municipalities that lack their own zoning ordinances.

Expanding historic preservation through the adoption of county-level zoning ordinances with historic preservation provisions is possible and legal under the current provisions of the MPC. However, the MPC clearly privileges municipal zoning over county zoning. The current MPC does not even include a specific section outlining the provisions for county-level zoning. A revision of the MPC to provide greater clarity and guidance on county-level zoning would be beneficial for helping to give this preservation tool greater prominence.

County-level zoning as a means to expand historic preservation has challenges. It would entail significant additional work for the staff members of county planning offices, a responsibility that would not be feasible in counties with limited staff or resources. For large counties, the logistics of overseeing the regulation of historic resources over a sizable geographic area could be daunting. Nevertheless, where resources and leadership make county-level zoning that incorporates historic preservation provisions feasible, it could provide a way to more fully use the MPC's historic preservation provisions and extend their benefits to more rural or lower income municipalities.

Consideration #8: Continue funding for the Pennsylvania Historic Preservation Tax Credit Program

The Pennsylvania Historic Preservation Tax Credit Program created in 2012 currently provides \$3 million in tax credits for projects that restore qualified historic structures into income-producing properties. This program is beneficial for helping to stimulate economic redevelopment and to encourage preservation through adaptive reuse rather than demolition and new construction. This program complements federal historic preservation tax credits and provides an important financial incentive for developers to engage in historic preservation while simultaneously directing financial resources into historic neighborhoods.

Consideration #9: Provide historic preservation grants for low-income homeowners

Making funds available to municipalities with historic preservation ordinances to fund small grants to low-income homeowners to subsidize maintenance of historic homes could provide an incentive for local communities to enact historic preservation ordinances and mitigate the impact of historic preservation regulations on property owners who may be unable to meet the financial cost associated with conforming to historic preservation regulations. This funding could be similar to the Community Development Block Grants that provide for microloans to non-profit organizations or local governments connected to downtown redevelopment or affordable housing efforts.

Consideration #10: Expand role of DCED and SHPO in promoting historic preservation as an economic development tool, and update the mission of the HDA and MPC to reflect the economic development value of historic preservation

Historic preservation advocates, such as Preservation PA and the National Trust for Historic Preservation, have done considerable research showing the effectiveness of historic preservation as a tool for community and economic development (SHPO and PA Preservation, 2012). This is particularly true of initiatives such as the National Trust for Historic Preservation's Main Street America program that is well suited to community revitalization efforts (Main Street America Institute, n.d.). However, the only resource currently on the DCED website is a link to the Keystone Historic Preservation Tax Credit program. The website of the Pennsylvania State Historic Preservation Office also does not have any links on its homepage providing resources or information on the economic value of historic preservation. A coordinated effort by state, local, and non-governmental economic development and preservation organizations to share research and case studies of successful historic preservation efforts as economic development tools could be helpful in getting local officials to consider historic preservation ordinances. This would be particularly beneficial in economically challenged municipalities across the state, particularly in rural areas. Additionally, text in the HDA and MPC could be updated to better connect the value of historic preservation regulation with economic development.

Methods of Local Historic Preservation

The results of this research indicate that urban and rural municipalities outside Philadelphia and Pittsburgh enacted 105 ordinances (36 percent) using the authority of the HDA for historic preservation, and municipalities enacted 195 MPC-authorized ordinances (66 percent). While the communities with MPC-authorized ordinances employ a variety of historic preservation methods, the variation among municipalities was less dramatic than initially

expected. Based on an audit of a representative sample of local ordinances, municipalities tended to use three main tools for undertaking historic preservation: restrictions or delays on demolition, review of alterations, and historic overlay districts. Five policy recommendations related to local historic preservation methods are outlined below.

Consideration #1: Retain and update the HDA and develop a model ordinance to ease adoption

The historic preservation provisions of the HDA provide a tested and reliable approach to local preservation appropriate for municipalities with concentrations of historic resources that can be managed as a historic district and the resources and staffing to regulate those resources. While the law has been amended since 1961, the bulk of the law is over 50 years old and would benefit from some updates designed to make it easier for municipalities to implement and administer. Some specific areas for consideration would be the required qualifications of Historic Architectural Review Board members (which often makes it difficult for smaller communities to staff HARBs in accordance with the law's provisions); the application of HDA provisions to landscapes; and the need for greater congruity between the provisions of the Municipalities Planning Code, the Uniform Construction Code (state building code), and the HDA. Whether such changes occur through the revision of the HDA, revision of the MPC, or a new historic preservation law, the HDA offers an approach that has been legally tested and that has proven effective in many areas with concentrated historic resources. Moreover, the development of a model HDA ordinance that could be adapted by local communities would reduce the cost to local communities to develop an ordinance, would provide greater consistency, and would make it easier for communities to enact their own HDA ordinances. This would be particularly helpful for lower income and rural municipalities.

Consideration #2: Revise the MPC to provide clearer language on the requirement for historic preservation and guidelines for employing common historic preservation approaches

The MPC specifies that municipalities will undertake historic preservation as part of their planning and zoning activities, but that requirement is ill-defined, and it currently fails to specify the methods that municipalities should use to regulate historic resources. Clearer guidance on the variety of specific methods would both assist municipalities in understanding the options available to them and provide a stronger legal basis for the employment of those methods. The top three methods documented by the survey results and ordinance audit were restrictions or delays on demolition, review of alterations on historic properties, and historic overlay districts. While inventories of historic resources subject to review were used by fewer municipalities, it would also be useful to provide language in the MPC on that approach because it is particularly well-suited to rural municipalities that may have a small number of dispersed resources. Language specifying requirements for design guides and the process for design review would also be beneficial. Finally, to ensure informed implementation of these regulations, it would be prudent for the MPC to require individuals responsible for administering historic preservation review to have completed suitable training provided by the SHPO in coordination with county planning offices. This training is particularly important for code enforcement officers, but it would also apply to individuals sitting on review boards. Providing greater training and education for local elected officials on the value and purpose of historic preservation (especially in terms of economic development) would be useful because they are often the individuals with the final say on preservation decisions. Historic preservation as it is currently defined in the MPC lacks the clear mandate for municipal action and the specific tools that municipalities should use to preserve historic resources. Eliminating this ambiguity and providing clear tools for municipalities to employ would be most beneficial for increasing historic preservation, especially in the 57 percent of Pennsylvania municipalities that already have zoning.

Consideration #3: Develop MPC language encouraging multi-municipal zoning and historic commissions

Because many small and/or lower income municipalities may lack the resources to independently undertake zoning or historic preservation, the language of the MPC could be modified to encourage greater multi-municipal or regional cooperation so that pooled resources could provide municipalities with greater capacity to manage and regulate their historic resources. This could help to share the burden among several municipalities that individually are under-staffed and have limited resources. There are examples of joint zoning ordinances that have historic preservation provisions. A joint ordinance may also make a joint historic commission more feasible for some municipalities.

Consideration #4: Develop model ordinances of MPC historic preservation provisions

To further clarify the historic preservation provisions of the MPC and to assist local municipalities in developing and implementing their own historic preservation ordinances, the SHPO could draft model ordinance language that could be used as the basis for implementing the provisions of the revised MPC. This language could be shared on its website, and on the websites of county planning offices or commissions. This could be particularly beneficial for lower income or rural municipalities that may lack the resources and staff to develop an ordinance on their own.

Consideration #5: Require SHPO review of MPC-enabled historic preservation ordinances

To provide for greater efficacy and consistency, a revised MPC could also include provisions that all ordinances employing the historic preservation authority of the MPC must be reviewed by the staff of the SHPO in an advisory capacity.

Glossary

Demolition: Any act or process that destroys in part or in whole a building or structure.

Demolition by neglect: The razing or destruction of a building, whether entirely or in significant part, of a structure or site, through lack of maintenance, whether intentional or unintentional.

District: See “Zoning district.”

Form-based codes: Zoning that is based on the physical form of the built environment. Form-based codes more often focus on the appearance of facades and compatibility with surrounding architectural appearance and features. This contrasts with standard zoning which focuses more closely on land use, intensity of use, and bulk coverage on a parcel of land. Form-based codes are a more recent zoning innovation.

Historic overlay district (or zone) and overlay district (or zone): A overlay district (or zone) distinctive zoning district that is superimposed over standard zoning districts with the purpose of addressing architectural, environmental and other special concerns. **Historic overlay districts** are among the most common types of overlay district. Overlay zones typically imply an additional set of requirements beyond those of the underlying district. Among the more common types of overlay zone are historic district, floodplain, and steep slope. Overlay zones are an alternative to using a stand-alone or exclusive zone.

Subdivision and land development ordinance (SALDO): Local land use regulations that govern a) the subdivision of new lots or property lines and b) land development including construction of buildings and improvements. The purposes of such regulations are to provide adequate sites for development, to maintain adequate design standards, and to coordinate private development activity with public improvements. Common public improvements include streets, water and sewer infrastructure, and storm water controls.

Traditional neighborhood development (TND): Ordinance language concerning TNDs varies considerably. TND is generally associated with compact development, a mix quality housing, traditional design features including porches, sidewalks and other walkable features, and less dependency on the automobile. Article VII-A, Section 701-A of the MPC provides numerous purposes and objectives related to this type of development. TND, most typically deals with street and neighborhood scale residential development. It is often associated and confounded with New Urbanism, which is concerned with complete communities.

Village districts: Village districts vary considerably with context, but typically a village district (or zone) is intended to preserve traditional downtown areas that possess distinctive character, landscape features, and historic structures. Oftentimes these districts are mixed use, allowing retail, office, and residential uses. Oftentimes the areas are perceived as attractive, culturally vibrant, and economically viable downtown business districts that need to be maintained.

Zoning: Traditionally, zoning divides a municipality into districts and specifies the regulation of land uses, the intensity of land uses, and the bulk of development on properties within each district. Typically for each district, the zoning code provides for permitted uses (sometimes termed uses by right), conditional uses, special exceptions, and prohibited uses. Permitted uses are those more directly intended by the purposes of the zoning district. Conditional uses are those that are often closely associated with permitted uses but that might bring greater land use impacts, such as additional traffic. For example, churches may be a conditional use in a residential district. Conditional uses are reviewed and approved or disapproved by the governing body (elected officials). Special exceptions are similar to conditional uses but can be approved administratively by municipal staff. Zoning ordinances consist of both text and the map.

Zone: See zoning district.

Zoning District: Often more popularly referred to simply as either “**district**” or “**zone**.” An area of land within which certain land use activities are regulated.

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Appendices

Appendix 1 - County Planning Director Survey

[The following background information was provided before Part One of the survey]

What are the objectives of this survey?

The specific purpose of this survey is to assist us in identifying municipalities engaged in historic preservation, with particular focus on activities executed with the authority of the Municipalities Planning Code or “MPC” (Pennsylvania Municipalities Planning Code Act of 1968, P.L. 805, No. 247, as re-enacted and amended). This includes activities related to zoning and comprehensive plans.

Note that some municipalities may simultaneously OR alternatively engage in historic preservation planning under the authority of the Historic District Act (Historic District Act of 1961, P.L. 292, No. 167) and in cooperation with the Penna. State Historic Preservation Office (PA SHPO). Those communities and the related programming and activities following from this act have already been identified.

What is this project about?

The project is an effort to inventory and analyze historic preservation ordinances in Pennsylvania municipalities.

What will be done with this information?

This information will be used by the Pennsylvania State Assembly and other stakeholders in understanding issues related to historic preservation. The legislative and executive branch agencies may use this information to identify and select policy options.

Who is executing this project? Who is sponsoring it?

We are a team of faculty and staff researchers from Millersville and Shippensburg universities. Our expertise is in historic preservation and local government planning.

Where will I be able to find out about the results?

A final project report will be posted to the Center for Rural Pennsylvania website (www.rural.palegislature.us) upon completion of the projection. The anticipated project completion date is May 1, 2018.

Who can I contact for more information?

If you would like information about the particulars of this project, please contact Project Co-Directors Steven Burg, Ph.D., Department of History, Shippensburg University (717-477-1189; sburg@ship.edu) or Angela Cuthbert, Ph.D., Department of Geography, Millersville University (717-871-7159; Angela.Cuthbert@millersville.edu).

Risks or discomforts:

No risks or discomforts are anticipated. No questions of personal judgment are requested. Any judgments are on effectiveness of programming are to reflect professional judgments.

Confidentiality:

All data will be kept in secured files, in accord with the standards of Shippensburg University. The data derived from this study could be used in reports, presentations, and publications but you will never be individually identified.

Consent:

Checking the box below means that you have freely agreed to participate in this research study.

[Survey- Part One]**COUNTY PLANNING DIRECTOR CONTACT INFORMATION**

Please select your county: *[drop down of 67 PA counties]*

First Name:

Last Name:

Email Address:

Phone Number:

If someone other than the planning director is filling out the survey, please provide your contact information and details:

HISTORIC PRESERVATION IN *[COUNTY NAME- automatically propagated based on selection above]*

To the best of your knowledge, which municipalities in your county have historic preservation in the form of historic preservation ordinances, provisions in their zoning or building codes, and/or include specific language in a subdivision and land development ordinance (SALDO) focused on regulating or preserving historic resources? *[Automatically propagated list of municipalities, based off county]*: Yes/No/Not Sure

Are you willing to provide more detailed information about the types of ordinances, resource designations, regulated or incentivized activities, or preservation-specific advisory bodies in the municipalities you selected above? This information can be completed in electronic or paper format at your convenience. We are trying to collect this information by May 1, 2017.

☐ Yes, I am willing to provide more information *[Participants would be sent a link to Part Two in paper and electronic format]*

☐ No, I am not able to provide more information at this time *[Participants would be sent details on how to share this information at a later time]*

Please share any additional comments or feedback:

[Survey- Part Two]

HISTORIC PRESERVATION IN *[COUNTY NAME- automatically propagated based on Part One]*

(The following questions will be asked for each municipality selected in Part One) To the best of your knowledge, please indicate the method(s) being used by the municipalities in your county that have ordinances regulating or preserving historic resources, as indicated in *Part One* of this survey:

[MUNICIPALITY NAME- automatically propagated]

TYPES OF ORDINANCES (Check all that apply):

- Historic District (Act 167-Historic District Act)
- Historic Preservation (Act 247/Municipalities Planning Code)
- Subdivision and Land Development Ordinance (SALDO)

TYPES OF RESOURCE DESIGNATIONS (Check all that apply):

- Historic District
- Village District/Village Center Zone
- Historic Overlay Map/District
- Historic Rehabilitation Overlay District
- Inventory/Listing of Individual Historic Structures
- Classifications, Levels, or Tiers of Resources
- Other

REGULATED OR INCENTIVIZED ACTIVITIES (Check all that apply):

- Restrictions/Delay on Demolition
- Review of Alterations or Additions
- Requires a Historic Resource Impact Report/Survey/Study/Assessment or Statement (HRIS) for subdividing or redeveloping designated properties
- Requires a Historic Resource Impact Report or Survey (HRIS) for projects adjacent to or near designated properties
- Offers Development Incentives, Bonuses, or Use Opportunities
- Open Space Credit for Developers Preserving Historic Structures
- Exemptions or Waivers from Review/Regulation for Historic Structures
- Other

PRESERVATION-SPECIFIC ADVISORY OR ADMINISTRATIVE BODIES

- Historic Architectural Review Board
- Historical Commission/Historic Preservation Commission
- Other

Please share any additional comments or feedback related to *[MUNICIPALITY NAME]*.

Appendix 2 - Audit Template

Efforts via Municipal Planning Code

Municipality:

County:

FIPS:

Part 1 - General Considerations

Does the municipal code reference Pennsylvania MPC articles?
[603(b)(5), 603(g)(2), 604(1), or 605(2)(vi)]

Y or N

Does the ordinance include a mission/purpose statement?

Part 2 - Types of Ordinances (check all that apply)

Historic District Act (Act 167-Historic District Act)

Historic Preservation (Act 247-Municipalities Planning Code)

Subdivision and land development ordinance (SALDO)

Part 3 - Types of resource designations (check all that apply)

Historic District

Village District/Village Center Zone

Historic Overlay Map/District

Historic Rehabilitation Overlay District

Inventory/Listing of Individual Historic Structures by municipality

Classification, Levels or Tiers of Resources

Other

Part 4 - Regulated or incentivized activities (check all that apply)

Restrictions/Delay on Demolition	<input type="checkbox"/>
Restrictions on Demolition by Neglect	<input type="checkbox"/>
Review of Alterations or Additions	<input type="checkbox"/>
Requirements for Historic Resource Impact Survey (HRIS) for subdividing or redeveloping designated <u>properties</u>	<input type="checkbox"/>
Requirements for Historic Resource Impact Survey (HRIS) for projects adjacent to designated resources	<input type="checkbox"/>
Development Incentives, Bonuses, or Use opportunities	<input type="checkbox"/>
Open Space Credit for Preserving Historic Structures	<input type="checkbox"/>
Exemptions or Waivers from Review/Regulation for Historic Structures	<input type="checkbox"/>
Design Guidelines or Standards	<input type="checkbox"/>
Modified/Different Zoning Requirements for Historic District or Resources	<input type="checkbox"/>
Other _____	<input type="checkbox"/>

Part 5 - Advisory or administrative bodies

Historic Architectural Review Board	<input type="checkbox"/>
Historic Commission/Historic Preservation Commission	<input type="checkbox"/>
Zoning Commission/Zoning Hearing Board Review	<input type="checkbox"/>
Other _____	<input type="checkbox"/>

Additional Comments

Appendix 3 - Socio-Demographic Analysis

Appendix 3 contains a summary of findings along with the supporting data, graphs, and maps. This Appendix contains the following sections:

- A. Summary of socio-demographic analysis: statewide and by region
- B. Selected* results of socio-demographic analysis: graphs and maps
- C. Likely candidates for historic preservation

*The complete set of graphs, tables and maps is available upon request.

