

*#PreservActionHappensHere!*

**2018-2023**

**Pennsylvania's Statewide  
Historic Preservation Plan**

Community Connections: Planning  
for Preservation in Pennsylvania



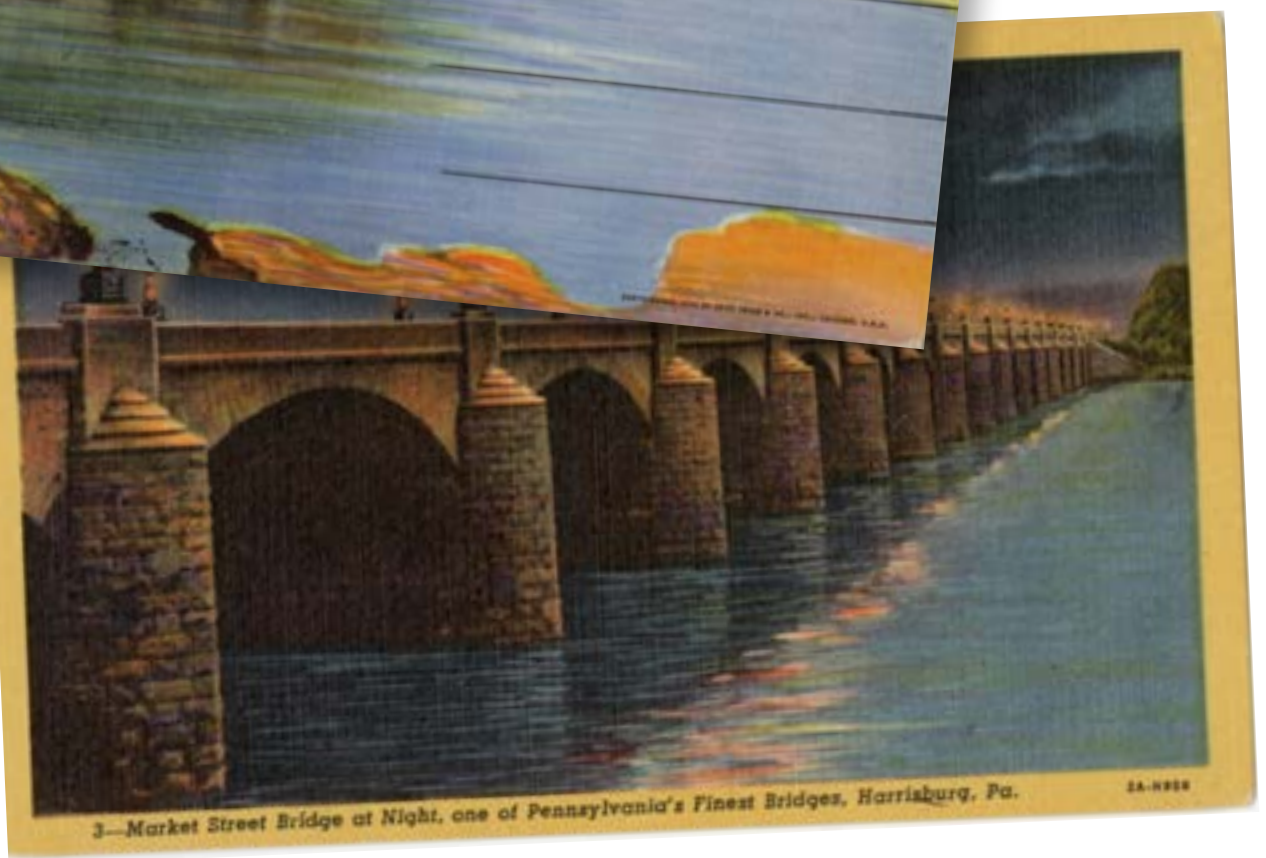
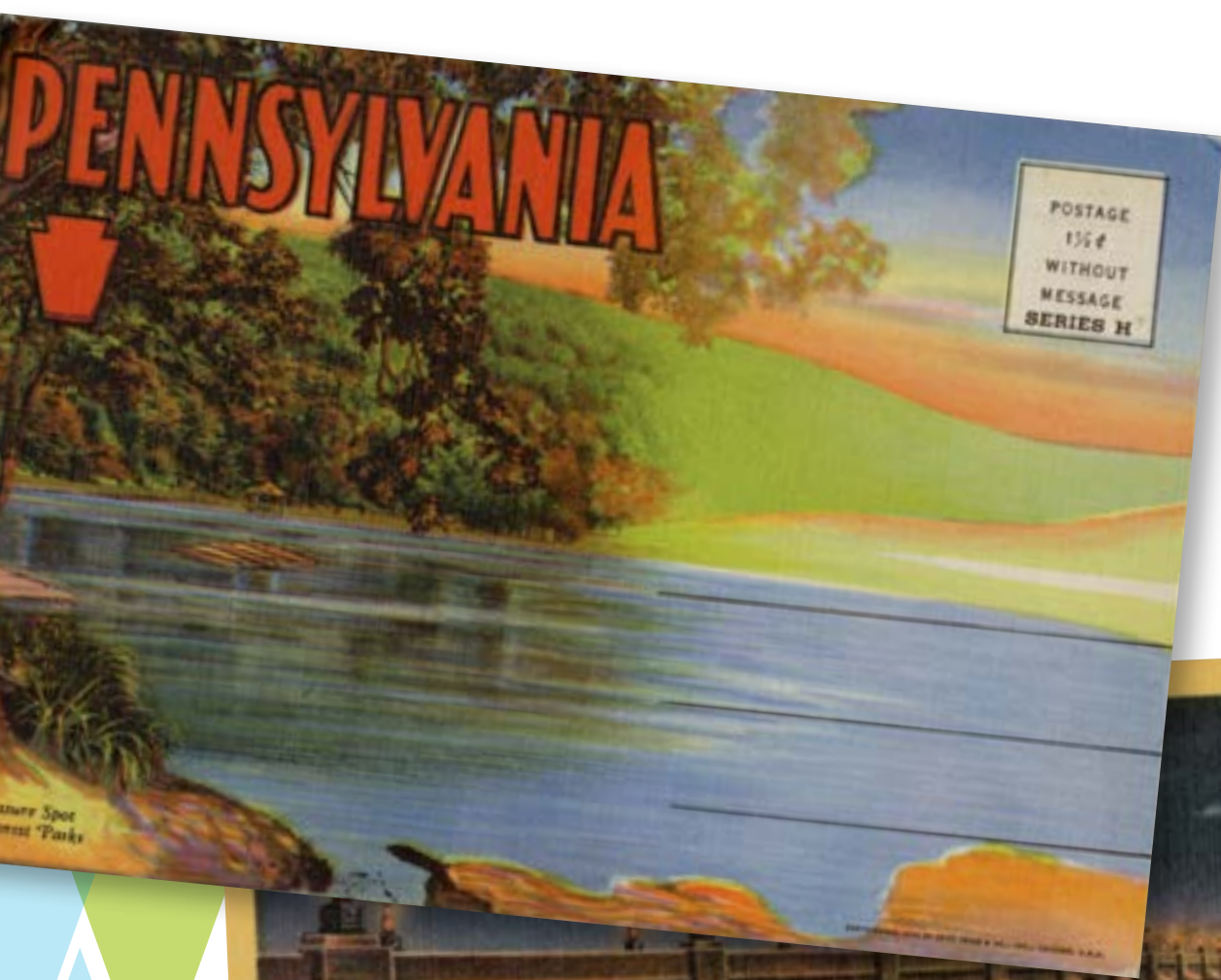
Pennsylvania State Historic Preservation Office  
PENNSYLVANIA HISTORICAL AND MUSEUM COMMISSION



During the public engagement process, the PA SHPO asked Pennsylvanians what the term "historic preservation" means to them. This word cloud reflects their responses, with the largest words representing the ones we heard most often.

Relevance  
Work  
Place  
Investment  
Revitalization  
Heritage  
Authenticity  
Burbank  
Monuments  
Saving  
Structure  
Old  
Pride  
Memory  
Landmark  
Control  
Stewardship  
PennDOT  
Connections  
Value  
Loss  
Authentic  
Priceless  
Aesthetics  
Memories  
Adapt  
profit  
reuse  
Funding  
Significant  
Misunderstood  
Cooperation  
Overwhelming  
Time  
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restoration  
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responsibility  
Ruins  
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useful  
Exciting  
Unique  
Ambiance  
Saved  
Standards  
Special  
Bulldozers  
Narrative  
Nostalgia  
Rootedness  
Perspective  
Incentivize  
Story  
People  
Neighbors  
Tradition  
Ignorant  
Valued  
Funding  
Significant  
Misunderstood  
Cooperation  
Overwhelming  
Time  
Craft  
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fun  
responsibility  
Ruins  
monuments  
vs  
useful  
Exciting  
Unique  
Ambiance  
Saved  
Standards  
Special  
Bulldozers  
Narrative  
Nostalgia  
Rootedness  
Perspective





### **PENNSYLVANIA'S POSTCARD COLLECTION**

Many of the illustrations in this document are images from postcards. Postcards were used in the late 19th century and throughout the 20th century for advertising, greetings, and political and patriotic purposes. The images here were drawn from the Postcard Collection (MG-213) of the Pennsylvania State Archives, which includes more than 29,000 images depicting urban and rural scenes; public, commercial, industrial and private buildings; historic sites; churches; bridges and streams; railroads; highways and roads; and more. The wide-ranging collection, currently being digitized by PHMC, provides the perfect backdrop to illustrate Pennsylvania's diverse historic landscape and its prominence in the tourism industry. In the tradition of many of the postcards in the collection, we would like to say, "Welcome to Pennsylvania!"