A. Summary of socio-demographic analysis: statewide and by region

The 2,562 municipalities were divided into the following groupings:

- Rural/Urban
- Eastern, western, and central based on SHPO management regions
- Those that have some evidence of historic resource preservation as determined by:
 - Known by researchers
 - Survey results
 - Corrected values from follow-up
 - SHPO supplied list of municipalities with HDA ordinances
 - Municipalities with established historic districts or historic district overlays

Socio-demographic characteristics examined:

- Population density
- Housing density
- Change in Pop and Housing per square mile (density)
- Population diversity
- Median age of residents
- Per capita Income
- Median house value
- Median year houses built
- Educational attainment (2 groups: those with less than 1 year of college vs those with more)
- Unemployment percentage

Each of these attributes were viewed from the state level through each of the aforementioned SHPO management regions. Eleven boroughs in the state straddle county lines. For spatial analysis and to allow aggregation at the county level, these 11 will each be considered as two entities, one for each county in which it exists, bringing the number of disparate geographic entities analyzed to 2,573.

Pennsylvania's estimated population was 12,769,691 in 2015. This represents a growth of 3.8 percent over the 2000 population of 12,307,313. The population density increased from 272/sq mi in 2000 to 282/sq mi in 2015. The socio-demographic characteristics examined in this analysis reveal the following basic information at the state level, then separating by rural and urban, then by region:

Geography-->	Statewide tot	Rural tot	Urban tot	West	Cent	East
Pct of Total		21.8%	78.2%	29.7%	26.3%	44.0%
Pop2015	12,769,691	2,781,310	9,988,381	3,786,414	3,360,525	5,622,752
Pop2000	12,307,313	2,738,423	9,568,890	3,930,025	3,118,370	5,258,918
PopGrwth	3.8%	1.6%	4.4%	-3.7%	7.8%	6.9%
White2015	10,421,079	2,667,469	7,753,610	3,392,445	3,010,015	4,018,619
White2000	10,507,704	2,671,307	7,836,397	3,615,205	2,907,281	3,985,218
African_American	1,401,402	53,098	1,348,304	243,682	158,205	999,515
Asian	391,534	13,630	377,904	58,358	59,971	273,205
Hispanic	813,876	61,575	752,301	61,630	198,475	553,771
Med_Age	40.9	44.1	40.0	42.8	40.9	39.6
Less than 1 yr Univ	4,634,475	1,267,360	3,367,115	1,433,162	1,340,058	1,861,255
More than 1 yr Univ	4,172,263	721,548	3,450,715	1,252,290	958,089	1,961,884
Pct with more than 1 yr U	47%	36%	51%	47%	42%	51%
Per_Capita_Inc	\$ 29,373	\$ 26,111	\$ 30,282	\$ 28,130	\$ 26,864	\$ 31,710
Employable	10,376,413	2,278,973	8,097,440	3,128,392	2,725,355	4,522,666
Unemp	512,526	90,394	422,132	132,601	113,303	266,622
UnEmPct	4.9%	4.0%	5.2%	4.2%	4.2%	5.9%
Housing_Units	5,579,971	1,298,410	4,281,561	1,778,818	1,457,143	2,344,010
Vacant	624,292	228,910	395,382	217,343	157,684	249,265
Houses_built_before_1940	1,307,821	301,959	1,005,862	506,920	378,646	422,255
Med_yr_structure_built	1966	1972	1965	1963	1971	1966
Median_Value	\$ 177,652	\$ 147,899	\$ 186,675	\$ 125,961	\$ 158,565	\$ 228,745
Vac_Rate	11%	18%	9%	12%	11%	11%
MedContRent	\$ 705	\$ 581	\$ 798	\$ 512	\$ 626	\$ 912
MedGrossRent	\$ 878	\$ 779	\$ 954	\$ 682	\$ 804	\$ 1,084
Houses/SqMi	123.2	34.6	548.1	90.7	77.5	339.8
Pop/SqMi 2015	281.9	74.2	1,278.7	193.1	178.8	815.2
Count	2,573	1,595	978	1,091	955	527
SqMi	45,305	37,493	7,812	19,610	18,797	6,898
Avg Muni Size	17.61	23.51	7.99	17.97	19.68	13.09
	12,769,691	2,781,310	9,988,381	3,786,414	3,360,525	5,622,752
Pop/SqMi 2000	271.7	73.04	1,224.97	200.41	165.90	762.42
Pop chg 2015-2000	3.8%	1.6%	4.4%	-3.7%	7.8%	6.9%
Pct Af-Am	11.0%	1.9%	13.5%	6.4%	4.7%	17.8%
Pct Asian	3.1%	0.5%	3.8%	1.5%	1.8%	4.9%
Pct Hisp	6.4%	2.2%	7.5%	1.6%	5.9%	9.8%
Pct Minority	20.4%	4.6%	24.8%	9.6%	12.4%	32.5%

Key findings:

- The population ages slightly moving from east to west.
- Houses in urban areas tend to be older than those in rural areas.
- Home values decrease moving from east to west and are lower in rural areas than in urban areas.
- Housing and population are much denser in the east than in the other two regions.
- Population in the west has declined while increasing in both eastern and central regions.
- The percentage of the adult population with 1 year or more of college is:
 - 47 percent statewide with 36 percent in rural areas and 51 percent in urban areas; highest in the eastern region.
- 62 percent of the state's municipalities are classified as rural but only have 36 percent of the population.
- 20 percent of the municipalities are in the eastern region and are home to 51 percent of the population.

Examining the socio-demographic characteristics in terms of municipalities who have evidence of historic preservation (indicated by “Y”) reveals the following data:

Geography-->	Statewide		Rural		Urban	
Demographic	Y	N	Y	N	Y	N
Pop2015	4,808,899	7,960,792	201,877	2,579,433	4,607,022	5,381,359
Pop2000	4,612,734	7,694,579	192,074	2,546,349	4,420,660	5,148,230
PopGrwth	4.3%	3.5%	5.1%	1.3%	4.2%	4.5%
White2015	3,277,925	7,143,154	192,523	2,474,946	3,085,402	4,668,208
White2000	3,310,101	7,197,603	186,643	2,484,664	3,123,458	4,712,939
African_American	977,953	423,449	3,733	49,365	974,220	374,084
Asian	230,464	161,070	1,658	11,972	228,806	149,098
Hispanic	506,221	307,655	5,156	56,419	501,065	251,236
Med_Age	37.9	42.7	44.0	44.1	37.7	42.0
Less than 1 yr Univ	1,573,085	3,061,390	85,919	1,181,441	1,487,166	1,879,949
More than 1 yr Univ	1,612,983	2,559,280	57,940	663,608	1,555,043	1,895,672
Pct with more than 1 yr U	51%	46%	40%	36%	51%	50%
Per_Capita_Inc	\$ 29,821	\$ 29,103	\$ 30,714	\$ 25,751	\$ 29,782	\$ 30,709
Employable	3,876,845	6,499,568	164,807	2,114,166	3,712,038	4,385,402
Unemp	232,285	280,241	5,806	84,588	226,479	195,653
UnEmPct	6.0%	4.3%	3.7%	3.8%	6.1%	4.5%
Housing_Units	2,029,378	3,550,593	85,537	1,212,873	1,943,841	2,337,720
Vacant	206,015	418,277	8,458	220,452	197,557	197,825
Houses_built_before_1940	480,803	827,018	21,397	280,562	459,406	546,456
Med_yr_structure_built	1963	1969	1972	1971	1962	1967
Median_Value	\$ 204,811	\$ 162,129	\$ 209,897	\$ 143,527	\$ 204,587	\$ 171,780
Vac_Rate	8%	15%	13%	19%	7%	9%
MedContRent	\$ 832	\$ 573	\$ 645	\$ 513	\$ 900	\$ 691
MedGrossRent	\$ 994	\$ 756	\$ 845	\$ 706	\$ 1,048	\$ 854
Houses/SqMi	618.0	84.5	66.7	33.5	971.6	402.3
Pop/SqMi 2015	1,464	189	157	71	2,303	926
Count	296	2,277	79	1,516	217	761
SqMi	3,284	42,021	1,283	36,210	2,001	5,811
Avg Muni Size	11.1	18.5	16.2	23.9	9.2	7.6
Pop/SqMi 2000	1,404.7	183.1	149.7	70.3	2,209.6	886.0
Pop chg 2015-2000	4.3%	3.5%	5.1%	1.3%	4.2%	4.5%
Pct Af-Am	20.3%	5.3%	1.8%	1.9%	21.1%	7.0%
Pct Asian	4.8%	2.0%	0.8%	0.5%	5.0%	2.8%
Pct Hisp	10.5%	3.9%	2.6%	2.2%	10.9%	4.7%
Pct Minority	35.7%	11.2%	5.2%	4.6%	37.0%	14.4%

Key findings:

Municipalities that have included historical preservation in their zoning tend to be:

- Slightly younger
- Faster population growth, driven by rural areas
- Have a considerably higher median value for housing
- Have significantly higher incomes in rural areas, but not in urban areas
- Have higher rents
- Have higher population and housing densities
- Newer housing in the rural areas but this is not the case in urban areas
- Have lower vacancy rates among its housing stock
- Have a population more likely to have education beyond 1 year of college
- Appear to have a higher percentage of minorities, driven by the urban areas
- And have a higher unemployment rate in urban municipalities (either driven by significantly sized municipalities or is spurious).

The next three tables examine these same socio-demographic characteristics in terms of municipalities that have evidence of historic resource preservation (Y) across the three management regions.

Geography-->	West			
	Rur Y	Rur N	Urb Y	Urb N
Pop2015	31,490	1,137,452	576,542	2,040,930
Pop2000	33,279	1,189,981	615,468	2,091,297
PopGrwth	-5.4%	-4.4%	-6.3%	-2.4%
White2015	29,273	1,099,231	446,367	1,817,574
White2000	31,754	1,166,414	487,803	1,929,234
African_American	1,441	18,458	90,762	133,021
Asian	175	3,464	19,019	35,700
Hispanic	575	12,809	13,678	34,568
Med_Age	44.1	45.0	41.9	43.5
Less than 1 yr Univ	14,854	535,178	184,925	698,205
More than 1 yr Univ	8,305	284,937	204,262	754,786
Pct with more than 1 yr U	36%	35%	52%	52%
Per_Capita_Inc	\$ 33,419	\$ 23,919	\$ 26,636	\$ 28,244
Employable	26,549	941,356	482,945	1,677,542
Unemp	773	36,712	24,559	70,557
UnEmPct	2.9%	3.9%	5.1%	4.2%
Housing_Units	13,706	536,411	280,621	948,080
Vacant	1,648	90,413	34,616	90,666
Houses_built_before_1940	3,950	134,380	126,361	242,229
Med_yr_structure_built	1965	1966	1956	1960
Median_Value	\$ 180,054	\$ 109,349	\$ 118,577	\$ 120,140
Vac_Rate	14%	18%	11%	10%
MedContRent	\$ 479	\$ 455	\$ 541	\$ 586
MedGrossRent	\$ 689	\$ 642	\$ 682	\$ 741
Houses/SqMi	73.6	31.4	1,428.8	436.9
Pop/SqMi 2015	1,114	219	3,043	2,205
Count	11	725	29	326
SqMi	186	17,058	196	2,170
Avg Muni Size	16.93	23.53	6.77	6.66
	31,490	1,137,452	576,542	2,040,930
Pop/SqMi 2000	178.74	69.76	3,133.76	963.74
Pop chg 2015-2000	523.3%	213.9%	-2.9%	128.7%
Pct Af-Am	4.6%	1.6%	15.7%	6.5%
Pct Asian	0.6%	0.3%	3.3%	1.7%
Pct Hisp	1.8%	1.1%	2.4%	1.7%
Pct Minority	7.0%	3.1%	21.4%	10.0%

Key Findings:

- The western region seems to negate some of the correlations that are apparent statewide.
- The “Yeses” still tend to be younger and more densely populated and housed.
- Other findings are either less distinct or not seen here at all.
- The number of municipalities that have preservation activity is only 40 or 3.7 percent of the total number of municipalities in the western region, which puts into question trends based on that sample.
- That percentage increases to 8.2 percent in urban areas compared to only 1.5 percent in rural areas.

Geography-->	Cent			
	Rur Y	Rur N	Urb Y	Urb N
Pop2015	98,903	1,014,006	800,765	1,446,851
Pop2000	92,898	964,420	736,004	1,325,048
PopGrwth	6.5%	5.1%	8.8%	9.2%
White2015	94,530	984,990	638,474	1,292,021
White2000	90,772	945,698	615,718	1,255,093
African_American	1,490	9,250	85,149	62,316
Asian	609	4,656	25,816	28,890
Hispanic	2,501	18,762	85,511	91,701
Med_Age	42.4	44.1	38.8	41.4
Less than 1 yr Univ	43,713	462,889	269,424	564,032
More than 1 yr Univ	25,565	251,841	237,638	443,045
Pct with more than 1 yr U	37%	35%	47%	44%
Per_Capita_Inc	\$ 25,817	\$ 25,637	\$ 27,105	\$ 26,916
Employable	79,636	818,460	650,492	1,176,767
Unemp	2,647	29,951	32,894	47,811
UnEmPct	3.3%	3.7%	5.1%	4.1%
Housing_Units	41,267	460,164	336,402	619,310
Vacant	3,878	72,221	30,565	51,020
Houses_built_before_1940	9,918	105,681	109,145	153,902
Med_yr_structure_built	1970	1971	1967	1958
Median_Value	\$ 165,211	\$ 149,756	\$ 164,401	\$ 151,240
Vac_Rate	15%	20%	7%	9%
MedContRent	\$ 581	\$ 544	\$ 752	\$ 641
MedGrossRent	\$ 776	\$ 742	\$ 899	\$ 809
Houses/SqMi	58.8	29.6	680.1	298.8
Pop/SqMi 2015	581	249	2,527	1,702
Count	43	633	67	212
SqMi	702	15,528	495	2,073
Avg Muni Size	16.31	24.53	7.38	9.78
	98,903	1,014,006	800,765	1,446,851
Pop/SqMi 2000	132.43	62.11	1,487.95	639.20
Pop chg 2015-2000	339.0%	300.8%	69.8%	166.3%
Pct Af-Am	1.5%	0.9%	10.6%	4.3%
Pct Asian	0.6%	0.5%	3.2%	2.0%
Pct Hisp	2.5%	1.9%	10.7%	6.3%
Pct Minority	4.7%	3.2%	24.5%	12.6%

Key findings:

- The central region has a higher percentage of municipalities with preservation activity at 11.5 percent.
- Some of the trends exhibited at the state-level begin to emerge.
 - The density categories and median house value correlations continue to hold true, with historic preservation appearing more often in dense, higher-valued areas.
 - The increase in minorities in the municipalities with preservation activity is beginning to appear, driven by the urban areas.
 - The education level, per capita income, housing age, and unemployment characteristics are inconclusive.

Geography-->	East			
	Rur Y	Rur N	Urb Y	Urb N
Pop2015	71,484	427,975	3,229,715	1,893,578
Pop2000	65,897	391,948	3,069,188	1,731,885
PopGrwth	8.5%	9.2%	5.2%	9.3%
White2015	68,720	390,725	2,000,561	1,558,613
White2000	64,117	372,552	2,019,937	1,528,612
African_American	802	21,657	798,309	178,747
Asian	874	3,852	183,971	84,508
Hispanic	2,080	24,848	401,876	124,967
Med_Age	45.9	45.6	40.9	41.3
Less than 1 yr Univ	27,352	183,374	1,032,817	617,712
More than 1 yr Univ	24,070	126,830	1,113,143	697,841
Pct with more than 1 yr U	47%	41%	52%	53%
Per_Capita_Inc	\$ 35,642	\$ 27,521	\$ 40,058	\$ 31,504
Employable	58,622	354,350	2,578,601	1,531,093
Unemp	2,386	17,925	169,026	77,285
UnEmPct	4.1%	5.1%	6.6%	5.0%
Housing_Units	30,564	216,298	1,326,818	770,330
Vacant	2,932	57,818	132,376	56,139
Houses_built_before_1940	7,529	40,501	223,900	150,325
Med_yr_structure_built	1976	1972	1973	1969
Median_Value	\$ 280,696	\$ 173,880	\$ 306,663	\$ 212,124
Vac_Rate	9%	18%	6%	7%
MedContRent	\$ 827	\$ 658	\$ 1,069	\$ 891
MedGrossRent	\$ 1,035	\$ 861	\$ 1,218	\$ 1,062
Houses/SqMi	77.3	59.7	1,013.1	491.3
Pop/SqMi 2015	377	287	2,429	2,854
Count	25	158	121	223
SqMi	395	3,625	1,310	1,568
Avg Muni Size	15.82	22.94	10.82	7.03
	71,484	427,975	3,229,715	1,893,578
Pop/SqMi 2000	166.66	108.13	2,343.52	1,104.61
Pop chg 2015-2000	126.2%	165.9%	3.6%	158.3%
Pct Af-Am	1.1%	5.1%	24.7%	9.4%
Pct Asian	1.2%	0.9%	5.7%	4.5%
Pct Hisp	2.9%	5.8%	12.4%	6.6%
Pct Minority	5.3%	11.8%	42.9%	20.5%

Key findings:

- The eastern region has the most municipalities with preservation zoning at 27.7 percent.
- The eastern region is also, by far, the most densely populated and housed area, no doubt affecting the need for historic resource preservation.
- The population is still growing and at a higher rate than the rest of the state.
- The minority percentages are higher overall and in the urban areas, more closely tied to the municipalities with historic-preservation-related ordinances.
- The “Yeses” have much higher median values for homes, higher rents, and higher per capita incomes.
- The average age of the houses is younger in the municipalities with historic preservation, implying a demand for more new homes or recent growth.
- The unemployment rate correlation is more pronounced here while the median age is less so.

B. Selected results of socio-demographic analysis: graphs and maps

The next series of analyses are based on the percentage of municipalities engaged in historic resource preservation. The graphs and maps examine statewide trends, rural vs urban and rural vs urban within each of the three SHPO management regions.