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# A LETTER FROM THE PHMC CHAIR

Dear Pennsylvanians,

Is there a place from your past that was transformed into something else? The department store where you once saw Santa Claus that's now an office complex? The Civil War-era firehouse that's now a condominium building?

My place is Wightman School, the Pittsburgh public elementary school that my parents, and later I, attended. Today, social service organizations occupy its former classrooms, and swing dance parties are held in the top-floor gymnasium.



Pennsylvanians from all walks of life treasure and connect with older and historic places in their own communities. Identifying, preserving and reinventing them is what Pennsylvania's preservation plan is all about.

The subtitle of the plan, *Community Connections: Planning for Preservation in Pennsylvania*, describes the process by which it was created, as well as its intent. The planning process featured a series of meetings to connect with multiple *communities* and learn about their concerns and aspirations. We heard how *connected* Pennsylvanians are to their *communities*, and how much they cared about preserving buildings, streetscapes, rural landscapes and burial places, especially those threatened by disuse, neglect and unregulated development. This process eventually yielded this plan, a blueprint of what diverse Pennsylvanians want for their future.

But as we know, a plan is only as good as its execution. The real action takes place in and by the *community*. While PHMC will continue its role as convener and catalyst, it is people like you and me, *connecting* our individual energies to solve *community*-wide issues, that will make all the difference.

I invite you to go for it!

A handwritten signature in black ink that reads "Nancy Moses". The signature is written in a cursive, flowing style.

Nancy Moses, *Chair*  
Pennsylvania Historical & Museum Commission

# A LETTER FROM THE PHMC EXECUTIVE DIRECTOR

The commonwealth undertook its first official preservation efforts more than 50 years before the passage of the National Historic Preservation Act, when in 1913 it established the Pennsylvania Historical Commission (now the Pennsylvania Historical & Museum Commission). The legislation creating this new state agency charged it to “mark . . . within this commonwealth where historical events have transpired” and to undertake “the preservation or restoration of ancient or historic public buildings, military works, or monuments connected with the history of Pennsylvania.”



In an effort to represent the breadth of the state, the first commissioners included residents from such diverse places as Chester, Lancaster, Philadelphia, Pittsburgh and Coudersport. With a modest appropriation, the commission began to survey existing public and private historic memorials within the commonwealth and worked with local historical societies to identify and promote new historic sites and memorials.

Although PHMC has overseen specific preservation initiatives within the commonwealth for more than a century, our greatest successes have come from working in partnership with the public and other history-minded organizations. Pennsylvania’s citizens have long been instrumental in recognizing our state’s history and have been key partners in preserving such landmarks as Philadelphia’s Independence Hall and Pittsburgh’s Carrie Blast Furnace. More often though, their efforts have been put toward saving the fabric of our cities, townships and boroughs and preserving the character of their communities.

As a preservationist, architect and architectural historian who has worked in private industry and served on county and township preservation boards, I have seen up close the passion Pennsylvanians have for their history. Today’s historic preservation certainly remains about protecting our iconic buildings, but it is also about using preservation as a key planning component, one that is critical to creating healthy, vibrant and unique communities that are valued by their citizens. Rather than focusing strictly on the traditional canon of historic buildings, it takes a broader view that recognizes the important contribution of all citizens to the places where we live.

The extensive public outreach integrated into the development of this historic preservation plan represents our commitment to the communities we serve. We hope we have captured the concerns of Pennsylvanians within this narrative and produced a planning tool that will enable local residents to weave stories and places from the past into designs and plans for their town’s future.

We encourage all stakeholders—citizens, planners, organizations, government officials—to use this document as you plan development in the places where you live and work. The character of your community—its traditions, building patterns, historic features, and what is chosen to be preserved from the past—are what makes it a unique and special place.

We hope you will let us know how this plan works for you—both the successes it brings and any shortcomings. We are always looking to improve our service to you, the citizens and communities of Pennsylvania. Likewise, if we can be of assistance as you implement this plan, don’t hesitate to contact us. Our staff is here for you.

A handwritten signature in black ink that reads "Andrea Lowery". The signature is written in a cursive, flowing style.

Andrea Lowery, *Executive Director and State Historic Preservation Officer*  
Pennsylvania Historical & Museum Commission



## A LETTER FROM THE PA SHPO DIRECTOR

I have learned hundreds of new things about Pennsylvania and its people, historic places and communities during my time with the Pennsylvania State Historic Preservation Office. Two of the more important things I've learned are reflected in this plan.



First, historic places are many things to many people. They help define who we are and connect us to every facet of our lives. Historic places are our homes, local businesses, places of worship and schools. They are destinations and recreational sites, and they offer experiences for us to learn about the world around us. Historic places are the foundation of Pennsylvania's tourism economy and they offer us opportunities to explore every corner of the commonwealth. Historic places bring neighbors together to rally around properties that connect them to their shared history.

They teach us about past ways of life and how communities grew from natural resources, ingenuity and hard work. Preservation of historic places translates to conservation of the environment with measurable benefits, such as savings in infrastructure costs compared to new construction and negating the need to add demolition debris to landfills. It represents opportunities to reimagine vacant buildings. Rehabilitating historic places results in well-paying construction jobs and property value increases.

The second thing I've learned is that preservation is really happening across the commonwealth. It might be as subtle as shop owners moving into a vacant downtown storefront or as obvious as carpenters repairing an original wood porch. Preservation successes are not always called out with big signs or press releases, but they are happening everyday nonetheless.

As Pennsylvanians, we all have a role in securing the future of historic places that tell our personal, community, state and national stories. Collectively and individually, property owners, local governments, visitors, investors, federal and state agencies, activists, educators, and naturalists are key to demonstrating the power of historic preservation as a transformative environmental, economic and community vitality tool. This plan is intended to inform and inspire. It's now up to all of us to ensure preservation happens everywhere!

A handwritten signature in blue ink that reads "Andrea MacDonald".

Andrea MacDonald, *Bureau Director and Deputy State Historic Preservation Officer*  
Pennsylvania State Historic Preservation Office  
Pennsylvania Historical & Museum Commission

# ACKNOWLEDGMENTS

This plan is truly the result of a statewide effort and benefits from the time, energy and ideas of everyone involved in its creation. Special thanks go to many groups and individuals, starting with the Pennsylvania State Historical Preservation Office staff and volunteers for their commitment to developing a relevant and inspirational plan.

In addition to the below groups and individuals, a heartfelt thank-you goes to Pennsylvanians across the commonwealth who offered their time, ideas and opinions to the planning process. Whether through the online survey, by following the PA SHPO blog, or in attending one of the Open Houses or focus groups, Pennsylvanians who care about the past—and the future—of the commonwealth and its communities made this plan possible.

The following individuals in PA SHPO played key roles: PA SHPO Director Andrea MacDonald; Education & Outreach Coordinator Shelby Splain, as project manager; Plan Steering Committee members Karen Arnold, Andrea MacDonald, Stephen McDougal, Elizabeth Rairigh, Shelby Splain and Bryan Van Sweden; Plan Outreach Working Group members Bill Callahan, Halle Frisco (intern), Cory Kegerise, Andrea MacDonald, David Maher and Shelby Splain; Plan Partners Working Group members Elizabeth Rairigh, Shelby Splain and Bryan Van Sweden; Plan Analysis Working Group members Keith Heinrich, Cory Kegerise, Andrea MacDonald, Stephen McDougal, Dennis Puko and Shelby Splain; and Plan Graphics Group members Karen Arnold, Emma Diehl, April Frantz, David Maher, Cheryl Nagle and Pamela Reilly.

PHMC Chair Nancy Moses, PHMC Executive Director Andrea Lowery, and the Pennsylvania State Historic Preservation Board provided significant support to this project.

The members of the Statewide Plan Task Force—Robert Armstrong (State Historic Preservation Board), Silas Chamberlin (Downtown York), Mindy Crawford (Preservation Pennsylvania), Lauren Imgrund and Diane Kripas (Pennsylvania Department of Conservation & Natural Resources), and Dennis Puko (Pennsylvania Department of Community & Economic Development)—contributed their expert guidance on this project.

Preservation Pennsylvania provided support and assistance with the Open Houses.

Keith Chase and Michelle Brummer of Gannet Fleming Inc. facilitated Planning Partner and Task Force meetings, assisted with the Action Agenda, and offered guidance for future work.

Members of the agencies and organizations who signed on as Planning Partners provided time, thoughts and suggestions to identify problems and propose solutions.

Thanks also to art director Lauren Bennett and editor Kyle Weaver of PHMC's Division of Marketing & Media for their work on the plan.

Greetings  
from



## THE NATIONAL HISTORIC PRESERVATION ACT TURNED 50 IN 2016.

What better time is there for the Pennsylvania State Historic Preservation Office (PA SHPO) to kick off the next statewide historic preservation plan? This important anniversary gave us the perfect opportunity to jumpstart the strategic planning process by engaging with Pennsylvanians and hearing about their challenges, ideas and successes, so that we might figure out how to collectively move preservation forward in the commonwealth.

One of the core messages of the planning process is that it is a **public-driven** process. This has been emphasized in several different ways, and means that the PA SHPO has provided numerous opportunities and platforms for Pennsylvanians to share with us their experiences, problems, concerns, and ideas for the future. This includes the public survey (with over 3,000 responses), nine Open Houses, several focus groups, four Planning Partner, and four Task Force meetings.

The result of this robust and thorough publicly-driven process is a statewide historic preservation plan that accurately reflects the commonwealth's current conditions regarding historic preservation and is responsive to the needs of the public, state agencies, municipalities, and preservation practitioners as well as those of its historic and archaeological resources.

If you would like to read or print an abbreviated version of this plan, please visit <https://phmc.info/PresPlan> and click on the link for the Executive Summary.



# THE FOUNDATION DOCUMENT: PENNSYLVANIA'S HISTORIC FOUNDATION

Pennsylvania's successes and losses in the historic preservation movement rest on the shoulders of those who are stewards of its rich historic and archaeological heritage. Although the protection of these invaluable resources does not solely rely on the work of PA SHPO, the office takes a leadership role in championing the documentation, protection and reuse of historic properties within the commonwealth.

What are PA SHPO's priorities, obligations and authorizations to exercise that role? How is it all accomplished? This Foundation Document briefly explains the types and significance of Pennsylvania's historic properties (including those below and above ground), describes the core mission of PA SHPO by identifying its purpose, and outlines the legal mandates, requirements and administrative agreements that provide the framework for consultation. These core components are static and do not typically change over time.

## PURPOSE OF THIS PLAN

**Community Connections: Planning for Preservation in Pennsylvania** is the theme for Pennsylvania's Statewide Historic Preservation Plan, 2018–2023. This document lays out a five-year plan for action and collaboration to reframe the historic preservation conversation in Pennsylvania.

This conversation began in 2016 as preservationists in Pennsylvania—and throughout the country—paused to consider the progress that has been made, and in some cases lost, in the years since 1966, when President Lyndon B. Johnson signed the National Historic Preservation Act into law. Although great strides have been made towards identifying, celebrating and preserving historic places and archaeological sites in the last 50 years, there is still much more to do.

### WHY ARE WE STILL FIGHTING THE SAME BATTLES

This was one of the questions we heard most often as we spoke with Pennsylvanians throughout this planning process. A close second was, "Why is the term 'historic preservation' still considered a bad word?" These questions capture the primary challenges that we address here in Pennsylvania's Statewide Historic Preservation Plan.

## THIS PLAN HAS TWO PURPOSES:

1. To provide a framework of activities and goals that will help Pennsylvanians better understand historic preservation and its benefits; appreciate their own histories and their shared histories as told through historic places; and balance history, economics and development to manage change within their communities.
2. To satisfy Pennsylvania's statewide historic preservation planning obligations as set forth under the National Historic Preservation Act, as amended (54 USC 300101 et seq.) and the Pennsylvania History Code (Pennsylvania Consolidated Statute, Title 37), with the Pennsylvania State Historic Preservation Office, a bureau within the Pennsylvania Historical & Museum Commission, administering the state and federal historic preservation programs for the commonwealth and leading statewide preservation planning efforts.

**Every community deserves the chance to realize the economic, environmental and quality-of-life benefits that preservation offers. This plan can help.**

## PLANNING CYCLE

The planning cycle for this statewide historic preservation plan is 5 years, from May 2018 through December 2023.

# VISION FOR PRESERVATION IN PENNSYLVANIA

Planning is about **CHANGE** and **INNOVATION**. The statewide historic preservation planning process gathered the best ideas for improving the future of historic places in Pennsylvania. The resulting plan is a means to achieving that goal. The plan must mobilize people and resources for it to be successful.

## VISION:

Preservation connects people to place.  
Place grounds us to the past, the present, and the future.

Pennsylvanians envision a future that includes the places—old and new—that make us who we are and embrace historic preservation as a means of expressing our individual and community identity and pride.

Communities recognize the importance of their history and environment and, through collaboration with new perspectives and creative partnerships, pursue opportunities to maintain and enhance the older and historic places that are important to them.

Public and private agencies and organizations use this plan to align their programs and funding to work toward the preservation and recognition of the places that tell Pennsylvania's multi-faceted story and empower Pennsylvanians to use preservation and planning to shape the places that make Pennsylvania unique.

# THE PENNSYLVANIA STATE HISTORIC PRESERVATION OFFICE



The Pennsylvania State Historic Preservation Office is the official historic preservation agency for the Commonwealth of Pennsylvania.

A bureau within the Pennsylvania Historical & Museum Commission, PA SHPO administers several federal programs created by the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470), in addition to many state programs authorized through the Pennsylvania History Code (Title 37).

PA SHPO uses its resources to educate, encourage and enable Pennsylvanians to value and preserve Pennsylvania's history and culture. Our role is to identify, promote and protect the architectural and archaeological resources of the commonwealth. PA SHPO works with state and federal agencies, individuals, communities, and local governments to balance development needs with the retention, reuse and preservation of Pennsylvania's priceless heritage.

Through our many partnerships, we assist communities in the process of incorporating preservation strategies into development goals that balance their history with economic development and growth.

## PENNSYLVANIA HISTORICAL & MUSEUM COMMISSION

PHMC is the commonwealth's official history agency and is composed of five bureaus: the Pennsylvania State Historic Preservation Office, The State Museum of Pennsylvania, the Pennsylvania State Archives, Historic Sites & Museums, and Management Services. PHMC provides a wide range of services and facilities to Pennsylvanians and serves as the repository of the commonwealth's historical, archaeological, geological and natural history collections.

The responsibilities of PHMC are based in the Pennsylvania Constitution and are further defined in the History Code and the Administrative Code. The primary duties include the following:

- the conservation of Pennsylvania's historical and natural heritage
- the preservation of public records, historic documents and objects of historic interest
- the identification, restoration and preservation of architecturally and historically significant sites and structures.

PHMC's commissioners meet four times a year in March, June, September and December. Its meetings are open to the public.

### PHMC Commissioners

Nancy Moses, Chair  
Ophelia Chambliss  
Andrew E. Dinniman, Senator  
William V. Lewis Jr.  
Andrew E. Masich  
Robert F. Matzie, Representative  
Frederick C. Powell

Pedro A. Rivera,  
*Secretary of Education, ex officio*  
Robert Savakinus  
Joseph B. Scarnati III, Senator  
David Schuyler  
Kenneth Turner  
Philip Zimmerman

### PHMC Administration

Andrea W. Lowery, Executive  
Director and State Historic  
Preservation Officer





## HISTORIC PRESERVATION BOARD

Each state historic preservation program is required by the National Historic Preservation Act, as amended, to maintain an adequate and qualified state review board. In Pennsylvania, this is known as the Historic Preservation Board and includes 15 members appointed by the governor.

The board is a primarily professional body that provides advice on historic preservation matters. "Primarily professional" means that the majority of the members must meet minimum professional requirements established in regulation by the National Park Service and represent certain professional disciplines established by the act. Duties of the Historic Preservation Board include the following:

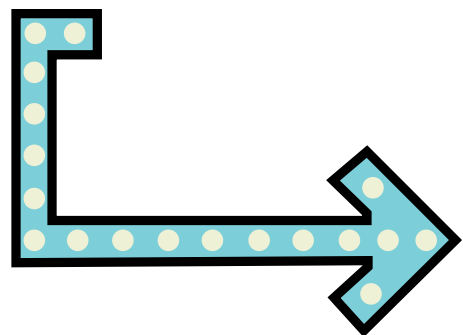
- reviews National Register nominations and nomination appeals
- reviews and provides advice about Pennsylvania's Statewide Historic Preservation Plan and the State's annual Historic Preservation Fund grant
- Provides general advice and guidance to the State Historic Preservation Officer (PHMC's executive director)
- Performs other duties as may be appropriate

## PA SHPO ADMINISTRATION

Andrea L. MacDonald, Director of the State Historic Preservation Office and Deputy State Historic Preservation Officer

## PA SHPO DIVISIONS

PA SHPO is divided into four units under the supervision of the Deputy State Historic Preservation Officer. Together, the divisions provide public outreach, education, training and technical assistance to all constituents.