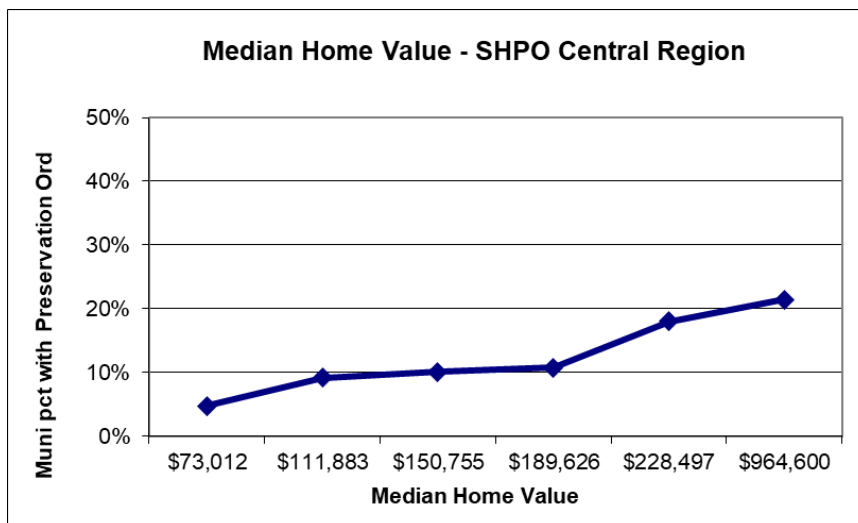
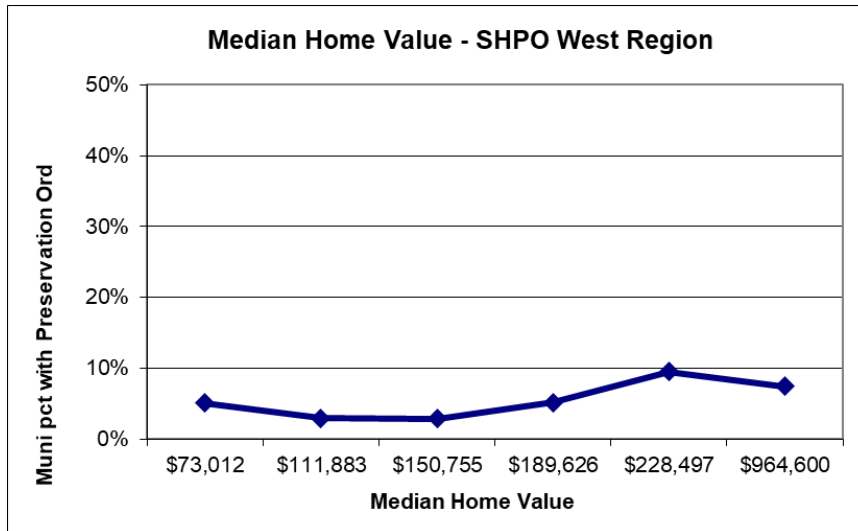
In each case, the municipalities were divided into 6 classes, each class defined by one-half of one sigma (standard deviation) from the overall average for that geographical category. The only exceptions to this classification occur in the two density-related categories—houses per square mile and population per square mile—and in the minority percentage category. These are due to abnormal data distributions. For the density related categories, additional column graphs were used to look at just two levels of density, sparse and dense. For the minority percentage category, the skew was not as pronounced and the only change was to classify the municipalities below the mean into equal intervals. For each series, graphs were created using the socio-demographic characteristics and geographic areas listed above. For the density related variables, bar graphs were used to look at just two levels of density: sparse and dense.

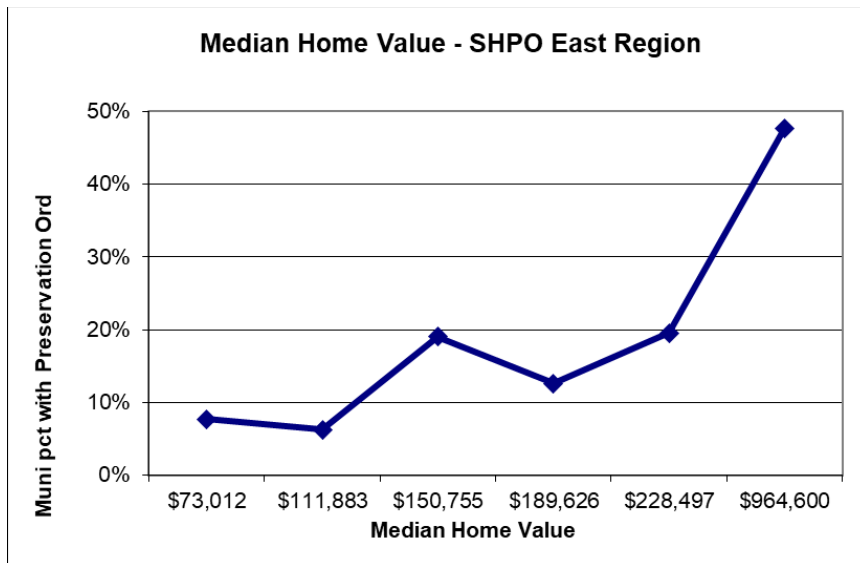
For each graph, the y-axis represents the percentage of municipalities that have some evidence of historic preservation for each x-axis classification.

With each socio-demographic attribute there is also a map showing the spatial distribution of the attribute being examined. The complete set of results with accompanying graphs and maps is available upon request.

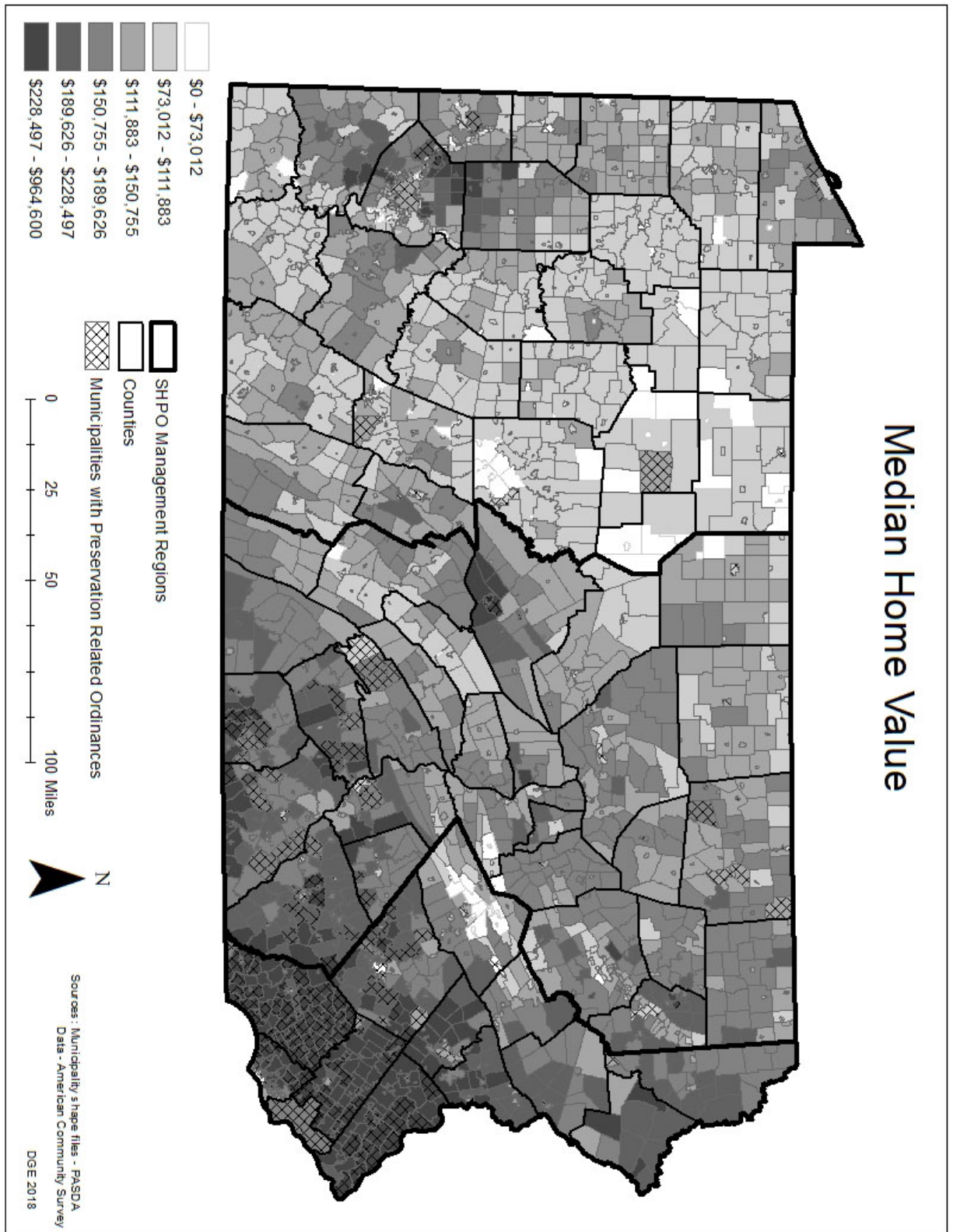
Median Home Value

Home value, driven by the eastern region, appears to have a strong relationship with the use of historic-preservation-related ordinances. After hitting the state average, the relationship becomes exponential. The western region does not display this relationship, except for rural areas, and that is a very small classification with only one “Yes” to preservation activity above the state average. The relationship picks up somewhat in the central region, but is definitely driven by the eastern region, where 48 percent of the municipalities in the highest home value classification are engaged in historic resource preservation.



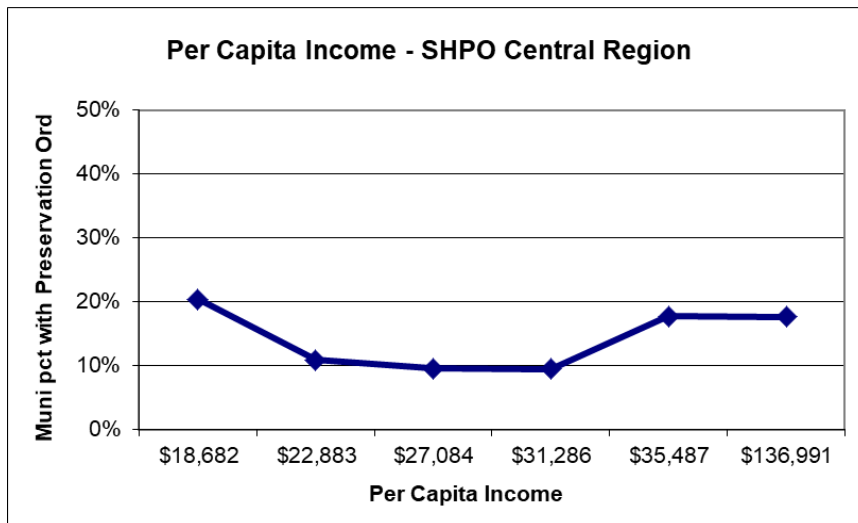
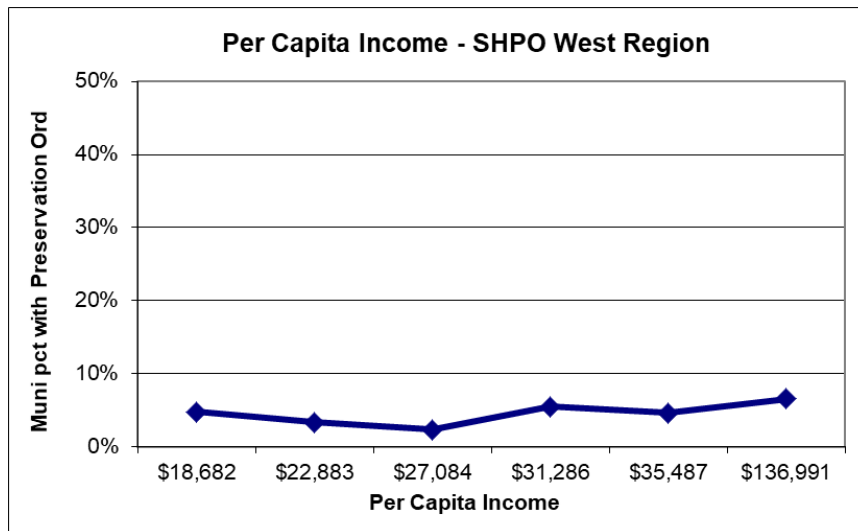


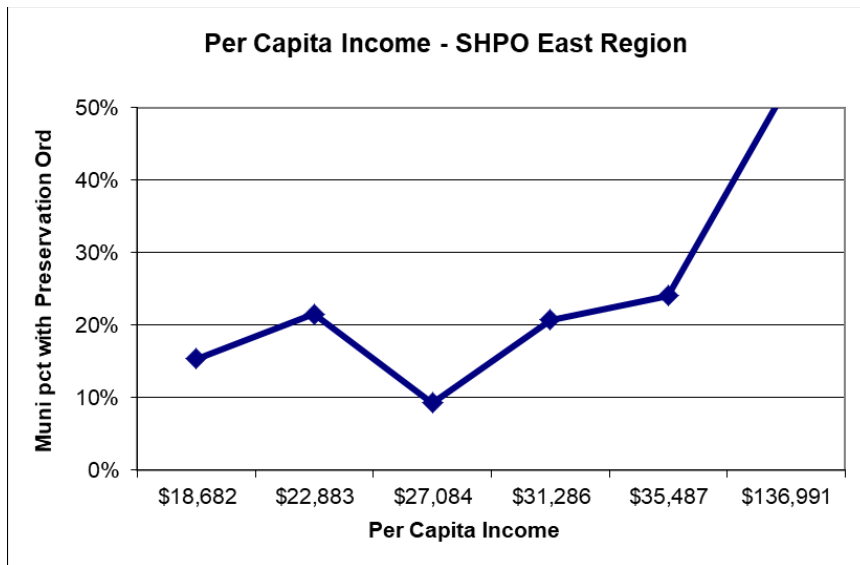
Median Home Value



Per Capita Income

Per capita income mirrors the median home value data as one drives the other.



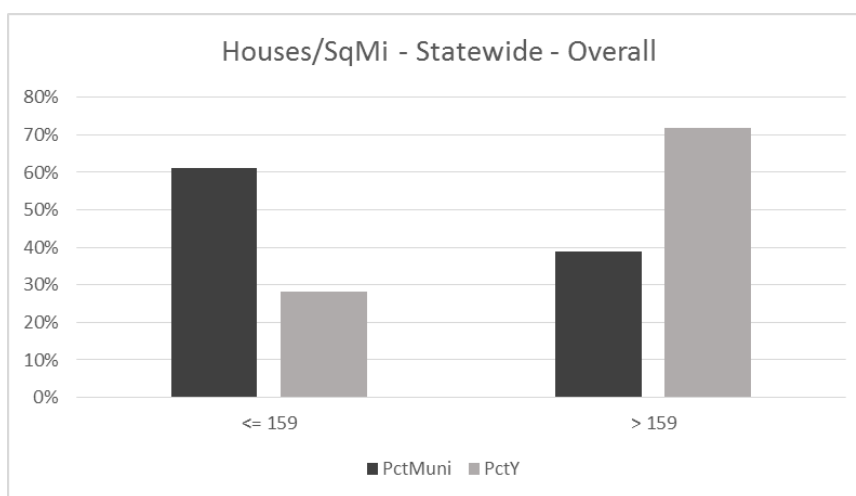
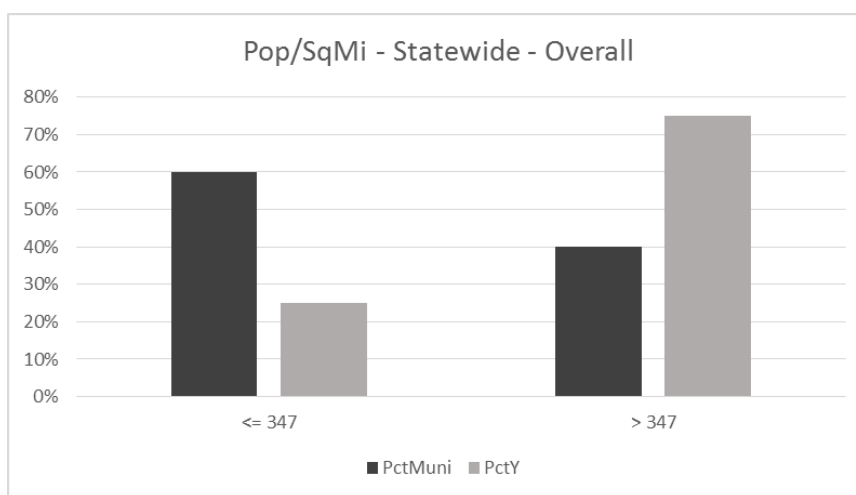