## CULTURAL RESOURCES GEOGRAPHIC INFORMATION SYSTEM (CRGIS)

The CRGIS Division manages a map-based inventory of the historic and archaeological sites and surveys stored in PA SHPO's archives in Harrisburg. The web-based mapping system displays approximately 23,992 archaeological sites and 133,344 historic properties. CRGIS also provides downloadable PDF versions of National Register nominations and archaeology reports. CRGIS is a partnership between PHMC and the Pennsylvania Department of Transportation, with financial support from the Federal Highway Administration, U.S. Department of Transportation, the Baltimore District of the U.S. Army Corp of Engineers, and the Pennsylvania Department of Environmental Protection.

## ENVIRONMENTAL REVIEW

The Environmental Review Division manages the consultation process for project reviews that may affect archaeological and historic resources in cooperation with state and federal agencies under the National Historic Preservation Act and the Pennsylvania History Code. The staff works with federal and state agencies to identify interested citizens and organizations as consulting parties and considers ways to avoid, minimize or mitigate harm to archaeological and historic resources. In addition, the division provides guidance on archaeological surveys and investigations and is a primary sponsor for Pennsylvania Archaeology Month, observed in October. Project review is a significant component of PA SHPO's work, with more than 3,000 state and federal agency projects reviewed annually.

## PRESERVATION INCENTIVES

The Preservation Incentives Division administers PHMC's cultural and museum support and historic preservation and construction grant programs; monitors covenants and easements for properties under the authority of PHMC; serves as the first point of contact for applying for the federal Historic Tax Credit (HTC) program in partnership with the National Park Service and Internal Revenue Service; provides review services for the state Historic Preservation Tax Credit (HPTC) program in partnership with the Pennsylvania Department of Community & Economic Development; and administers the Pennsylvania Historical Marker Program and provides ongoing marker maintenance.

## PRESERVATION SERVICES

The Preservation Services Division manages the survey and inventory programs for historic resources, assists property owners with the preparation and nomination of properties to the National Register of Historic Places, and develops historic context studies. Preservation Services also provides community preservation planning assistance to local governments and preservation organizations through the Certified Local Government (CLG) program, the Local Historic District Act, and the Pennsylvania Municipalities Planning Code.

## PENNSYLVANIA STATE HISTORIC PRESERVATION OFFICE CONTACT INFORMATION

Pennsylvania Historical & Museum Commission  
State Historic Preservation Office  
Commonwealth Keystone Building, 2nd floor  
400 North Street  
Harrisburg PA 17120-0093  
Telephone (717) 783-8947

PA SHPO also maintains two field offices. The eastern region office is located at Hope Lodge in Montgomery County and the western region office is in Point State Park, Pittsburgh.

# PA SHPO'S MISSION

The Pennsylvania State Historic Preservation Office uses its resources to educate Pennsylvanians about the commonwealth's vast collection of historic and archaeological resources, encourage them to value these resources as part of our collective past and future, and enable them to preserve the places that tell our local, state, and national stories for future generations.

## **PA SHPO fulfills its mission through the following programs and services:**

- Documenting historic properties and archaeological sites to help municipalities and agencies with decision-making
- Maintaining Pennsylvania's inventory of historic properties
- Supporting local governments in developing historic preservation programs, including the Certified Local Government (CLG) program
- Providing information, education, training and technical assistance to all Pennsylvanians about historic preservation and its many benefits
- Working with property owners to take advantage of the federal Rehabilitation Investment Tax Credit (Historic Tax Credit) program
- Identifying and nominating properties to be listed in the National Register of Historic Places
- Advising federal and state agencies and local communities in matters of historic preservation
- Providing consultation and review of state and federal undertakings that may impact historic properties
- Preparing and implementing a statewide historic preservation plan to guide local and state preservation activities throughout the commonwealth
- Advising the Pennsylvania Department of Community & Economic Development on project eligibility for the State Historic Tax Credit program
- Managing the Pennsylvania Historical Marker program
- Administering the Keystone Historic Preservation Grant program
- Monitoring the commonwealth's historic preservation covenants





## HOW TO USE THIS PLAN

*This plan is for everyone:*

- Students who want to know more about their communities
- Citizens dedicated to preserving a local landmark
- Municipal staff and local officials who have heard about “preservation tools” but are uncertain about what that means
- County planning offices interested in documenting historic places
- Elected leaders who make decisions that affect how their constituents live, work and play
- PHMC and PA SHPO to focus agency priorities and create work plans for PA SHPOs divisions and staff
- Agencies and organizations that struggle to allocate their financial and human resources and have a natural connection to historic preservation or a legal obligation to consider historic and archaeological resources in their work
- All Pennsylvanians who are interested in protecting, promoting and harnessing the opportunities provided by the commonwealth’s irreplaceable and characteristic buildings, landscapes, communities and archaeological sites.

To this end, the plan is arranged in a series of interconnected and supporting documents rather than as one large publication that is difficult to use. There are three parts: 1) Foundation Document, 2) Action Agenda, and 3) Supporting Tools and Information.

Foundation Document: This part of the plan provides the context and background information about Pennsylvania's historic and archaeological resources; documents the planning process that resulted in the Action Agenda; imparts useful information for understanding different aspects of Pennsylvania history through the lens of historic preservation; and includes the plan's acknowledgments, purpose, bibliography and appendices.

Action Agenda: This is the go-to place for the objectives and action items for the next five years. It identifies and defines the goals, lays out steps to achieve those goals, and provides some metrics to track accomplishments. It is designed with the user in mind and is presented in a way that makes it easy for everyone to find the activities they can do.

Supporting Tools and Information: This section is a collection of materials that augment the Foundation Document and can help implement the Action Agenda. It includes resources like the online public survey results, notes from public open houses, case studies, annual progress reports, and links to key resources.

***THIS COLLECTION WILL GROW AND CHANGE THROUGHOUT THE NEXT FIVE YEARS AS INFORMATION IS UPDATED, NEW TOOLS ARE IDENTIFIED, AND SUCCESS STORIES ARE WRITTEN.***







PENNSYLVANIA MOUNTAIN BEACH  
LOCATION UNKNOWN

## HIGHLIGHTS OF PENNSYLVANIA ARCHAEOLOGY

As of 2017, more than 25,000 archaeological sites have been recorded in Pennsylvania, with new additions every week. Pennsylvania's archaeological record is more than just a number and an inventory—it is a living landscape that has been shaped by 16,000 years of human activity.

Each site teaches us something new about the history of Pennsylvania:

- Pre-Contact sites provide insight into the early settlement of North America, environmental adaptation, and Native American culture. Examination of Contact period sites has helped archaeologists to better understand what happened when European settlers started interacting with tribes such as the Susquehannock and Delaware.
- During the Historic period, every place representing an event or theme in Pennsylvania history has an archaeological component. Archaeology complements historic research by shedding light on details that were never written and by highlighting the experiences of people who are poorly represented in the documentary record, such as women, ethnic immigrants and children.

Archaeological sites in Pennsylvania are found in every county, and they take a variety of forms ranging from shipwrecks to industrial ruins to deeply buried Pre-Contact sites. While many individual sites yield significant information about the past, archaeologists also learn about human behavior and culture by studying the patterns of site distribution, change over time, and association with environmental and cultural factors. As new sites are added to our files, our ability to study and interpret the past is enhanced.

## PRE-CONTACT ARCHAEOLOGY

Archaeological research in Pennsylvania takes our understanding back to the earliest known human occupation in North America. Some Pennsylvania sites have even yielded evidence suggesting an earlier human presence than archaeologists had traditionally assumed.

During the Paleoindian period, 16,500 to 10,000 years ago, Native Americans lived in small, mobile bands that were well-adapted for hunting and foraging within the cold, glacial environment. The oldest site in Pennsylvania, Meadowcroft Rockshelter in Washington County, includes Paleoindian components dating to at least 16,000 years ago. Excavation of this complex site revealed intact cultural layers spanning thousands of years and yielded significant information about Paleoindian diet and technology. Because of its importance, Meadowcroft was recognized as a National Historic Landmark in 2005.

Other significant Paleoindian sites include Shawnee-Minisink in Monroe County and Shoop in Dauphin County. Shawnee-Minisink is the second oldest site in Pennsylvania. Because it contained intact Paleoindian hearth features, the site changed our understanding of the spread of Clovis culture and yielded significant information about the Pleistocene environment and diet. A Pennsylvania Historical Marker was dedicated to Shawnee-Minisink in 2010.

The Archaic period in Pennsylvania spans from about 10,000 to 4,300 years ago. A warmer, drier climate dominated during this time. Excavations have revealed changes in stone tools, larger social groupings, and a diet that relied heavily on the plant-based foods available in the forests, swamps and grassland that developed after glacial retreat. The Lower Black Eddy site, located along the Delaware River in Bucks County, represents an Archaic base camp with easy access to the river and to tool stone sources like the nearby Point Pleasant argillite quarry. City Island in the Susquehanna River in Dauphin County was a seasonally occupied camp, with artifacts such as net sinkers showing the dietary importance of fishing. Although there are fewer stratified Archaic sites in the western part of Pennsylvania, significant finds have included Goddard in Mercer County and Kinsinger in Somerset County—both of which contained post features from houses.