Per Capita Income

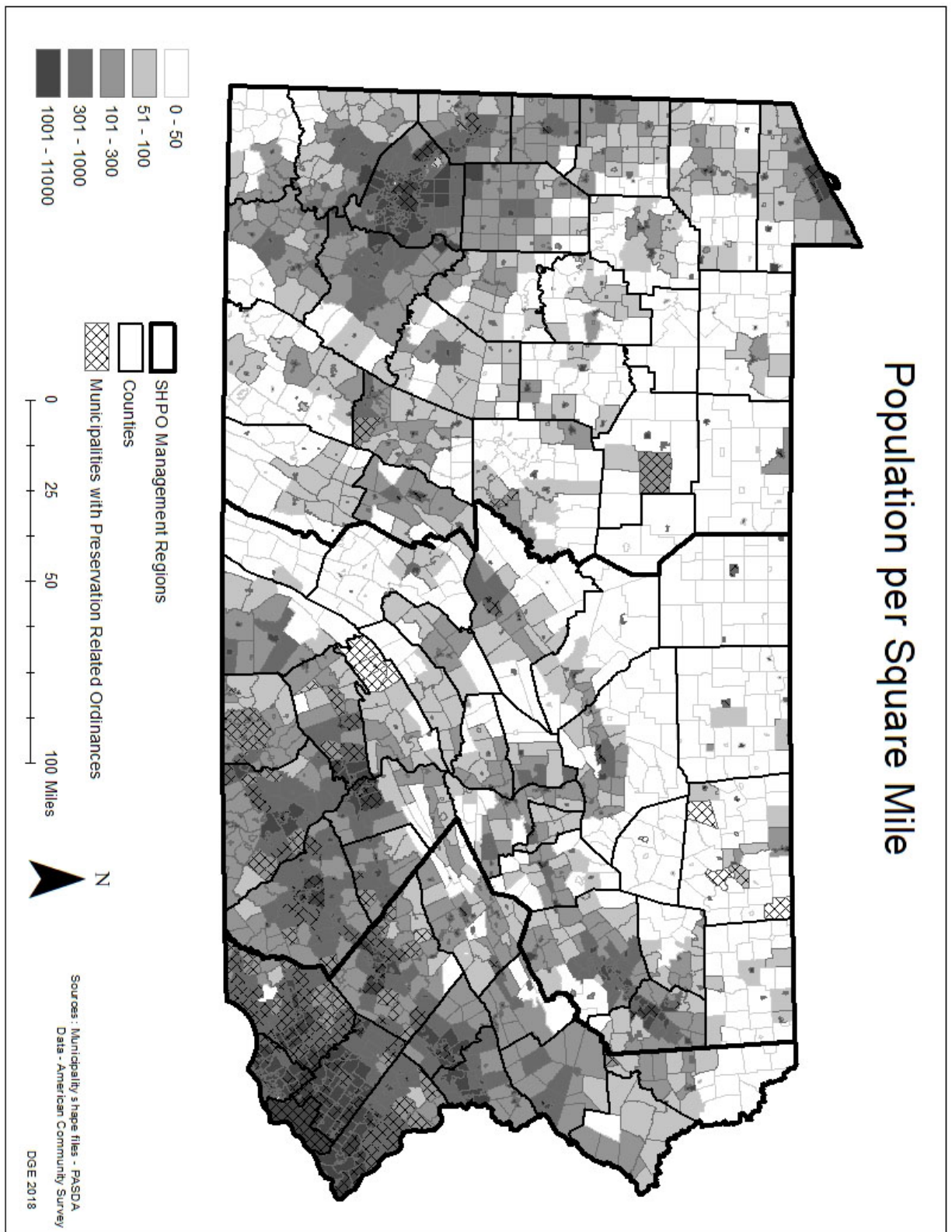


Population and Housing Density

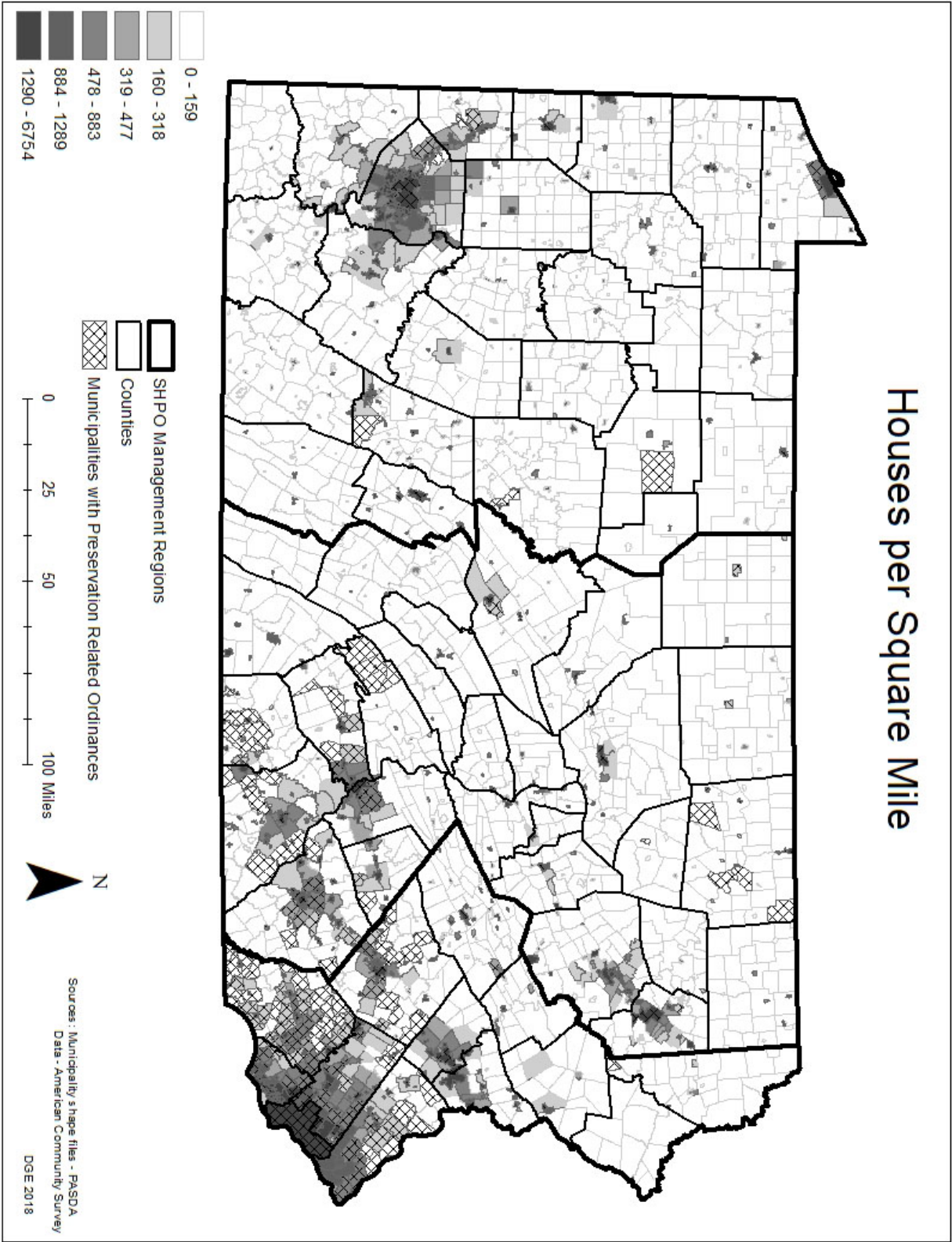
Examining population and housing density reveals a relationship as well but it is difficult to classify using a consistent, standard-deviation based methodology. The distribution of data is abnormal, with a long tail skewed to the right. A large majority of the state is sparsely populated, while the populated areas are very densely populated. However, dividing the municipalities into two groups does show a significant finding. Sixty percent of the state's municipalities fall into the lower density category and those constitute only 29 percent of the municipalities engaged in historic resource preservation. The remaining 40 percent of the municipalities account for 71 percent of the historic-preservation-related ordinances. This finding is driven more by rural areas than urban ones. Looking at the maps, it seems apparent that rural municipalities with preservation activity are in suburban areas where growth pressures seem most likely.



Population per Square Mile

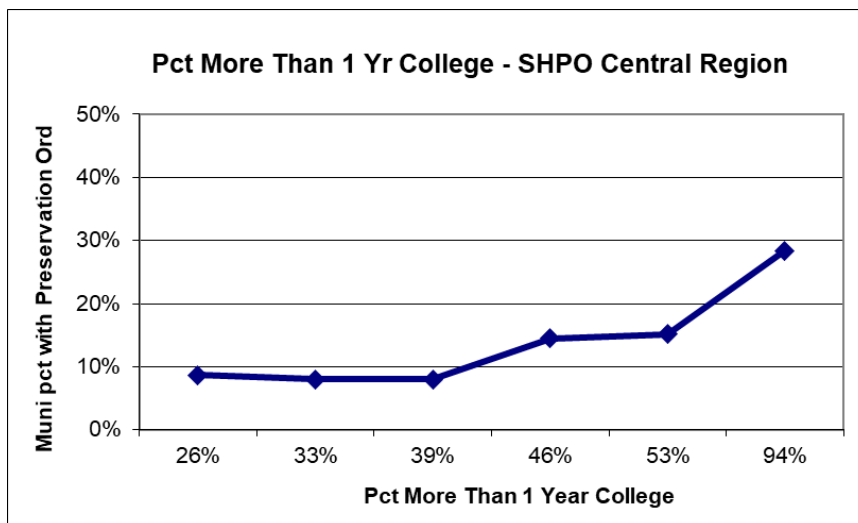
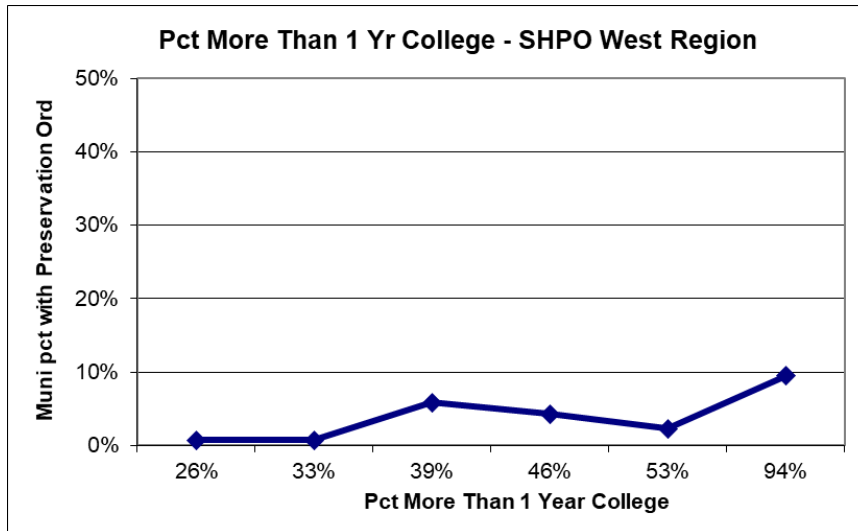


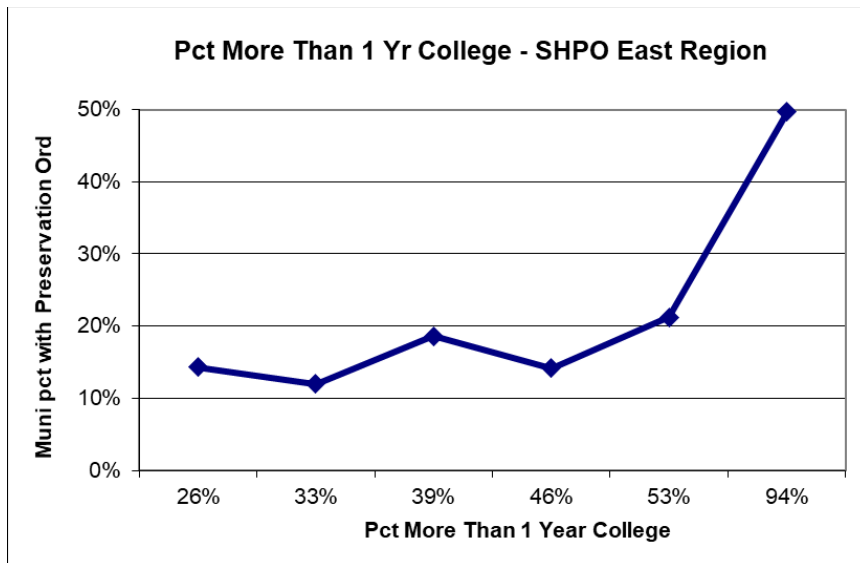
Houses per Square Mile



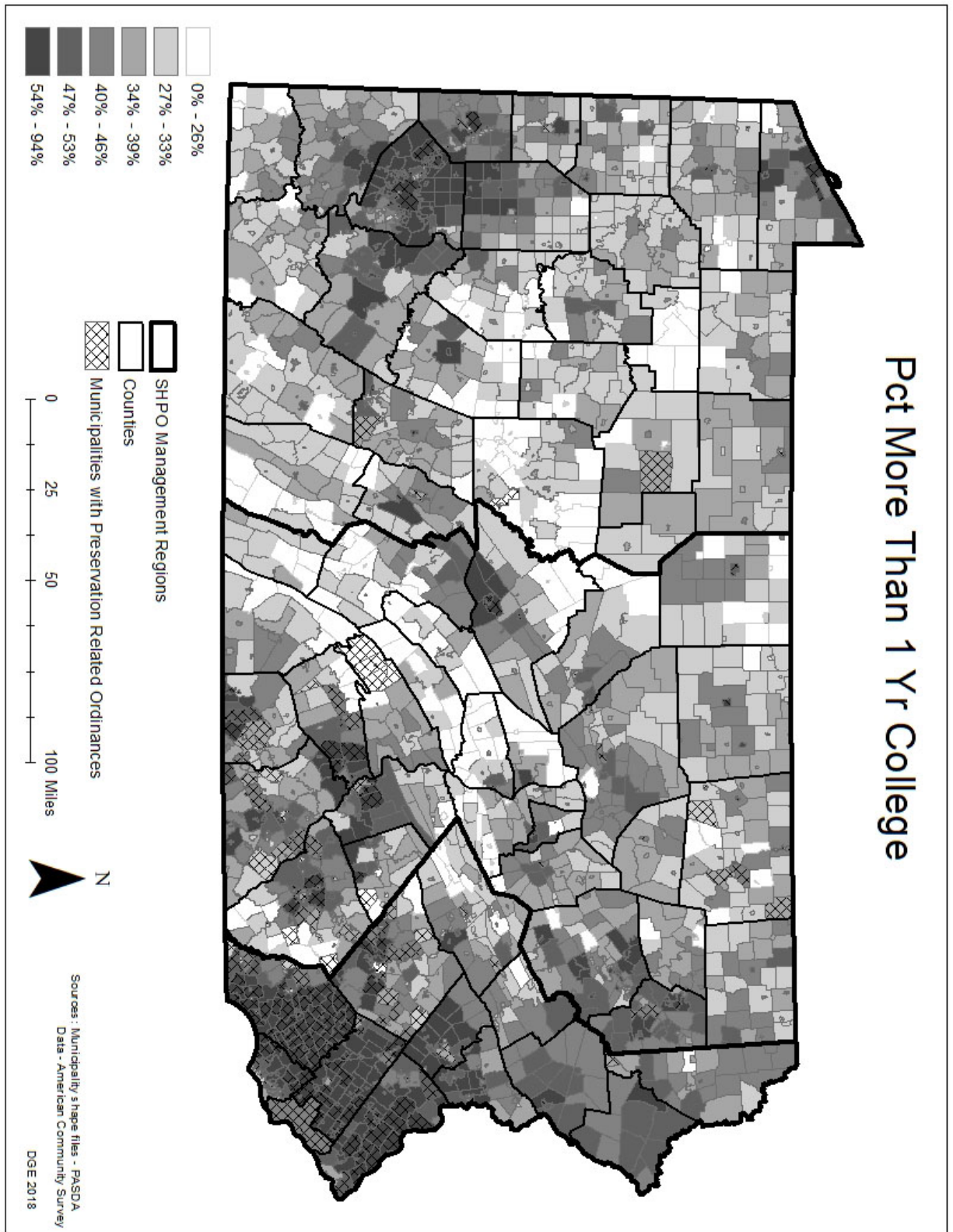
Educational Attainment

Educational attainment may also be linked to preservation activity. The statewide graph shows that, as education levels increase, the prevalence of historic-preservation-related ordinance use increases as well. However, this holds true to a lesser extent in the western and central regions. The eastern region is the main driver for this attribute, showing a strong increase in preservation activity with a rise in the level of education of its citizens. It is possible that some of the other factors that are associated with education, such as income and its corollary, home value, are coincident with preservation activity.



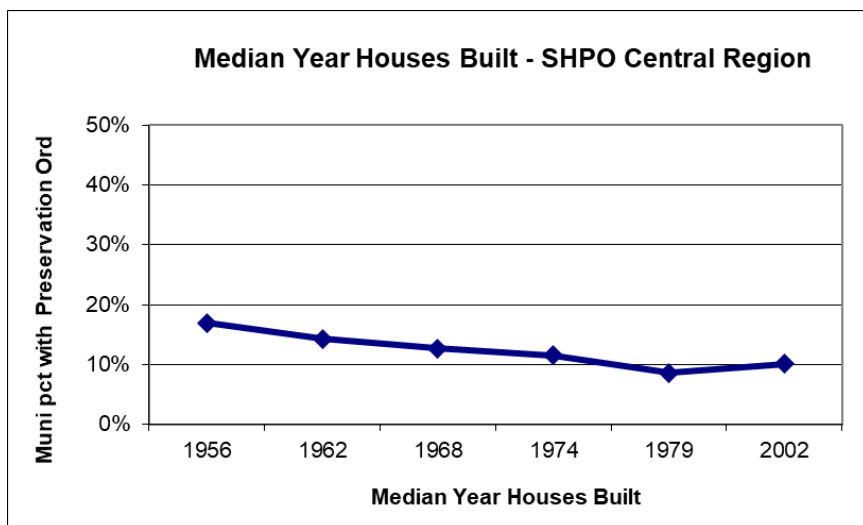
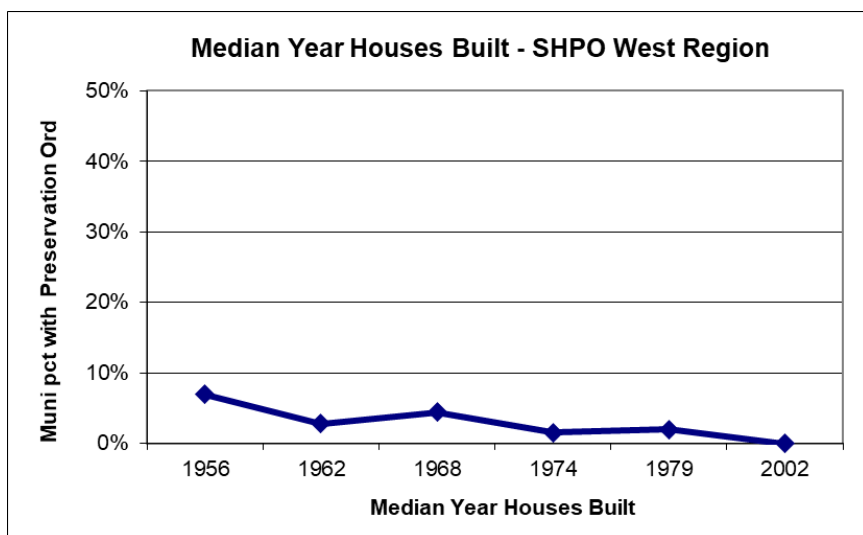


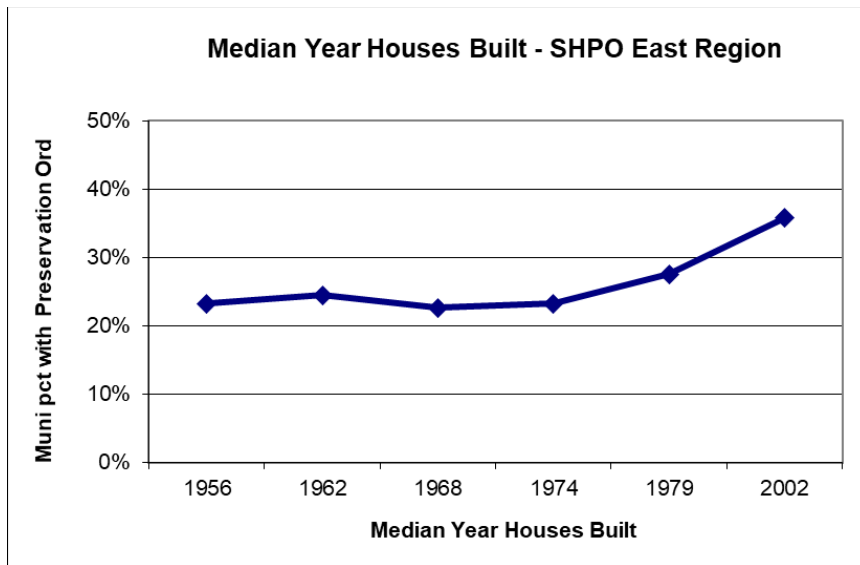
Pct More Than 1 Yr College



Median Year Houses Built

The median year houses were built seems to be a factor in the incidence of historic preservation activity. But again, this is driven by a strong relationship in the east. When the median year is more recent, the incidence of historic preservation rises. For this to happen, old homes need to go and/or newer homes to appear. Each of these options is a sign of growth and the ensuing pressure for land use control. Neither the western nor the central region exhibits this tendency, but the connection is clear in the east.