Following the Archaic period, increased population and environmental changes enabled gradual culture change in portions of Pennsylvania. The Transitional period, 4,300 to 2,700 years ago, saw increased trade and the use of steatite vessels for cooking food. Transitional components have been identified at stratified sites, such as City Island, Leetsdale in Allegheny County, and Piney Island in Lancaster County, with the greatest concentrations documented in the Susquehanna River basin.

If the Transitional period represented a gradual and regionalized shift from Archaic-period lifeways, the Woodland period (2,700 to 1,550 years ago) saw widespread adoption of new behaviors such as plant cultivation, consolidation into larger groups and villages, regional trade, and the use of pottery vessels.

Archaeologists also have identified individual cultural groups that lived in Pennsylvania, as well as regional connections with other cultures in North America. For example, the Pitt Gas burial mound in Greene County contains artifacts from the Meadowood phase that

originated in New York and the Adena cultures in Ohio and Mississippi. Most burial mounds are found in the Ohio drainage, with fewer numbers in central Pennsylvania associated with the Late Woodland/Clemson Island culture.

Another site type that emerged during the Woodland period is the village, which formed as people started living in larger, more sedentary groups. From these sites, archaeologists learn significant information about family and social organization, Pre-Contact architecture, food processing and storage, burial practices, and warfare. Examples include Monongahela villages, like Consol in Westmoreland County and Johnston in Indiana County, and Shenks Ferry villages, like Murry and Quaker Hills Quarry in Lancaster County.

Some Pre-Contact sites are hard to associate with specific cultures and periods, but they are highly important because they show us aspects of Native American life that are not usually seen in the archaeological record. Sheep Rock Shelter in Huntingdon County is one of the most unique sites ever excavated in Pennsylvania. Its historically dry conditions led to the remarkable preservation of artifacts that are rarely found—woven cordage, bark basketry, and decorated bone knife handles—illustrating a wider range of Native American lifeways than can be reconstructed from stone tools.

Although the site is now submerged under Raystown Lake, a small portion was modelled as an exhibit in The State Museum of Pennsylvania. Similarly, petroglyph sites allow us to look beyond technology and subsistence to examine the less-tangible aspects of culture, such as symbolism, ceremony and religion. Examples include Big and Little Indian Rock in the Susquehanna River, Lancaster County, and Indian God Rock in the Allegheny River, Venango County.





## CONTACT PERIOD ARCHAEOLOGY

Archaeology of the Contact period, spanning between 1550 and 1750, studies the interaction between Native groups and Europeans and the eventual demise or displacement of the Susquehannock and Delaware tribes that lived in southeastern and central Pennsylvania.

Tribal conflict, European trade, disease, and the occupation of Native lands by European settlers led to tremendous culture change. Through the excavation of Contact period Native American villages, such as the Susquehannock sites around Washington Boro in Lancaster County and Memorial Park in Cumberland County, archaeologists have traced the movements and cultural changes of the Susquehannock people during the 16th and 17th centuries.

Villages from the so-called Refugee period (18th century) provide insight into the last Native occupations. A handful of sites in Beaver and Lawrence counties show the westward movement of the Delaware. Conestoga Town in Lancaster County was the final settlement of the Susquehannocks before they were massacred in 1763.

Although the Contact period ends in the mid-18th century, additional sites tell the story of Pennsylvania's continued interactions with Native groups through westward expansion, the French and Indian War, and the Revolutionary War. Examples include the Revolutionary War-era Queen Esther's Town in Bradford County and the Cornplanter Grant in northwestern Pennsylvania, which was occupied by the Seneca until the construction of the Kinzua Dam in the 1960s.

## HISTORICAL ARCHAEOLOGY

Starting in the mid-16th century, the arrival of Europeans in North America radically changed the cultural and physical landscape. As many Contact period sites provide insight into early European activities during the 16th century, a handful of 17th-century sites shed light on early settlements. Printzhof and the Morgan Homestead, near Tinicum Island, Delaware County, contained house foundations and artifacts relating to the early colony of New Sweden, which was lost to the Dutch in 1655. Another early site—and one that is associated with a significant historic person—is Pennsbury Manor, the home of William Penn in Bucks County. Archaeological excavations in the 1930s identified the original foundations of the house and several outbuildings.

Many of the themes and events of the 18th century are reflected in historical archaeology. Some early sites in western Pennsylvania relate to colonial trade routes, frontier outposts and settlements. The Forks of the Ohio and Fort Pitt in Pittsburgh represent an area that was used by Native Americans for thousands of years, became a center for trade and navigation as Europeans explored west, and served as a military outpost during the French and Indian War. The area is now maintained as a city park and history museum.

Hanna's Town in Westmoreland County served as an early seat of rural government but was destroyed during the Revolutionary War. Excavations there have recovered more than 1 million artifacts, many of which are ceramics from the 18th century.

Other sites related to the Revolutionary War go beyond well-known battlefields to include Camp Security, a prisoner-of-war camp in York County that yielded regimental buttons, and a Revolutionary War burial ground associated with a Continental hospital in Bethlehem.



ECKLEY MINER'S VILLAGE, LUZERNE COUNTY

Other 18th-century site types include early farmsteads, such as the Alexander Schaeffer Farm in Lebanon County, a National Historic Landmark with evidence of an early distillery and water system. In many cases, farmsteads contain historic houses, barns and other structures that are still in use today. The archaeology reflects this continuous occupation and can show how farming practices changed over time, such as at the Koch/Schmoyer Farm in Lehigh County.

Similarly, urban sites contain evidence of continuous occupation—often with early components under feet of fill and foundations from later neighborhoods and industries. Recent excavations for the Museum of the American Revolution in Philadelphia identified portions of an 18th-century neighborhood under the remains of a 19th-century print shop, an early skyscraper, and a button factory that operated during the 20th century. Also in Philadelphia, excavations for the I-95 expansion uncovered evidence of Philadelphia's early riverfront industries (Dyottville Glass Works), rural 18th-century homesteads, and the eventual development of urban neighborhoods like Fishtown and Kensington in the 19th century.

Many industries were established in Pennsylvania during the 18th century, but widespread industrial development did not take root until the 19th century. In addition to the Dyottville Glass Works, another example of an early industry is Cornwall Iron Furnace—a PHMC site in Lebanon County where archaeological excavations provided information about furnace technology prior to the 19th century.

More than 650 industrial sites dating to the 19th century have been recorded so far, a sampling of which includes Shade Furnace Archaeological District in Somerset County, Arroyo Tannery in Elk County, Standard Silicon Glass Sand Works in Forest County, and Valentine & Co. Iron Ore Washing Plant in Centre County—not to mention the numerous mine, mill, canal and railroad sites that were also crucial to industrial development.





PEN'S VALLEY, STATE COLLEGE, CENTRE COUNTY

In addition to production facilities, workers' housing sites help tell the human story of industry and often highlight the experiences of ethnic immigrants. Eckley Miners' Village in Luzerne County is a National Register-listed historic district that retains many of its original houses and is operated as a PHMC museum site. Archaeological excavations and oral histories conducted at Eckley in the 1990s provide a rich understanding of life in an immigrant working community.

As archaeology provides insight into Pennsylvania's immigrant communities, it also can help us to understand the experiences of African Americans—a research topic that is underrepresented in Pennsylvania. The Perkins-Dennis Farm in Susquehanna County was established in the early 1800s by a free African American who had served in the Revolutionary War, and it remained in operation as an African American farmstead until the 20th century. Pandenarium in Mercer County was the location of a freed-slave community that was established before the Civil War.

During the latter half of the 19th century, the Civil War had a tremendous effect on the nation, and its importance in Pennsylvania is reflected through archaeological sites associated with the Gettysburg Battlefield. More than 150 sites have been recorded around Gettysburg, including homes, farmsteads and taverns. One of the more ephemeral of these sites is Camp Letterman, the largest field hospital of the Civil War.

Significant national and international events of the 20th century are also reflected in Pennsylvania's archaeological record. Sites related to the Civilian Conservation Corps (CCC) can be found in various parts of the state, including numerous campsites in the Allegheny National Forest and Camp Michaux in Cumberland County. During World War II, Camp Michaux also served as a prisoner-of-war interrogation camp. There is a growing recognition of the value of 20th-century archaeology. Many of these sites continue the themes found in earlier sites and document culture change through modern times.

Pennsylvania's archaeological past is varied and continues to be a significant resource for understanding who we are and where we come from. The archaeological resources of the state should continue to be protected, preserved and studied for many years to come.

## PENNSYLVANIA'S ARCHITECTURAL TREASURES

Pennsylvania has a rich architectural history that reflects the broad patterns of settlement, growth and change. Our history is diverse, multilayered and complicated and so are the historic properties that illustrate it. The depth and breadth of Pennsylvania's architectural heritage was greatly influenced by the major cultural and economic forces that shaped the commonwealth.

PA SHPO developed the online Field Guide to Pennsylvania Architecture to provide easily accessible information on the commonly seen buildings from the commonwealth's settlement to those that were popular in the mid-20th century. Much of the data was culled from the 6,000 individual buildings and 1,300 historic districts in Pennsylvania that are listed in or determined eligible for listing in the National Register of Historic Places. The formal styles included in the field guide are drawn from those recognized by the National Register, but the building types included are based on Pennsylvania's vernacular trends. Many of the styles and types presented in the field guide are dispersed throughout the commonwealth.


### EUROPEAN SETTLEMENT

Generally, European settlement of Pennsylvania began in the mid-1600s in the southeast corner of the commonwealth, where the Swedes and Finns established communities along the mouth of the Delaware River bringing their building traditions with them, namely the log cabin form.

The colony of New Sweden existed from 1638 to 1655 and included numerous small settlements in New Jersey, Delaware and Pennsylvania. The Swedish settlements of Pennsylvania were located along the lower Delaware River and were first established near Chester and Marcus Hook, southwest of the current city of Philadelphia. Only a few buildings remain in Pennsylvania from the 1600s. A log cabin dating from circa 1650 called the Lower Swedish Cabin along the Darby Creek in Drexel Hill, Delaware County, is one of the state's oldest surviving buildings. The early Swedish settlement of Pennsylvania is also reflected in Gloria Dei Church, also known as Old Swedes Church, built in Philadelphia from 1698 to 1700, making it the oldest surviving building in that city.

The Dutch claimed the New Sweden settlements as part of the colony of New Netherland until 1682, when William Penn arrived with a charter from King Charles II establishing the colony of Pennsylvania. Once Penn founded Pennsylvania as an English colony and refuge for Quakers and others fleeing religious persecution, immigration quickly increased. Early settlers were primarily English, Scots-Irish, Welsh and German. A small population of Africans, both enslaved and free, were also among the commonwealth's early residents.

Pennsylvania's rich ethnic and religious cultural mix affected the built environment. Early vernacular houses often took traditional forms like the English Penn, or Quaker, plan or the German Continental plan. These small house forms featured only two or three rooms with either a central, gable-end or corner chimney, depending on the ethnic tradition. A very simple church form was used predominantly by Quakers, Mennonites and other Protestant Christian sects, who sought a plain and unadorned house of worship. Several 18th-century stone meetinghouses, and a few made of logs, remain. The meetinghouse form has been in continuous use in Pennsylvania with later versions often built of brick.



Examples of the 18th-century Georgian style, featuring simple symmetry with classical form and details, were also built in Pennsylvania by English colonists. In keeping with Pennsylvania's settlement history, the southeastern corner is known for its collection of 18th- and 19th-century stone houses, taverns and farm complexes, often of Georgian or later Federal design.

The large wave of German settlers arriving in Pennsylvania throughout the 1700s and early 1800s had a dramatic effect on common architectural forms. German vernacular traditions usually employed a nonsymmetrical façade without a center hallway, small windows, and a steep roof, with the occasional use of a pent roof above the first story. The Ephrata Cloister complex, constructed in 1735–49, is a rare and well-preserved example of the influence of medieval German architectural traditions in Pennsylvania. Established as a German Pietist religious commune in Lancaster County, its dormitories, meetinghouses, dwellings, mills and workshops were all constructed of wood with steep roofs and small irregularly spaced windows and pent roofs.

The blending of traditional German vernacular house design and the more formal, symmetrical English Georgian/Federal style may explain the development of a unique cultural house form, the Pennsylvania German four-bay house. This type is found throughout all regions of the commonwealth where German settlement occurred in the 19th century, especially in the southern counties. It has no antecedent in Germany itself, leading architectural historians to theorize that this form evolved here because of the interplay of ideas between German and English residents. Its two front doors house not a duplex, but rather maintain the traditional German floor plan for a single-family house with an exterior façade of English symmetry.

The German settlers also brought with them traditional designs for agricultural buildings. The summer kitchen, a small one-room building with a fireplace for cooking that was constructed behind the main house, was a common feature of vernacular German farmsteads. The Pennsylvania bank barn, built into a hillside to provide access to both upper and lower levels, with a pronounced forebay or overhang, is a distinctive vernacular building type. Although the German influence is most evident in the counties west and north of the Philadelphia area where settlement first occurred, these building practices can be seen in the Lehigh and Susquehanna river valley regions and across the commonwealth.

The Northern Tier of Pennsylvania was influenced not just by settlers moving northward from the Philadelphia region, but also by colonists moving south and west from earlier settlements in Connecticut and New York. For some time, the commonwealth's northern boundary was contested by Connecticut, as both states vied for ownership rights to the land. Consequently, this area of Pennsylvania has an added cultural and architectural influence. The Greek Revival style associated with settlers from New England is much more evident in the Northern Tier in both public and private buildings. Greek Revival style houses in this region often feature a band of small square windows just below the cornice and a pedimented front-facing gable roof. In Luzerne County the frame Forty Fort Meeting House, built as a shared unity church in 1808 by Connecticut Congregationalists, shows the influence of traditional New England Puritan church design, while in Forest County the one-room Endeavor School, built in 1895, illustrates the far reaches of the Greek Revival style in this region.





PSFS BUILDING, PHILADELPHIA

## DIVERSIFICATION OF AMERICAN STYLES

Historic structures from all eras are present in Pennsylvania, but the commonwealth saw its greatest development from the late 19th century to the early 20th century, so buildings from this period are more plentiful. Pennsylvania has examples of a wide variety of regional and national architectural styles and building types showing a broad range of design purity. Some buildings are quintessential examples of distinct styles designed by architects, but most are more vernacular in design, a blend of styles and cultural influences.

As Pennsylvania's economy blossomed in the industrial age, the formal styles of the mid-1800s spread outward from Philadelphia and Pittsburgh to the rural regions of the commonwealth, with the design often becoming less formal and more vernacular as the concepts evolved over distance and time. Excellent examples of the most popular formal styles of the era are in plentiful supply in Pennsylvania. Fine buildings of Italianate, Second Empire, Queen Anne Revival, Gothic Revival, Collegiate Gothic Revival, Romanesque Revival, Tudor Revival, Renaissance Revival, Beaux Arts, Classical Revival, Chateausque, Moderne and Art Deco styles can be found in many cities and boroughs.

These 19th- and early 20th-century architectural styles were modified for specific functions and some architectural forms developed specifically for special uses: governmental, educational, agricultural, industrial, religious, recreational and commercial. The churches, schools, public offices and business facilities of this period provide excellent examples of these styles with high-quality materials and intriguing architectural detail. Less frequently seen are examples of the Shingle and Stick styles, the Octagon mode, and the Exotic Revival style, but those that were built and remain are often dazzling in their architectural complexity. The Orem Temple in Wilkes-Barre, Luzerne County, and the YMCA in Harrisburg, Dauphin County, are outstanding examples of the Moorish Revival style.

Vernacular buildings in small towns were not pure examples of any particular style but borrowed elements from several styles. Advances in building technology such as the development of balloon framing and factory-built architectural components made it easier to build larger, more complex decorative structures. These components could be transported to building sites at a reasonable cost and used in a wide variety on more modest buildings. Similarly, alterations to earlier buildings were made in similar fashion. Modern Art Deco storefronts with enameled panels or Carrara glass dramatically updated the first floors of commercial buildings in towns across the commonwealth. Pennsylvania Main Streets and communities reflect a mixture of architectural styles that coexist, including Federal, Late Victorian, Commercial, Renaissance Revival, Art Deco and Moderne, much like the Callowhill Historic District in Reading, Berks County

Common house forms from the turn of the century, including Bungalows, Craftsmen Cottages and Four Squares, are found throughout Pennsylvania and are often located in historic districts. High-style Prairie School–influenced houses are far less common in the commonwealth; however, Frank Lloyd Wright’s masterpiece, Fallingwater, built in 1936 in Fayette County and now a National Historic Landmark, reflects the evolution of his work beyond the Prairie style.

## THE RISE OF THE MODERN MOVEMENT

As national taste turned to more modern architectural models in the post-World War II era, Pennsylvania’s landscape changed as well. Suburban neighborhoods of minimal traditional, ranch and split-level houses grew up quickly in rings surrounding older cities and along highways and improved transportation routes. In many ways, these new communities were extensions of the streetcar suburbs that developed in the late 19th and early 20th centuries, although the housing forms and amenities, such as garages and carports, were updated for mid-century life. Pennsylvania’s Levittown, the most complete of developer William Levitt’s innovative suburban planned communities, was constructed between 1951 and 1958 in Bucks County. By the time it was completed, more than 17,000 mass-produced, single-family houses were built in a self-contained community, with new parks, pools, churches, schools and centralized shopping centers. Similar efforts on a smaller scale occurred across the commonwealth. Gas stations, fast-food restaurants, shopping strip plazas, motels and hotels, roadside commercial and service business buildings, and drive-in movie theaters developed quickly to serve this new car-centric lifestyle.

Pennsylvania is home to iconic buildings and prominent architects of the modern mid-20th century era. The first International-style skyscraper in the nation, the PSFS Building (now Loews Philadelphia Hotel), designed by William Lescaze and George Howe, was built in Philadelphia in 1932.