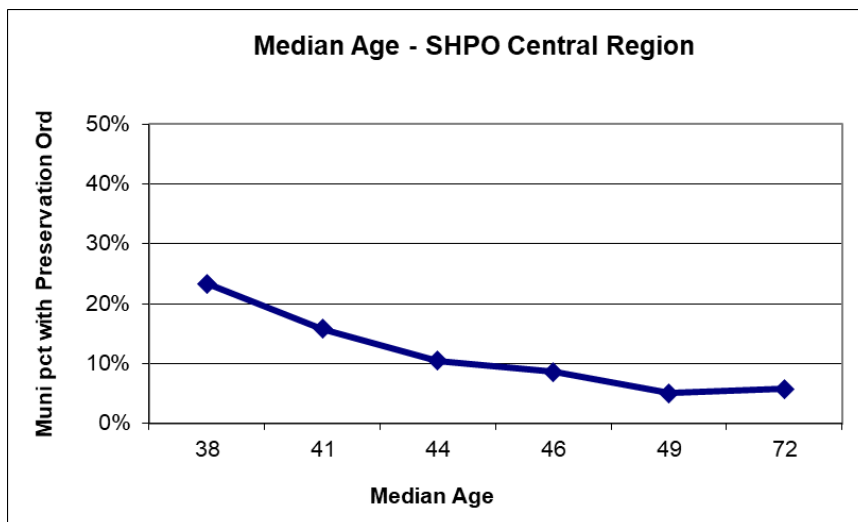
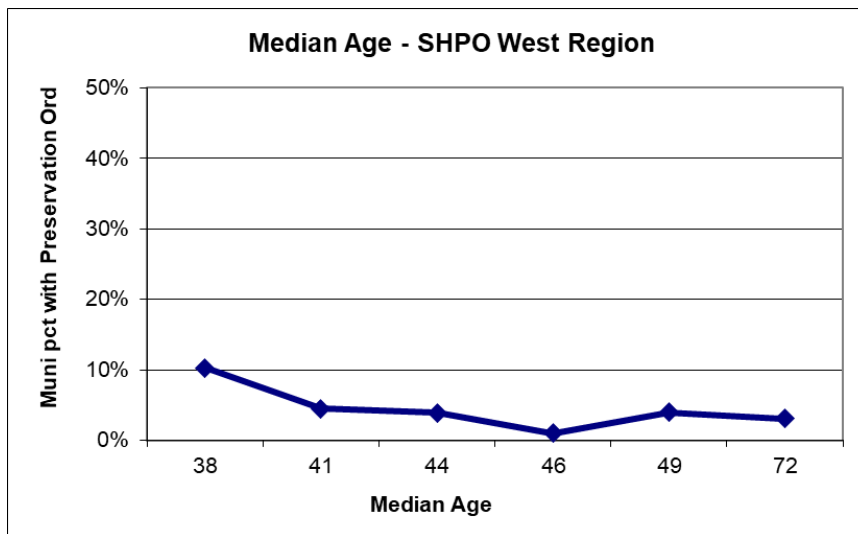
Median Year Houses Built

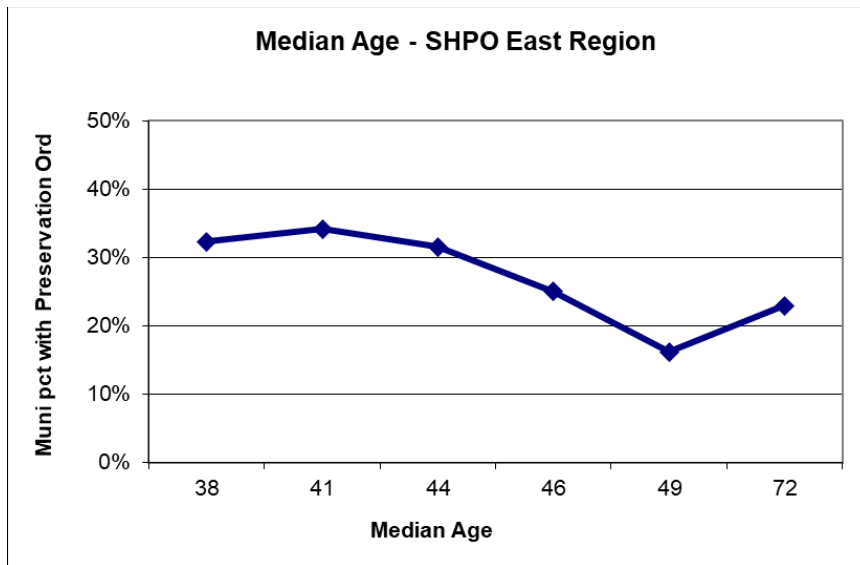


Median Age

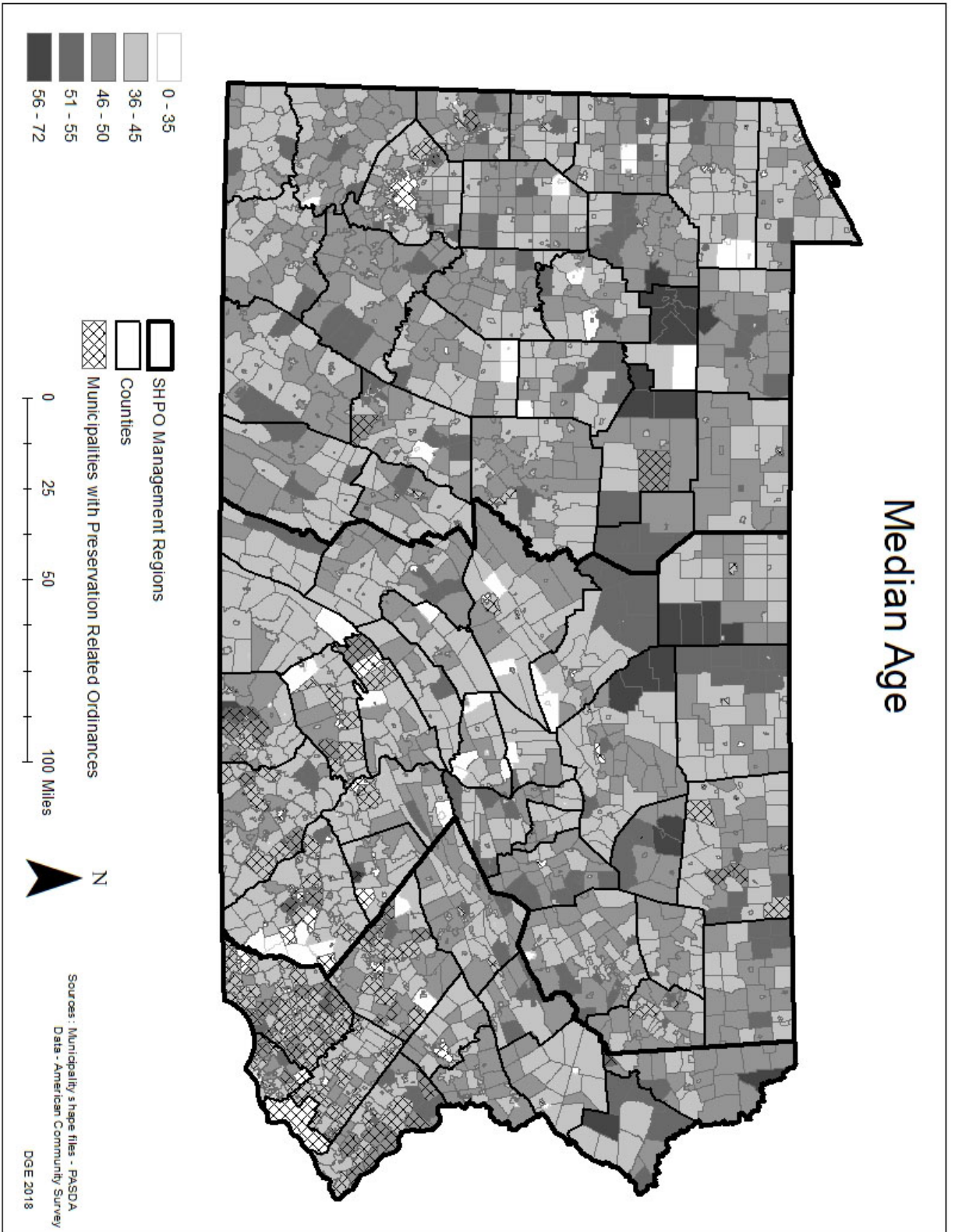
Examining the correlation of preservation activity and median age reveals an interesting connection. The municipalities with the lowest median age—the youngest ones—are engaged in historic preservation compared to older ones. The implication is that younger municipalities are those that are attracting people, while the older ones are those where the populations, especially younger people entering or still flexible in the job market, are leaving. That would be another form of growth pressure and would feed the need to preserve and maintain a historical identity.

This trend holds true for both rural and urban areas, though more pronounced with urban, and through all three regions, making it one of the stronger relationships among the various socio-demographic attributes.



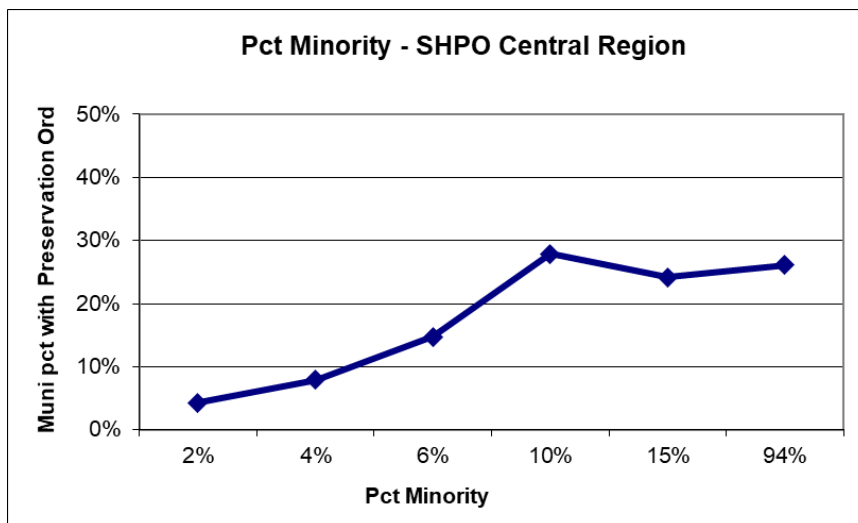
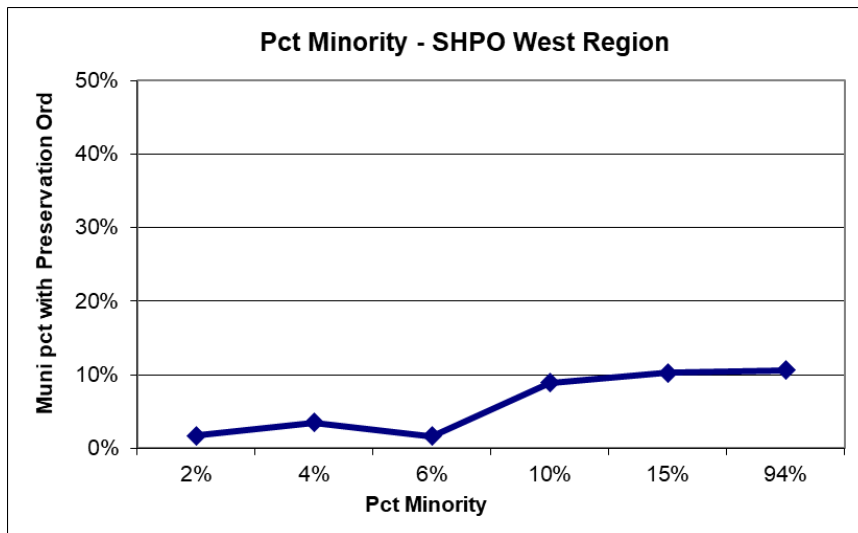


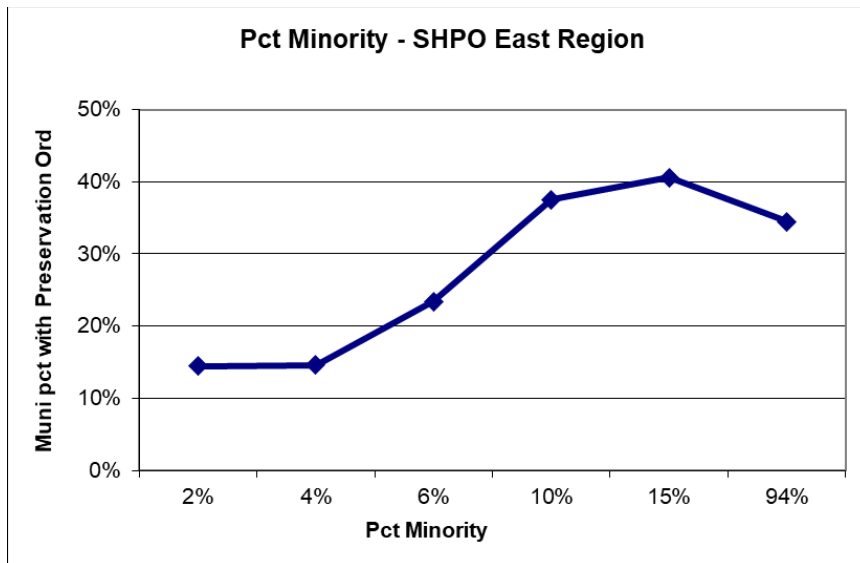
Median Age



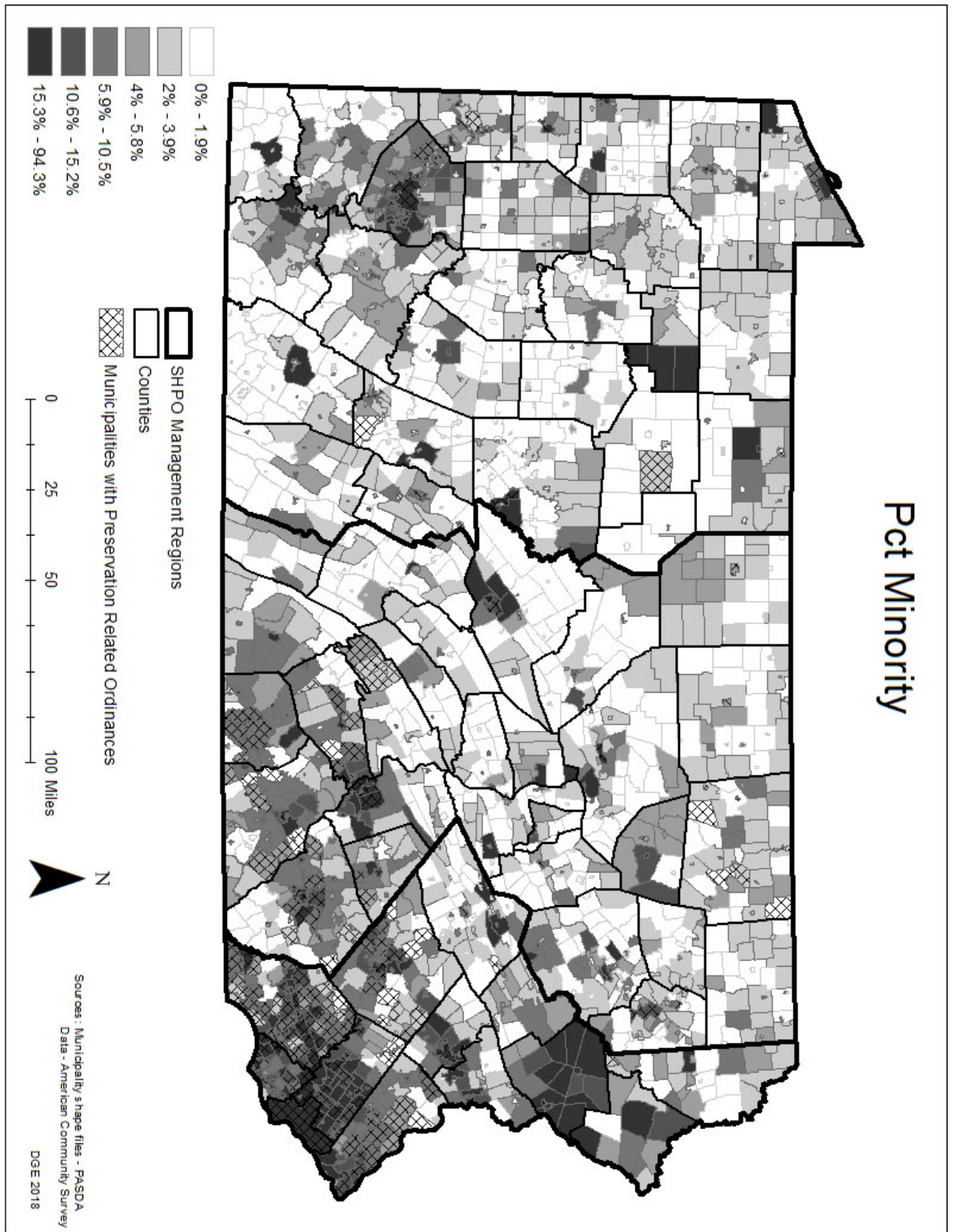
Minority Percentages

Another interesting connection is between the percent of minorities and historic preservation activity. The data indicate that, as the population of minorities grows, the incidence of preservation activity increases. This seems to happen throughout the state, though it is noticeable mainly in urban areas. The correlation in rural areas is not apparent until looking at the trend created using individually derived classifications rather than merely statewide classifications. As the overall population trends indicate that population diversity is increasing, it is possible that this correlation is a function of population growth, and preservation activity is responding to that overall growth pressure.