After World War II, Pittsburgh transformed itself with a vigorous remaking of its center city and the construction of nearly a dozen skyscrapers amid planned plazas and parks, which now make up the Pittsburgh Renaissance Historic District. Modern architecture was a large component in the remaking of Philadelphia’s Center City as well, under the guidance of Edmund Bacon, director of the City Planning Commission from 1949 to 1970. A four-block area of Market Street was named Penn Center and redesigned with the construction of a group of modern skyscrapers designed by Vincent Kling. At the same time, Philadelphia sought to revitalize one of the city’s oldest neighborhoods, Society Hill, with both historic preservation and the incorporation of three tall housing towers designed by modern master I. M. Pei. Frank Lloyd Wright’s dramatically modernistic Beth Sholom Synagogue, completed in 1959 in Montgomery County, was one of his last and most intriguing works.



Another notable modern architect who made his mark on the Pennsylvania landscape was Louis Kahn, who designed many architecturally significant private dwellings in the suburban Philadelphia area, moving beyond the steel-and-glass International ideal to embrace a more setting-specific style that employed masses of local stone and wood with abundant natural light. Kahn is noted for his design of the Richards Medical Research Laboratories, completed in 1965 on the campus of the University of Pennsylvania, and his collaboration with George Howe and Oskar Stonorov for the modern public housing community Carver Court in Chester County.

More modest modernist buildings are seen in smaller communities in bank branches and other commercial buildings. Influenced by advancements in the industrial design of ships, planes and automobiles, these buildings feature little surface ornamentation, rounded corners and curved glass. Popular for movie theaters, gas stations and even apartment complexes, modern buildings filled in undeveloped lots or replaced earlier buildings in historic districts.

Pennsylvania's architectural heritage is richly complex and many buildings resist easy stylistic classification. This complexity of form and historic significance reflects the multitude of cultural and economic influences that make the buildings of the Keystone State unique. While much is known, there is much more to be discovered about Pennsylvania's great wealth of historic and architectural resources. Renewed survey efforts are greatly needed to update existing information and gather new data on unstudied areas and architectural trends.



1050—Point Park and Gateway Center  
Pittsburgh, Pennsylvania





## PENNSYLVANIA'S EFFORTS TO PRESERVE HISTORIC AND ARCHAEOLOGICAL RESOURCES

Early preservation efforts in Pennsylvania generally consisted of documentation of single properties through a form and photograph or installation of a bronze plaque commemorating its history.

Over time, PA SHPO and other preservation organizations broadened the methodology of identification and scholarship of archaeological and architectural properties through comprehensive surveys, field studies, nominations to the National Register of Historic Places, and local preservation designations.

Consideration of what defines a historic property (and now a property to be listed in or eligible for listing in the National Register of Historic Places) has expanded as well since the Commonwealth of Pennsylvania dedicated its first historical marker in 1914 at Fort McCord in Franklin County. Today, evaluating and understanding the significance of a historic property is determined through a breadth of themes, many of which are interrelated.

These major themes guide many of PA SHPO's current initiatives to protect Pennsylvania's historic and archaeological resources.



## AGRICULTURE

Pennsylvania's economic growth and cultural development was guided by agriculture, which profoundly shaped the lands and early built environment of the commonwealth, reflected by the farmhouses, barns and outbuildings that remain. Early efforts to document and recognize this agricultural significance was limited to individual National Register nominations that often focused not on the farm in its entirety but simply on the architectural merit of the main farmhouse. This evolved slightly beginning in the 1980s with the documentation (and subsequent National Register listing) of the Oley Township Historic District. This was one of the first initiatives in the commonwealth to identify an agricultural historic district, looking at the relationship of multiple farms within a specified region, tied to its agricultural function. Later survey efforts included a similarly comprehensive look at the full landscape, identifying tenant houses, barns, specialized outbuildings and landscape features. In many areas of the commonwealth, particularly those adjacent to larger cities, the development pressures threaten the iconic farmsteads and their companion landscape.

In 2001, PA SHPO in partnership with the Federal Highway Administration, the Pennsylvania Department of Transportation and the Pennsylvania State University embarked on the Pennsylvania Agricultural History Project that included narrative histories describing the evolution of different farming systems around the commonwealth, historic agricultural census data, a field guide to historic farm buildings and landscapes, and bibliographic resources. The resultant Multiple Property Documentation Form for historic agricultural resources established clear and specific guidelines for evaluating a Pennsylvania farm or farmstead under Criterion A (properties associated with events that have made a significant contribution to the broad patterns of our history) for agriculture.

In the face of sprawl, multiple initiatives across the commonwealth seek to protect historic open space, farmland and natural historic resources. The intent of the Agricultural History Project was to provide a reliable source of information about rural historic properties for planning and interpretation; however, the commonwealth's agricultural properties are still vulnerable because of development pressures and the absence of local preservation programs or favorable zoning.

## ARCHAEOLOGY

As previously discussed in the Foundation Document, Pennsylvania's archaeological resources include more than 25,000 known sites that cover the breadth of 16,000 years. The commonwealth's archaeological record is certainly incomplete as more information is collected about below-ground resources every day. These archaeological resources also share common themes and attributes with other significant cultural resources. To evaluate and document these sites, PA SHPO in coordination with The State Museum of Pennsylvania developed the Pennsylvania Archaeological Site Survey to record all historic archaeological sites more than 50 years of age and cover site attributes of Pre-Contact, Contact, and Historic period sites. Archaeologists on staff at PA SHPO developed additional guidelines in *Recordation of Guidelines for Archaeological Investigations, Site Identification Guidelines, and Curation Guidelines* to standardize documentation of these sites. This sensitive data is part of the PA SHPO collections and includes survey reports from the early 1900s, when the first archaeological sites were recorded, to the present. The collection is available to qualified professionals for research purposes.

## EDUCATION

PHMC launched an award-winning initiative in 2006 to develop public programs and resources that encourage the preservation and continued use of historic school buildings. The project looked at a statewide survey of school buildings and a narrative history of the development and evolution of public education from the Colonial era to the mid-20th century. Evaluations of 19th-century one-room schoolhouses to sprawling mid-20th-century high schools were included in the *Historic Educational Resources of Pennsylvania, 1682-1969* Multiple Property Documentation Form (MPDF).

Of special note was the Common School Act of 1834 that resulted in the widespread construction of publicly funded schools to create both a literate and informed electorate and skilled labor force. An era of increased construction of educational-related buildings flourished until the Civil War. The MPDF also looked at two later periods of educational reform and the characteristics common to buildings of those eras. The resultant registration requirements have served as the basis for National Register evaluation of educational-related properties across the commonwealth. Many of those buildings no longer in active school use have been converted to new shops, businesses and residential housing through incentive programs like the Federal Historic Tax Credit program.

Additionally, Pennsylvania's early efforts to provide trained teachers developed a remarkable normal school system that has evolved into the 14-university Pennsylvania State System of Higher Education. Many of these historic campuses and their private institution counterparts are recognized in the National Register of Historic Places.

## FLOOD-PRONE COMMUNITIES

Countless towns and communities located along Pennsylvania's plentiful rivers and streams were devastated by periodic flood events throughout the 20th century, culminating with the long-lasting impact of the resultant floods associated with Hurricane Agnes in 1972. In 2014, Pennsylvania was awarded \$1.5 million to help stabilize and repair historic properties damaged by Hurricane Sandy and to undertake disaster-related planning initiatives. In addition to offering grants to National Register listed or eligible historic properties damaged by Hurricane Sandy, a large part of the project was designated to planning for future disasters. The project completed municipal and county hazard mitigation planning to incorporate and prioritize historic properties, developed model guidance related to historic properties, and provided training and educational programs on disaster-related topics. Local communities can prioritize projects that are intended to reduce the risk of major flooding by building awareness of the cultural resources in these creek and river valleys.

## INDUSTRIALIZATION

Pennsylvania's countryside was filled with small owner-operated farms, market towns, frontier trading posts and rural extractive industries that supported a vibrant international trade via the port of Philadelphia throughout the period of British colonization. The late 18th and early 19th centuries witnessed the growth of industry as manufactures fashioned steamboats, locomotives and freight cars, wagons, timber, iron products, and textiles. Throughout most of the 19th and 20th centuries, coal, iron, steel, railroads and concrete formed the basis of major industries that dominated the economic landscape of the commonwealth.

The lumber industry that thrived in northern Pennsylvania left its mark not only in the forests of the natural environment but also in the communities that flourished nearby. Lumber and saw mills abounded, and neighborhoods of sizable frame houses, embellished with elaborate Victorian-era wood trim, were developed in the major cities of the lumber region, such as Williamsport. The wealth generated by those powerful industries created the stunning high-style mansions, banks, and commercial, public and institutional buildings that make up the downtowns of large and small communities throughout the commonwealth.