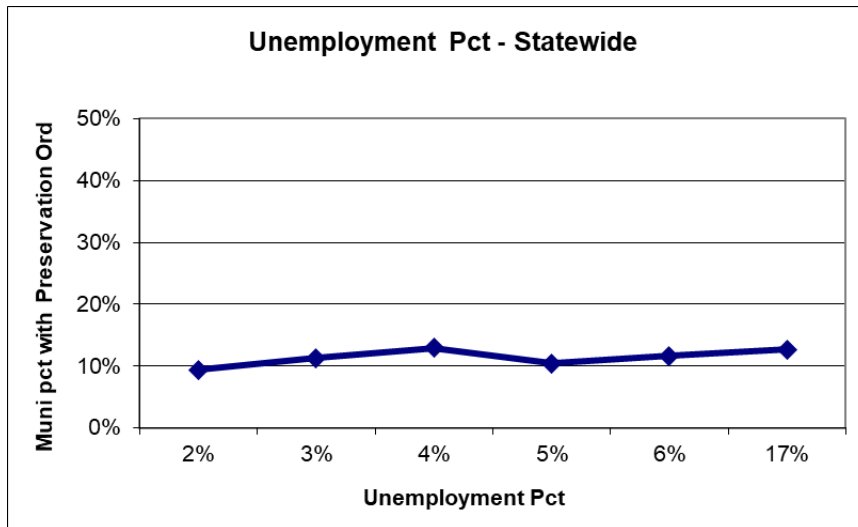


Pct Minority



Unemployment Percentage

The percentage of unemployment in a municipality does not seem to bear much if any relationship to historic preservation. The only areas where there seems to be relationship are in the urban areas of the eastern and central regions, where opposing trends seem to occur. In the eastern region, preservation decreases with an increase in unemployment while in the central, the opposite happens.



D. Likely candidates for historic preservation

The socio-demographic analysis suggests that the primary characteristics that bear a relationship to historic preservation activity are:

- Median Income
- Median Home Value
- Median Year Houses Built
- Educational Attainment
- Population per Square Mile
- Houses per Square Mile
- Population Growth

It is possible to rank all the municipalities based on the pressure to invoke historic preservation. For each characteristic, the municipalities were divided into 6 classes, each class defined by one-half of one sigma (standard deviation) from the overall average for that geographical category. The only exceptions to this classification occur in the two density-related categories—houses per square mile and population per square mile—and are due to abnormal data distributions. These were classified by dividing the difference between 0 and the mean by 3 for the lower density municipalities and continuing to use the $\frac{1}{2}$ standard deviation to classify the more densely populated areas.

The highest class was given 5 points and the lowest class 0 points. Overall in the state, 11 percent of municipalities are engaged in historic preservation. Using the classification system, 133 municipalities scored over 30 points. Forty-four percent of those municipalities are already engaged in historic preservation. The remaining 56 percent (74 municipalities) would seem to be the most likely candidates to engage in historic preservation activity.

Appendix 4 - Case Study Questionnaire and Notes

Interviews with Municipal Preservation Officials

We [a team of researchers from Shippensburg University and Millersville University] are doing a study funded by the Center for Rural Pennsylvania that is looking at municipal historic preservation ordinances. Under Pennsylvania law, local governments are the primary bodies empowered to protect the state's historic buildings and places.

We [a team of researchers from Shippensburg University and Millersville University] are looking at what is working at the local level to protect historic buildings and resources, and also what changes that legislature might make to the existing laws to help improve the process and make it easier for local governments to protect their historic places. If municipalities are having success stories, we [our researchers] are also hoping to be able to share what works well with other municipalities that may be seeking to create their own, new historic preservation ordinances.

As you may know, there are actually two Pennsylvania laws that empower local governments to regulate historic resources in their communities: the Historic District Act (Act 67), and the Municipal Planning Code.

We [our researchers] are specifically looking at communities that have chosen to use the power of the Municipal Planning Code to do historic preservation in their municipality. Because the Municipal Planning Code does not specify what tools or methods local communities should use to do historic preservation, local municipalities have a lot of flexibility. We [our researchers] are trying to get a sense of what communities are doing, what works, and what doesn't.

We've [our team] looked at a lot of ordinances on paper, but we [our team] wanted to speak with you to get a sense of how ordinances are working in practice. I wanted to learn from you about your experience with regulating historic properties in your community.

1) I saw that your ordinance was enacted in _____ (date). Do you have a sense of why your municipality may have gone with an ordinance based on the Municipal Planning Code rather than creating a historic district and HARB under the provisions of the Historic District Act?

2) Quickly review the key provisions of the local ordinance. Clarify:

- What is regulated by the ordinance (number of properties/districts/neighborhood)
- How properties are identified that come under the provisions of the ordinance
- The mechanism or process for reviewing properties
- Mechanisms for enforcement

3) Can you describe for me the process from start to finish of how it would work in your municipality if a historic property in your community would come up for review?

4) How frequently does the municipal government have historic properties that are coming up for review?

5) Have you had any challenges or difficulties implementing your ordinance? Are there parts of the process that cause difficulties?

6) How effective would you say your ordinance is at protecting historic buildings or structures from being altered or destroyed in your community?

7) How is the process viewed by people in the community? Borough Council Members/Township Supervisors? Property and homeowners? Realtors and developers?

8) If another municipality were looking to implement a historic preservation ordinance that was effective and simple to enforce, would you recommend that they copy your ordinance as it currently is written? If not, what would you have them change?

9) We [our researchers] are going to be making recommendations to try to suggest steps that would make it easier and more effective for local communities to be able to preserve and protect their historic places. Do you have any other suggestions for things that we [our researchers] might do to make it easier for local municipalities to regulate and protect historic properties in your community?

Thank you for your help and time. I really appreciate it.

Case Study Notes

Interview by Dr. Steven Burg with Susan Elk, Chester County Planning Services Director and Karen Marshall, Chester County Heritage Preservation Coordinator--January 16, 2018 via telephone.

Steven Burg: Chester County has more municipalities with historic preservation ordinances than any other county in the state. What factors have contributed to the large number of municipalities that have passed historic preservation ordinances?

Karen Marshall: We like to think that Chester County wrote the book on preservation. The work began with the activities of several dedicated citizens in the 1960s and 1970s. Work in Chester County predated the Historic Preservation Act. There was a long history of preservation and stewardship of natural and historic preservation. Organizations formed in the 1940s interested in conserving the landscape and resources around the Brandywine Battlefield. With the passage of the Historic Preservation Act in 1966, the efforts moved from a focus on the preservation of land and natural resources to include historic preservation.

Karen Marshall's predecessor as the county Heritage Planning Coordinator was Jane L. S. Davidson who worked to help develop local historic commissions across the county. Under her, the county undertook a comprehensive, county-wide survey of historic resources between 1979-1981. That survey became an important foundation for helping municipalities know what resources they had to preserve in their communities.

In the early 1980s, there was a large-scale development project in West Whiteland Township that threatened to destroy a large amount of open space and historic resources. That led to the creation of the Whiteland Ordinance that helped to preserve a large number of resources. The Whiteland Ordinance then became the inspiration for adopting ordinances elsewhere in the county.

Steven Burg: Is the economic growth and prevalence of development in Chester County part of the explanation for the large number of historic ordinances?

There needs to be some activity to spur people to action. Development pressure and the threat or loss of very specific resources in communities can lead communities to take action. But there also can be other trigger points that lead communities to pay attention to the issue.

In Chester County, you had model county employee, Jane L.S. Davidson, who provided important leadership on the issue. You then had the West Whiteland model for implementing an ordinance.

It is also important that Jane Davidson built a county-wide network, the Chester County Preservation Network. She always said that the county preservation officer needed to know the name and the face of the historic commission members from each municipality. That personal relationship was very important, and that is something that continues.

Karen Marshall is only the second Heritage Preservation Coordinator, and she works with the Chester County Historic Preservation Network, bringing together all of the Historic Preservation Commission members and representatives from 73 municipalities. They are all volunteer. The County Heritage Preservation Coordinator helps to organize the group, acts as cheerleader, and helps provide education, training, support, and technical assistance. The Chester County

Preservation Network brings people together, allows them to discuss issues, and the county helps them by finding answers to their questions and by providing technical assistance.

The county also works with the Chester County Preservation Network to hold two meetings per year with training and education, to hold an annual recognition dinner, and annual town tour that circulates around the county featuring historic buildings and sites.

When Karen Marshall discovers an issue that can be addressed through an ordinance, she then has Senior Community Planner Jeannine Speirs work with the municipality to provide technical assistance in developing an ordinance. The role of the county will depend on the needs of the municipality and the stage they are in regarding historic preservation: whether they need a new ordinance, or merely to tweak an existing ordinance. The county staff helps them to get to the next stage of preservation activity.

We also are working with local historical commissions to update the 1979-1981 survey.

Steven Burg: We have discovered that the level of activity in Chester County is not typical of what is happening elsewhere in the state. How could the Chester County model be replicated by counties elsewhere in the state?

The best way would be to start with a historic resource survey. Identify the historic resources in an area, get people interested in that history, and then work doing the research to document the history of those places so that you can have the information on hand when those resources are threatened.

Most counties are overwhelmed, and you need to start small. Need to start with one municipality and one survey. Start with five or six people. Most counties can generate parcel maps for municipalities – properties that are 50 years or older. Start simple – do a windshield survey where you drive around, check off boxes, have five or six volunteers helping out. Those people will know the buildings and care about them, and they can become your historical commission. Most historical commissions are interested in the history and the sites, and they may less interested in the regulation aspects of preservation. You need to do the work of forming an organization before the buildings are threatened. When things are being destroyed, that's not the time to create the commission.

You need to start with the inventory and determine what is older than 50 years. Then you will want to refine the survey, find documentation, and complete cultural resource survey forms before you start regulation. The more actively you try to regulate resources, the more important it is to have good documentation. If you have lighter regulation, then you can have less documentation, or things done by volunteers. But if you want to deny demolitions, you need to be able to explain why sites are significant and need to be preserved.

There is a lot of variation. There are many communities that want to protect resources, but they do not want to strictly limit demolition. A lot of variation, and a lot of interim levels depending on the needs within a local community and the level of interest.

For example, we have one commission in the county that has required that if a building is going to be demolished that people can come and take pictures of the building to document it before it is destroyed. Other commissions can delay demolitions, or deny them altogether.

But what is important is that even having people come take pictures before a building is demolished can prevent demolitions. When people realize that people care enough about a

building that they want to come take a picture of it, that matters. When the building is on a list of historic resources that deserve special consideration, that matters. That inventory has stopped people from demolishing historic buildings.

The local historic commissions help the community to know why the history matters, and why it should be protected. That is really the most important thing.

Steven Burg: Chester County has the largest number of MPC-authorized ordinances, and there is considerable variation between ordinances and regulations from municipality to municipality. Does that variation in regulation cause problems or confusion for property owners?

The difference among ordinances under the MPC has not been an issue. All of the ordinances have some common elements: resources are flagged, and then you work with a local historical commission. Then there are differences, for example whether demolition requires a permit, can be delayed, or denied. But generally that reflects the character of municipalities that already have high or low levels of regulation. Generally, people know what to expect in different communities.

Generally, people on historic commission want to document and share information about historic resources. Many are typically not that interested in regulation. They are happy to leave that to planning commissions and zoning boards.

Also, historic commissions are only allowed to advise. Authority is with the Planning Commission, and public opinion. We always tell developers: we do not know once the process has begun what or when the public might become interested in preserving a place that is important to them.

Recently, there was a major denial of large property development, it was a public discussion and in the newspapers. The township supervisors denied the project based on regulatory provisions, but also because of public concern about natural and public resources that people cared about.

So sometimes it's not the language of the regulations, it's the public opinion that preserve properties.

There is a whole lot that can happen before regulation. Get people involved and create a way to provide people with the details so that they can care about a property.

Steven Burg: So what role can counties play in helping municipalities to do historic preservation?

The county does not make decisions about preservation. The county provides technical support to municipalities. The county can help empower local municipalities and provide local people and volunteers the ability and tools to regulate their own resources.

County GIS staff can help municipalities to create digital maps showing the resources in the Pennsylvania CRGIS system, or what is found in a windshield survey.

They can provide information. Lancaster has a really nice publication on how to set up a historical commission. Local municipalities can get a lot further now with all of the resources that are readily available online.

Cory Kegerise [The Pennsylvania State Historic Preservation Office's Community Outreach Coordinator for the Eastern Region] is really important. He attends every workshop we can get him to attend. It is also easier for us to contact the state when issues arise at the local level so that we can make sure that the right person from the State Historic Preservation is connected with local officials. We can streamline the process for both the SHPO and the local municipalities by connecting the state to local people and empowering municipalities.

Chester County also runs a grant program for municipalities. For example, if they would like to write a historic preservation ordinance, they can apply and if they receive the grant then they can hire the county to do the work, and the county will pick up 70% of the cost. We also have competitive cash grants that they can use to do things like undertake a survey or hire an architectural historian to create a map of historic resources. The county will cover up to 70% of cost (survey, map, etc.). The grant program has \$250,000 for cash grant, and we run 5-6 in-kind technical service projects per year. Historic projects are 10-15% of projects funded.

Steven Burg: Which types of preservation approaches using the MPC do you find most effective?

We know there is a difference of opinion, but we find ordinances with different tiers of resources to be a good way for communities that are just getting started. We know that Cory prefers a flat system that looks at all resources the same, but we have had a lot of success with the tiered system.

In the tiered system, there are three classes of resources. Class 1 resources are those listed or eligible for the National Register. We can pull those directly from the state's database. Class 2 are those resources that are more than 50 years old that the historical commission or community think are significant to the community. They may not be on the Register, but they are things the community cares about and would feel bad about if they were demolished. You can add to that list over time as you do more research. Class 3 are those things that are old but not significant.

While this system seems more complicated, it actually allows communities to get started with a simple survey undertaken by amateurs, and then to improve the system over time. They can start with PHMC's list, then add things as they get investigated.

This might be what we call the "Chester County Model": start with a community survey, create a historical commission, and then develop an ordinance. When you have an ordinance that is regulating properties, you will need a professional-level inventory, but there is a lot you can do before you reach that point. Just get started!

If a community wants to protect its historic resources, it is okay to provide different levels of protection, even for those things that are not listed in the National Register of Historic Places. Put historic resources on a map, and it will help to protect them just by the developer seeing them on a map.

Steven Burg: So for Chester County, you appreciate the vagueness of the MPC?

Yes! The MPC states “zoning ordinances shall provide for protection of natural and historic features and resources.” We interpret the MPC as communities have to map resources.

Given the politics and history, HARBs can intimidate some people. Because of that, a lot of communities will never consider a HARB. Townships in particular have trouble seeing value in a HARB, given that resources are often scattered rather than clustered in a single area.

Many communities will take steps in their zoning that are not historic preservation, but that acts like historic preservation. For example, they may have language that a 50% demolition begins review and requires a 30- to 90-day delay. That is pretty standard for our county. You may also have a zoning ordinance that provides flexibility with regard to setbacks to maintain the historic character of a neighborhood.

What is most important is creating the opportunity for consideration. Having a process that creates a conversation where the public can explain why they care about a place is sometimes all that is needed.

Also, HARBS are coming back. HARBS are really best in boroughs. The Main Street model in Phoenixville, West Chester, and Kennett Square are off-the-charts successful, and those boroughs are doing well in part because they have preserved a sense of place. HARBs really are best for boroughs, and boroughs that might not have enacted HARBs in the past are now considering it. Oxford Borough formed a HARB recently because of the success of the other boroughs with HARBs.

Steven Burg: Are there changes that could be made at the state level to increase historic preservation activity at the municipal or county level?

Yes, the most important thing is encouraging county-wide historic preservation surveys. You really need to identify the resources before you do anything else. A county-wide windshield survey would be a good starting point. Just a baseline survey, not a regulatory survey. Then local people could get started filling out the details.

It would also be good to provide support to the county GIS person so that they can help local municipalities with mapping of resources.

We did county-wide mapping of historic resources in 1979-1982, and we are now trying to update that map. We have a county atlas project that we are updating municipality-by-municipality to create a digital map of the county. We are about two-thirds of the way through that project. That is the type of resources that really helps municipalities to get the process started.

More Cory's [Community Outreach Coordinators]! Cory is great, but there is only one of him, and too much to do. More technical assistance from the state would be great. At a minimum it should double the number of Cory's [Community Outreach Coordinators].

The network model is important, and if possible, having a point person who works for the county, even part-time, is helpful. Most volunteers do not have the time to do that kind of work, and so having someone who thinks about that, even for a few hours each day, is helpful. They can then provide local historic commissions with the professional and technical assistance they need. Many counties may not have the staff to do that, but it makes a big difference.

It is important that we do not only focus on preserving the National Register listed or eligible properties. Doing the windshield survey and starting the process of identifying those “Tier 2” properties is also important because people in the local communities also care about those. And if people in the local community care about them, whether they are eligible for the National Register or not (or perhaps they have never been fully investigated to determine eligibility – that is always something to consider), then we should be thinking about how to help communities preserve the places they care about.

Appendix 5 - Multivariate Statistical Analysis

This multivariate statistical analysis explores possible relationships between socio-demographic characteristics and historic preservation activity. The dependent variable was a binary variable where 1 indicated the municipality was engaged in historic preservation and a 0 indicated they were not engaged in historic preservation. Engagement in historic preservation was based on survey responses. Municipalities that did not respond to the survey were excluded from the data set. As a result, the number of observations is 1895.

The following independent variables were considered: population (2015), population growth (2000-2015), per capita income, median home value, percentage of minorities, population density (popsqmi), urban areas dummy (based on Center for Rural Pennsylvania classification). For robustness, nine baseline probit models were run to test various combinations of the independent variables. The results of the baseline models are provided in *Table 1*. The standard errors were clustered at the county level to account for possible correlation of regression errors of townships within the same county. The reported coefficients are marginal effects evaluated at the means of the independent variables.

Table 1: Results of Probit Models

Attributes	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
pop2015	2.85e-06*** (9.46e-07)	3.22e-06*** (9.76e-07)	2.85e-06*** (9.37e-07)	4.33e-06*** (1.18e-06)	4.83e-06*** (1.32e-06)	4.28e-06*** (1.19e-06)	2.75e-06*** (9.12e-07)	3.10e-06*** (9.59e-07)	2.74e-06*** (9.04e-07)
popgrwth	0.0301 (0.0379)		0.0268 (0.0360)	0.0766** (0.0377)		0.0836** (0.0368)	0.0462 (0.0376)		0.0454 (0.0366)
median_value	8.35e-07*** (2.41e-07)		9.10e-07*** (2.64e-07)	1.14e-06*** (2.72e-07)		9.65e-07*** (2.91e-07)	8.93e-07*** (2.59e-07)		9.10e-07*** (2.70e-07)
urbandum	0.185*** (0.0316)	0.195*** (0.0309)	0.186*** (0.0310)				0.145*** (0.0323)	0.160*** (0.0363)	0.146*** (0.0338)
pctminority15	0.0735 (0.114)	0.117 (0.141)	0.0671 (0.124)	-0.0516 (0.144)	0.0533 (0.167)	-0.0434 (0.149)	-0.0584 (0.121)	0.00746 (0.134)	-0.0592 (0.125)
per_capita_inc		7.07e-06*** (2.67e-06)	-8.62e-07 (2.29e-06)		1.06e-05*** (3.06e-06)	1.94e-06 (2.72e-06)		7.71e-06*** (2.89e-06)	-1.94e-07 (2.53e-06)
popsqmi				3.30e-05*** (1.01e-05)	3.21e-05*** (1.00e-05)	3.32e-05*** (1.03e-05)	1.68e-05* (8.64e-06)	1.48e-05 (9.13e-06)	1.67e-05* (9.18e-06)
Pseudo R-squared	0.237	0.218	0.237	0.220	0.196	0.221	0.244	0.223	0.244

Robust standard errors in parentheses

*** p<0.01, ** p<0.05, * p<0.1, n=1895

The regression results are consistent across various combinations of independent variables. One concern with these baseline models is that they do not account for endogeneity. The concern is that there may be a case of simultaneous causality between the dependent variable and one of the independent variables. Specifically, higher median home values could lead to historic preservation but historic preservation could also lead to higher median home values. A test for endogeneity indicated that it is present and must be considered in the model. Because endogeneity cannot be addressed with the standard probit model, an instrumental variable probit model using clustered standard errors at the county level was run.

A proper instrument has a strong relationship with the independent variable but a weak relationship with the dependent variable. The research team chose an education variable (number of citizens within the township that attended more than one year of education beyond high school) as the instrument for median home. The results of the final model are provided in *Table 2*. The results indicate that the urban area dummy, 2015 population and population growth are significant. Growing, urban municipalities have an increased probability of historic preservation.

Table 2: Results of Final Probit Model

ATTRIBUTES	FINAL MODEL
pop2015	0.0000167*** (0.00001)
popgrwth	0.3741073* (0.19901)
median_value	1.74E-06 (0)
urbandum	0.847769*** (0.17315)
pctminority15	-0.2451704 (0.64343)
popsqmi	0.0000494 (0.00005)
Wald test of exogeneity p-value	0.0408
Robust standard errors in parentheses	
*** p<0.01, ** p<0.05, * p<0.1,	
n=1895	

Appendix 6 - Geo-Spatial Maps

Instructions for using the online geo-spatial maps

Link for Historic Preservation Maps: <http://arcg.is/19DW8L>

Link for Socio-Demographic Maps: <http://arcg.is/1raHa8>

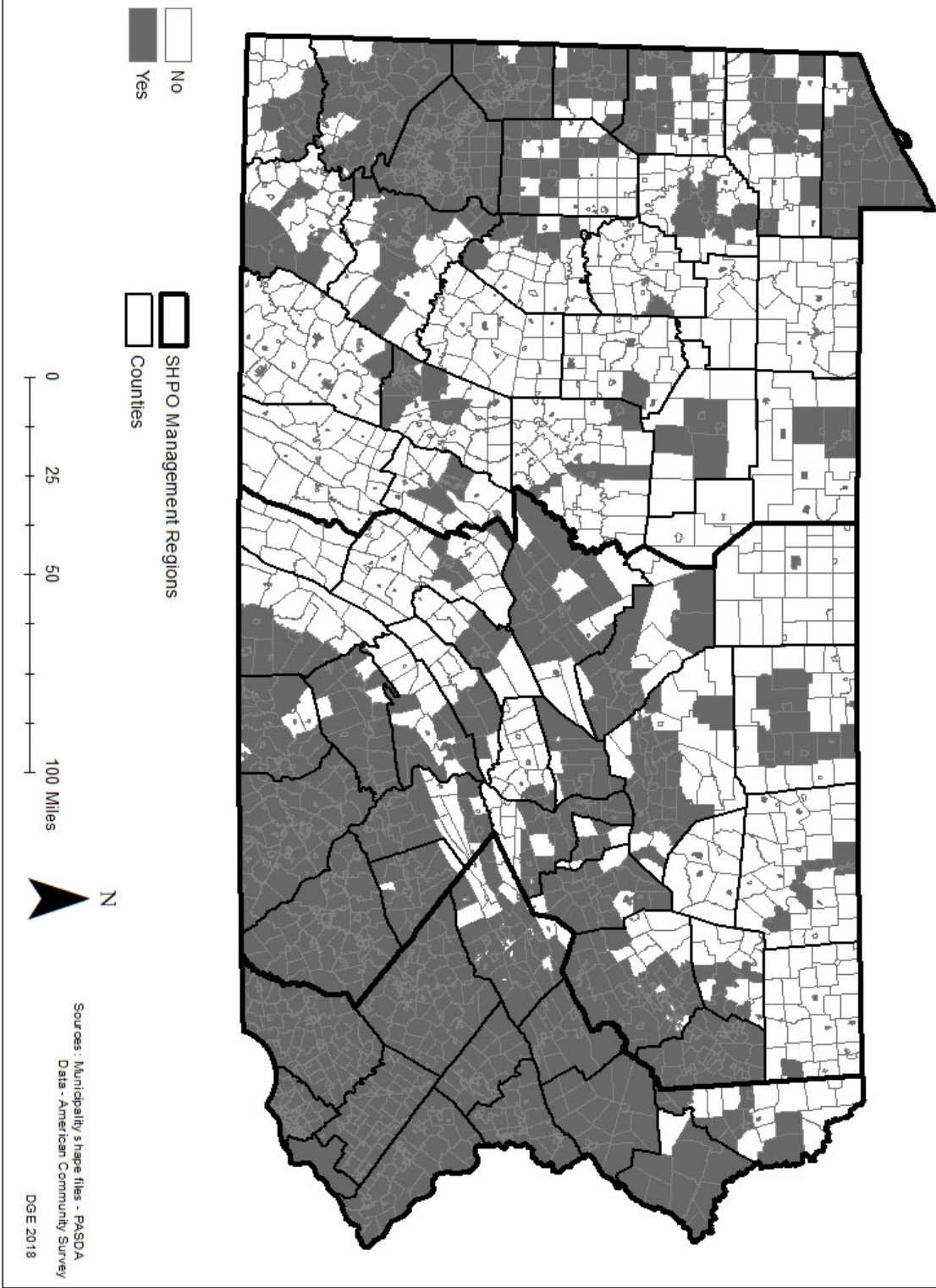
To access the online geo-spatial maps, use the links noted above, then click on the link that appears in the subsequent pop-up window. To turn the different data layers on and off, click on *Content* near top left-hand corner and then click on *Historic Preservation*. This will populate the table of contents under *Historic Preservation* with the available data layers. Layers may be turned on and off by clicking on the check box to the left of the layer name.

Using the + and - icons in the top left-hand corner of the map, users may zoom in and out of the map. Users may also click on a municipality and a pop-up window will appear with additional information about that municipality. For municipalities that are engaged in historic preservation under the auspices of the MPC, and for municipalities with an electronic copy of its zoning ordinance, a link to the ordinance is also available in the pop-up window (*Objective #2a*).

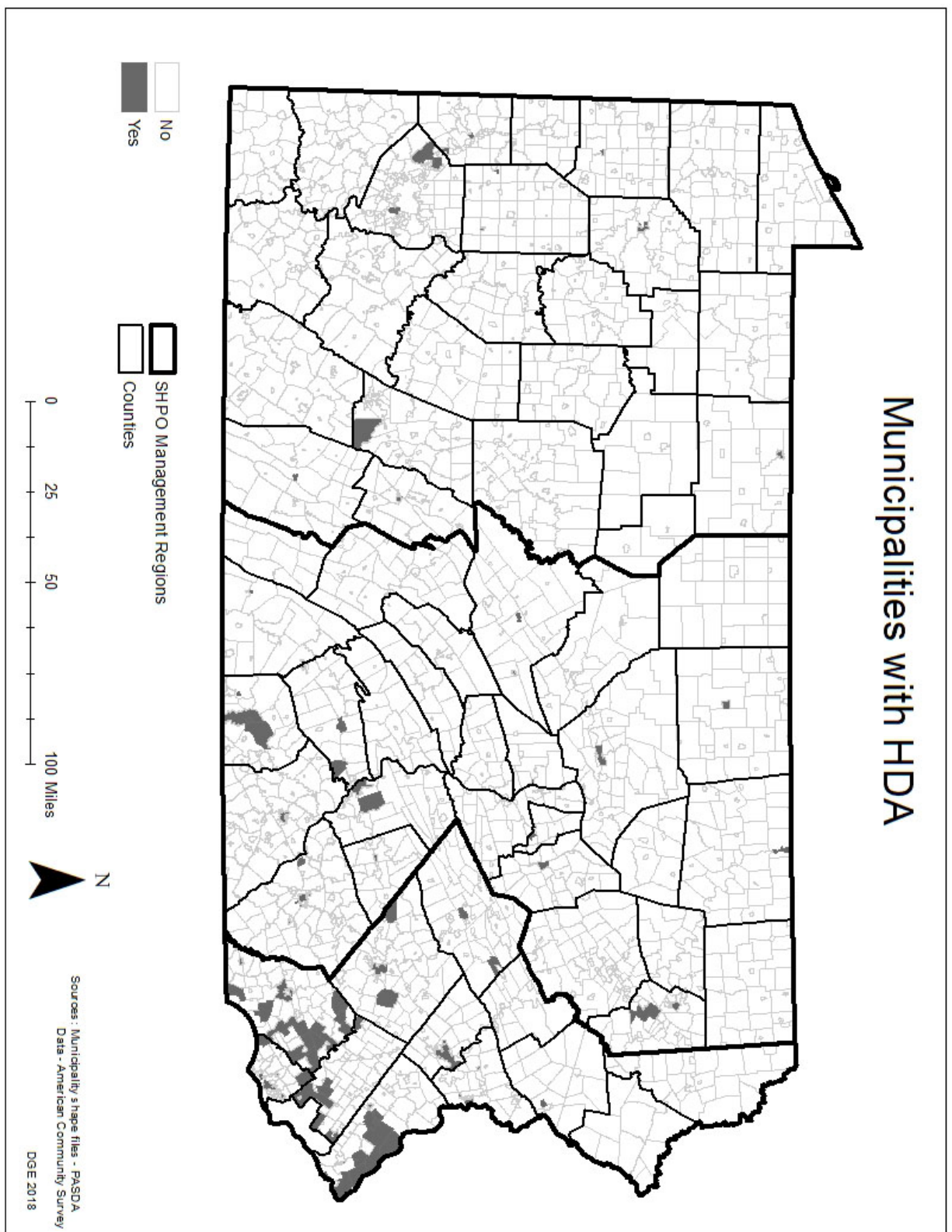
Maps of Historic Preservation throughout Pennsylvania

The following eight figures display municipalities throughout the Commonwealth with 1) zoning ordinances, 2) historic preservation under HDA, 3) historic preservation under MPC, 4) historic preservation with SALDO, 5) historic-preservation-related ordinances - statewide (urban and rural), 6) historic-preservation-related ordinances - west (urban and rural), 7) historic-preservation-related ordinances - central (urban and rural), and 8) historic-preservation-related ordinances - east (urban and rural).

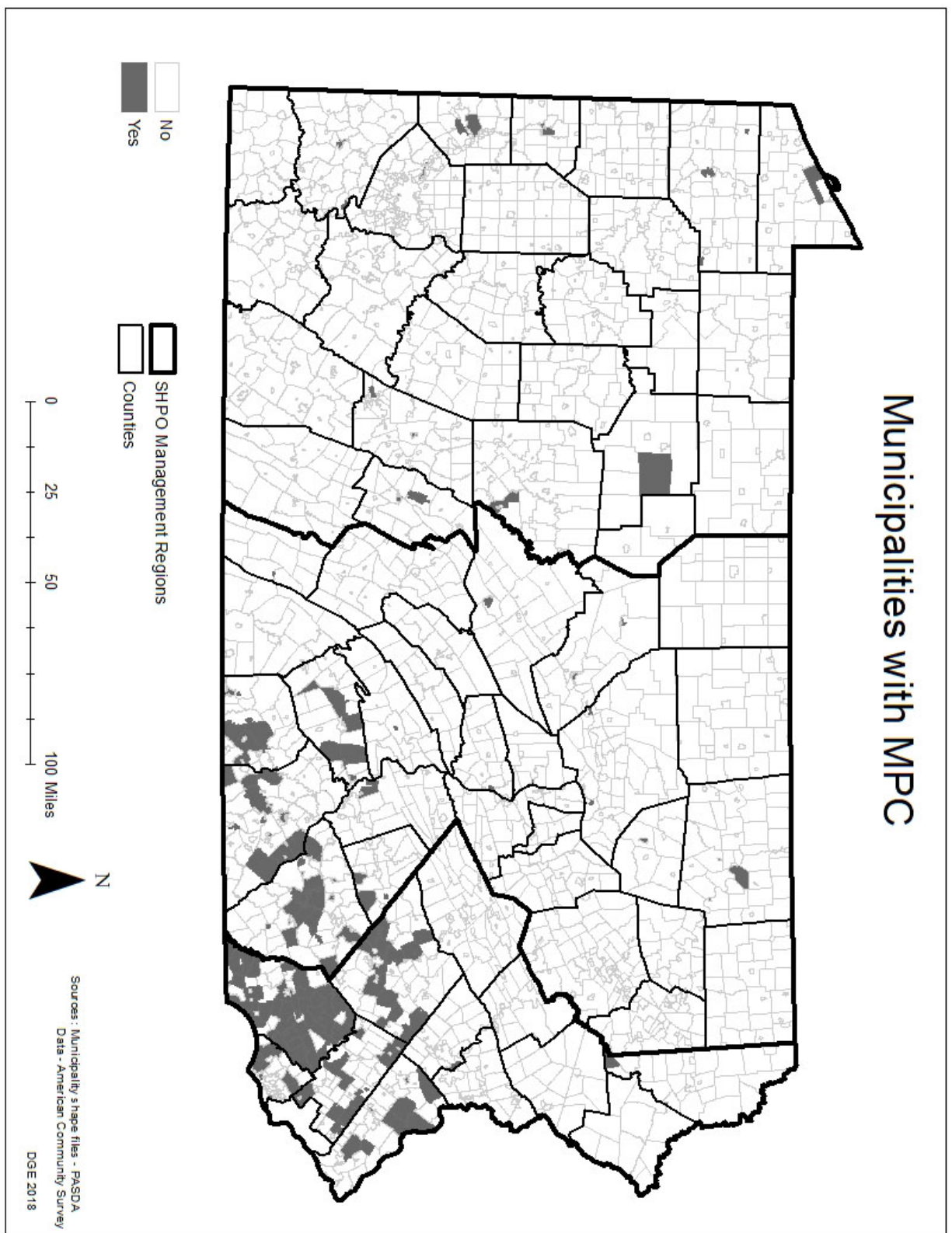
Municipalities with Zoning Ordinances



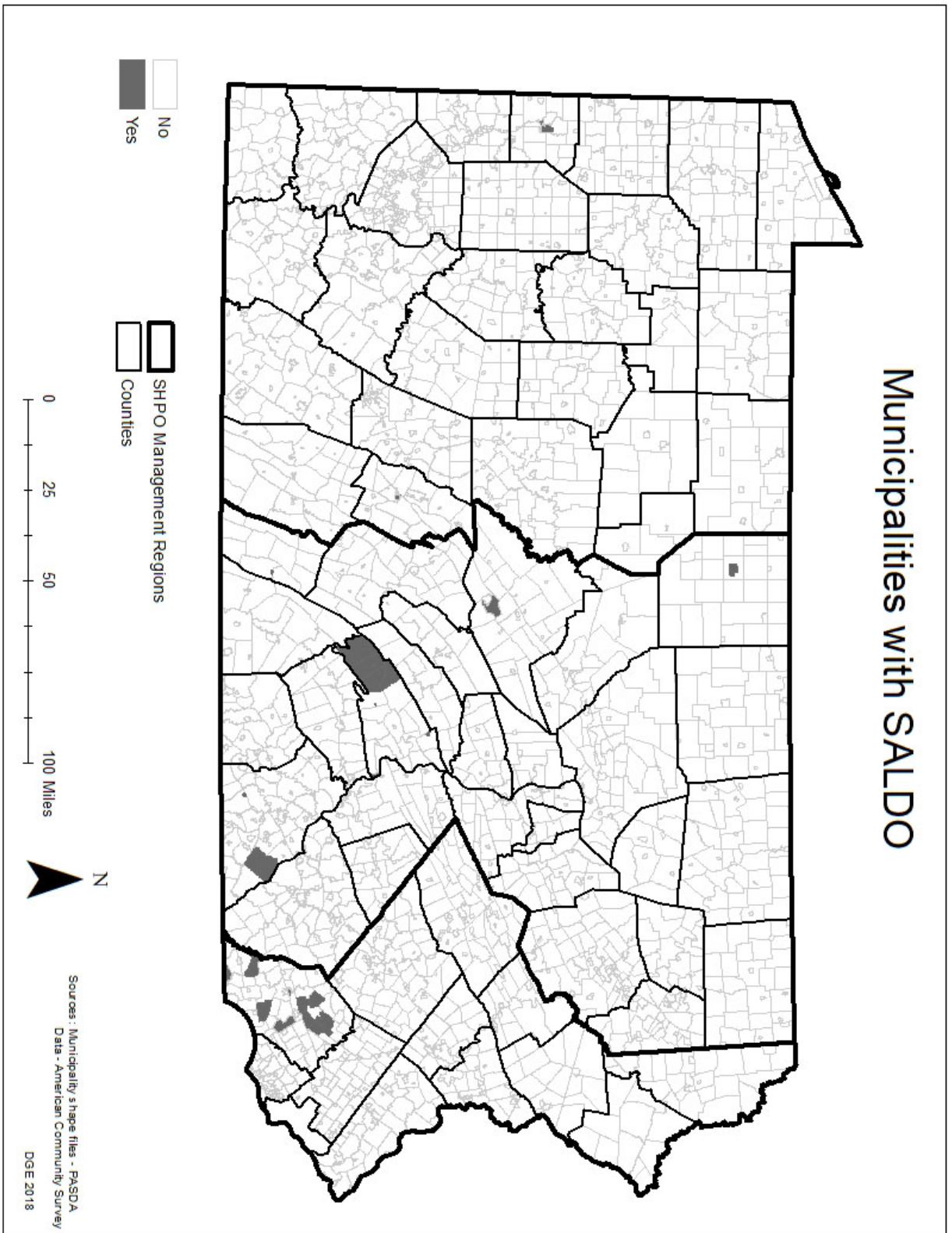
Municipalities with HDA



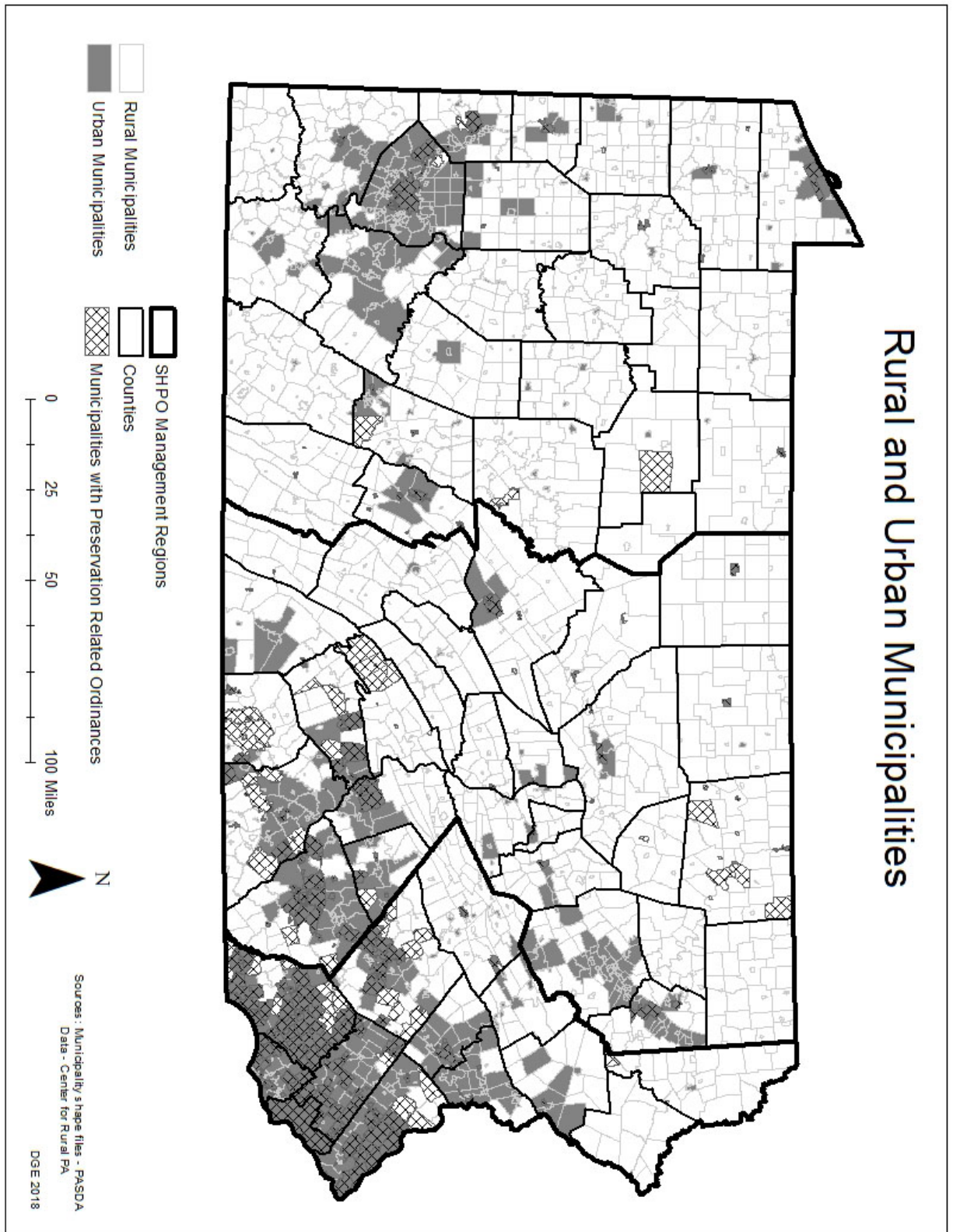
Municipalities with MPC



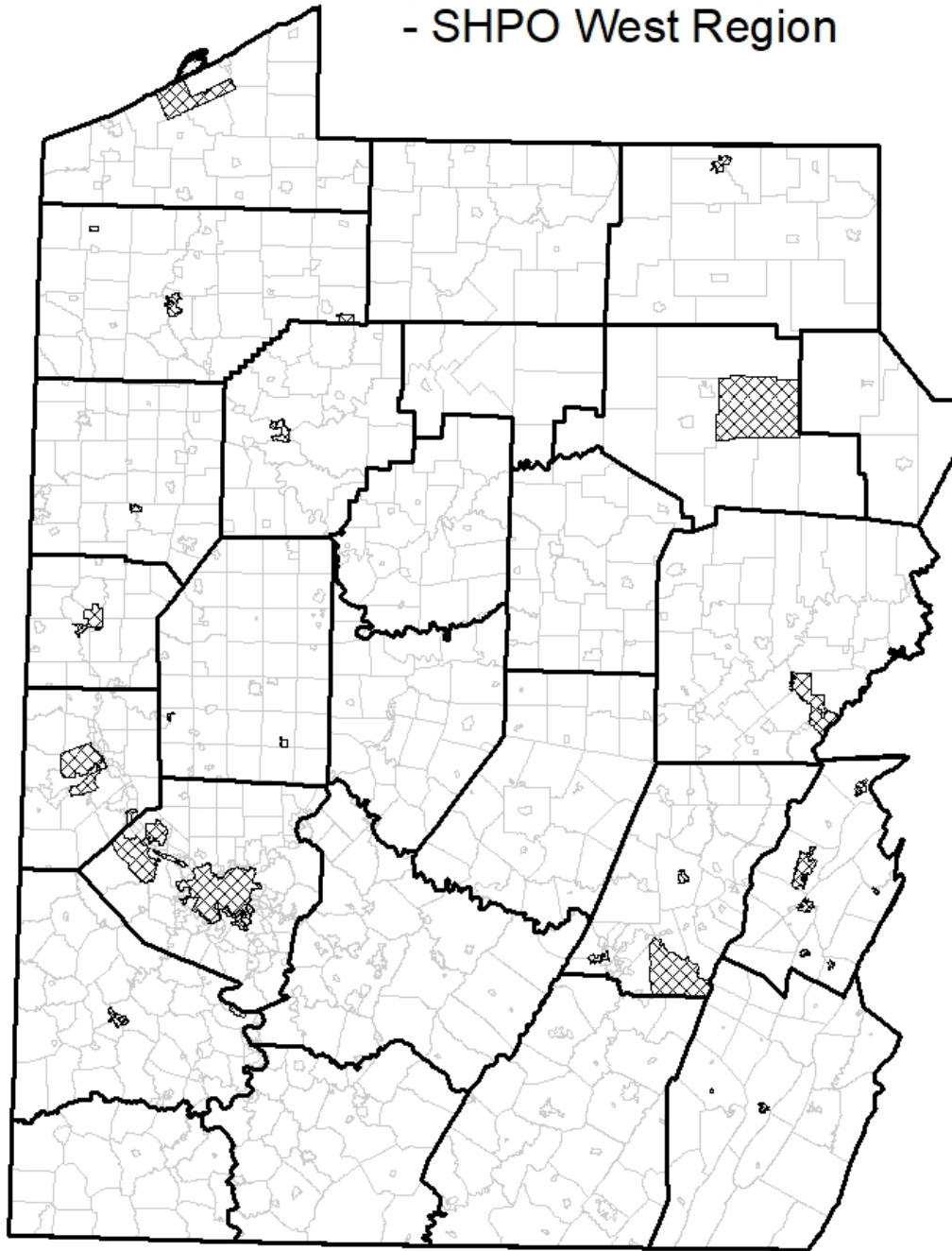
Municipalities with SALDO






Rural and Urban Municipalities



Municipalities with Preservation Related Ordinances - SHPO West Region



-  Municipalities with Preservation Related Ordinances
-  Counties
-  Municipalities

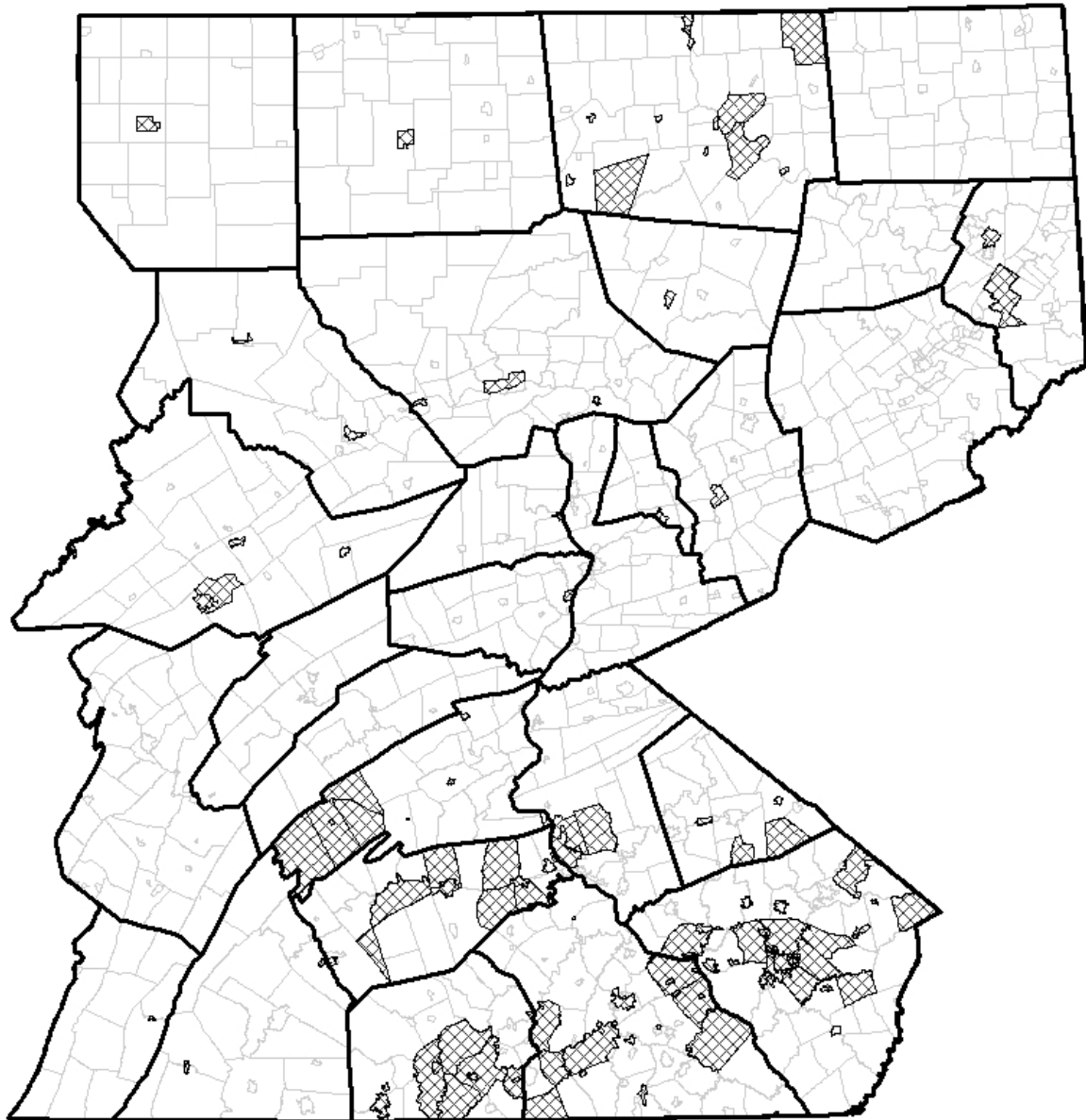
0 12.5 25 50 Miles






Sources : Municipality shape files - PASDA

DGE 2018

Municipalities with Preservation Related Ordinances - SHPO Central Region



-  Municipalities with Preservation Related Ordinances
-  Counties
-  Municipalities

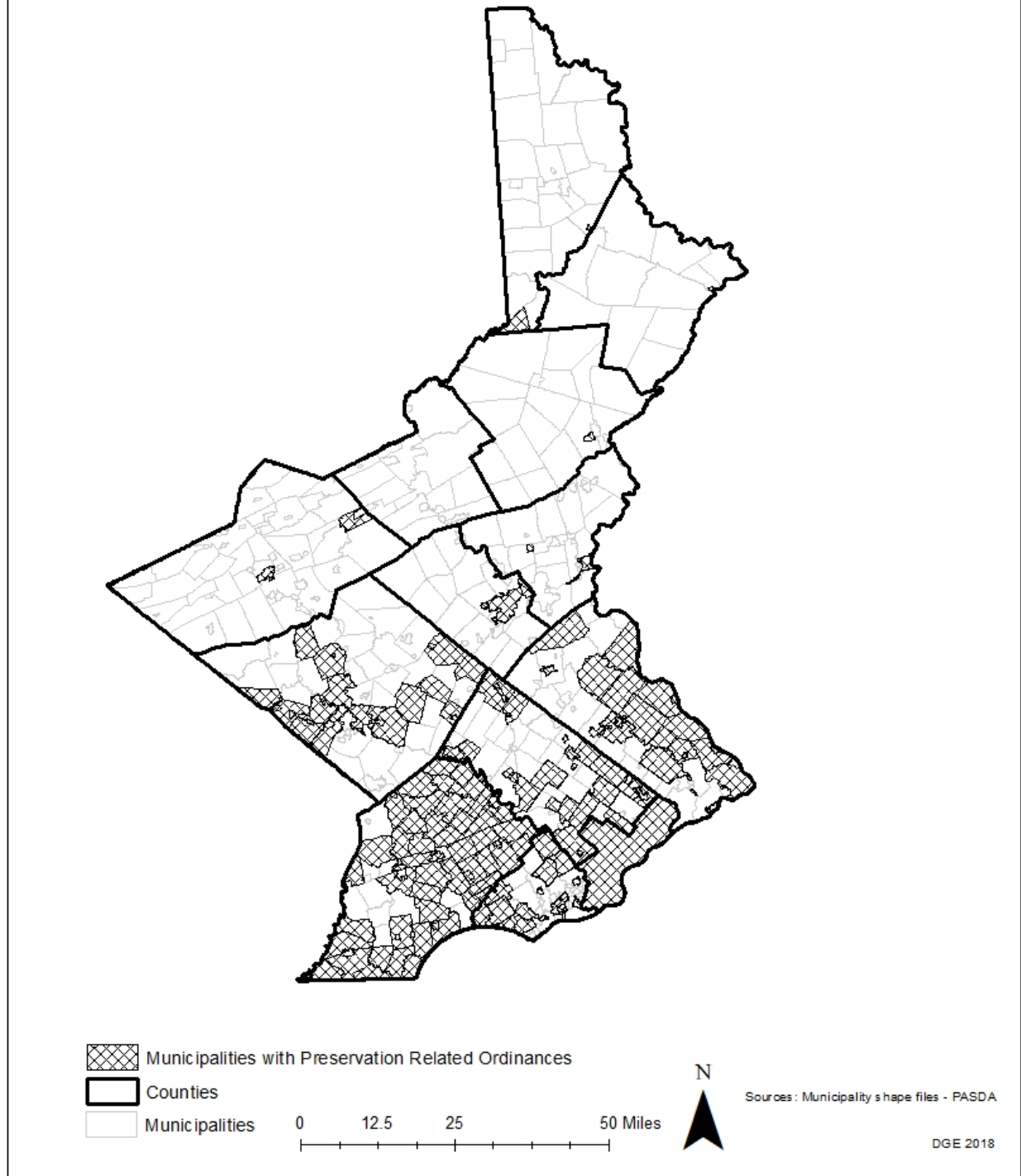
0 12.5 25 50 Miles



Sources : Municipality shape files - PASDA

DGE 2018

Municipalities with Preservation Related Ordinances - SHPO East Region



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The Center for Rural Pennsylvania
625 Forster St., Room 902
Harrisburg, PA 17120
Phone: (717) 787-9555
www.rural.palegislature.us
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