In the late 19th and early 20th centuries, the industries of Pennsylvania created a relatively stable skilled and professional middle class. This prosperity left an impact on Pennsylvania's landscape with new industrial complexes in rapidly expanding cities and widespread mineral resource extraction in rural areas. Pennsylvania was the birthplace of the world's petroleum industry, as well as a major player in both anthracite and bituminous coal mining. In addition to extraction-related buildings, company patch towns developed with supervisors' and executives' houses often employing the most popular architectural styles of the day with an array of simpler, vernacular-styled worker housing. Pennsylvania industry gave rise to a robust steel industry around Bethlehem, Allentown, Pittsburgh and the southwestern section of the commonwealth.

The federal government's New Deal and its Pennsylvania complement, Governor George H. Earle III's Little New Deal, included diverse initiatives to support the economy during the Great Depression, reflected today in the landscape through the numerous Civilian Conservation Corps–built structures extant throughout various state parks and public lands as well as the federal buildings in smaller cities such as Scranton and Erie.







The early 20th century ushered in newer, consumer-driven industries. In snack foods, Pennsylvania emerged as the leader and remains so today. World War II influenced a resurgence in industrialization throughout the commonwealth that generally continued until the 1960s era of deindustrialization, when plant closings led to the loss of jobs for millions of Pennsylvania workers. In addition, corporations pulled out of the cities, whole industries disappeared, and previously thriving towns struggled to survive.

## LANDSCAPES

Historic landscapes can take a variety of forms. They can be urban, rural or suburban in setting and agricultural, industrial, recreational, institutional, military, cemeterial or residential in nature. They can encompass thousands of acres or an isolated parcel. Some historic landscapes are significant because of their association with events, activities or persons, such as the Brandywine Battlefield, Dutch Corners Rural Historic District and Levittown. Some landscapes are significant for the design aesthetic they embody as the work of a master landscape architect, gardener or horticulturalist, such as the Olmstead Brothers. Other landscapes are significant for the vernacular tradition they represent, such as the Oley Township Historic District, which includes many farmsteads from the period 1740–1880. Looking at the big picture, the landscapes perspective has changed the way historic properties are evaluated and understood.

Although broad areas of uninterrupted agricultural use were common in Pennsylvania's past, intact rural landscapes are becoming rare today as development continues. One of the most distinctive rural historic districts identified in Pennsylvania is the Brush Valley Rural Historic District in Centre County, shaped by the topographical features and the agricultural practices that united the people within.



Industrial historic landscapes exist throughout the commonwealth and take a wide variety of forms. Each industry—depending upon its purpose, date of construction, size, level of production and geographic location—has a distinctive historic appearance. Industrial landscapes might include early iron forges, such as Cornwall Iron Furnace in Lebanon County, or steel mill complexes, such as Bethlehem Steel Co. plants in Bethlehem, Lehigh County, and Steelton, Dauphin County. Other industrial historic landscapes might include anthracite and bituminous mining areas; glass, textile and brick factories; and railroad complexes like the Enola Yards in Cumberland County or the Sayre Railroad Yard in Sayre, Bradford County. Brewery complexes, such as those found in the Brewerytown Historic District in Philadelphia and the Yuengling Brewery in Pottstown, are also examples of historic industrial landscapes.

Historic landscapes also include recreational facilities such as state and local parks, trails, amusement parks, golf courses, and formal gardens. Planned amenities, such as man-made lakes, fishing docks, nature trails, picnic or camping pavilions, dance halls, club houses, cabins, and rides can all be elements in this type of landscape. Several state parks have been listed in the National Register of Historic Places for their important natural and designed recreational features, such as Black Moshannon State Park in Centre County and French Creek State Park in Chester and Berks counties. The Appalachian Trail, an extensive network of linked hiking paths from Maine to Georgia, winds through Pennsylvania and represents another kind of recreational historic landscape. Fairmont Park in Philadelphia is a good example of a public park type incorporating the significant architecture of Boathouse Row into a natural setting with planned park amenities. Kennywood Park in Allegheny County is a historic amusement park created in 1898 and now a National Historic Landmark. Early golf courses like the Merion Golf Club in Delaware County and the Longue Vue Club in Allegheny County are considered historic recreational landscapes. Longwood Gardens in Chester County is a popular tourist venue and noted historic landscape combining buildings, fountains, a horticultural conservatory and landscaped grounds.

Historic institutional landscapes include educational school campuses, as well as the grounds of hospitals, orphanages, prisons, religious properties, and other government and cultural institutions, such as the park surrounding the Pennsylvania State Capitol in Harrisburg, Dauphin County.

This is just a sampling of the types of historic landscapes evaluated and studied throughout the commonwealth. As our landscape continues to adapt and evolve, so too will the discourse that surrounds their identification and importance.

## **MILITARY**

Pennsylvania has a wealth of former military sites that demonstrate its key location in wars during both the Colonial and Civil War eras and its industrial service in mobilization efforts during conflicts of the 20th century. Fort Pitt, Bushy Run Battlefield, Fort Necessity and the Forbes Road reinforced the pivotal role of western Pennsylvania during the pre-Revolutionary War era, when relations with Native Americans deteriorated as European colonial settlement expanded. When the Second Continental Congress convened at Independence Hall in Philadelphia, Pennsylvania joined the other 12 colonies in a war for national liberation and became the center of the American Revolution, from General Washington's heroic crossing of the Delaware River on Christmas night in 1776 to the battles of Brandywine and Germantown in 1777 and the winter encampment at Valley Forge during the occupation of Philadelphia by the British army.

During the Civil War, Pennsylvania boasted the second highest enlistment of soldiers in the Union Army—approximately 340,000 men, with more than 8,600 black Pennsylvanians serving in the segregated United States Colored Troops. Confederate forces threatened the commonwealth with invasion at least a half dozen times, culminating at the hallowed grounds of Gettysburg in Adams County. Pennsylvania also organized massive war relief efforts through donations of food, medicine, clothing and other items at Sanitary Fairs. A similar mobilization for World War II occurred in 1939. National Guard Armories trained soldiers while industry retooled factories to supply the war effort. Today, consolidation of guard units required the transfer of these historic buildings into private ownership under protective covenants to ensure their long-term preservation.

## RECREATION AND TOURISM

There is a strong connection between historic preservation, heritage tourism and outdoor experiences. Entire regions, including the Pennsylvania Wilds and Laurel Highlands, realize the economic benefits brought by tourism. Former railroad lines once used to transport coal, steel and other cargo during booming industrial years have been converted to regional hiking and biking trails. Plentiful state parks and historic museums provide authentic experiences for travelers. Pennsylvania is fortunate to maintain 229.2 miles of the Appalachian Trail providing another amenity for outdoor enthusiasts. Amusement parks, many established more than 100 years ago including Idlewild, Conneaut Lake Park, Dorney Park, Kennywood and Hersheypark, offer light-hearted diversion. Tourism is an important industry in Pennsylvania and was a key economic driver in the early 20th century, supporting more than 304,000 jobs in travel and tourism and generating \$4.1 billion in tax revenues annually. Historic resources serve as a backdrop supporting the industry. The picturesque mountains, mineral spring spas, camp meetings and the revered battleground sites in Gettysburg support the active tourist trade. The picture postcard industry touted the treasures of the Keystone State welcoming travelers from near and far.

## RELIGION

Pennsylvania's religious history is one of its earliest historical themes beginning with William Penn's receipt of a vast land grant in 1681. His "holy experiment" established a place of religious tolerance. Tens of thousands of English Quakers, French Huguenots, Scots-Irish Presbyterians, and German Lutherans, Reformed and Anabaptists braved the Atlantic crossing to take advantage of both the economic opportunities and the religious freedom promised by Penn. The religious buildings are often a reflection of the ethnic group that founded them.

In 1784 Richard Allen founded the African Methodist Episcopal (AME) in Philadelphia as the first independent black denomination in the United States. Later, in 1809, First African Baptist was founded in Philadelphia as one of the first black Baptist churches in America. In the urban centers, small towns and rural communities, Baptist and AME churches, as well as the related AME Zion churches, quickly became the heart of Pennsylvania's many African American communities. Beginning in the mid-19th century, Pennsylvania's religious diversity expanded as Irish, Italian and Eastern European immigrants brought their Catholic and Orthodox religions with them to the coal regions and built churches reminiscent of those from their home countries.

The size and scale of these religious buildings increased as the Pennsylvania economy flourished. Long recognized as historically and architecturally significant, these buildings are routinely identified in surveys, protected in local preservation ordinances, and listed in the National Register of Historic Places. Challenges that remain at the forefront are maintaining and preserving historic cemeteries and churches often related to a single cultural or religious denomination when there are no laws in place to do so.

## TRANSPORTATION

From waterways and Native American trails to railroads in the 19th century and automobiles in the 20th century, Pennsylvania boasts a wealth of transportation-related historic and archaeological resources.

Initially, study and documentation of these resources focused primarily on nostalgic stone arch bridges, such as the Frankford Avenue Bridge (the oldest vehicular bridge in the nation) in Philadelphia, and covered bridges like the Academia Covered Bridge in Juniata County. Partnership with the Pennsylvania Department of Transportation allowed these resources to be inventoried and incorporated into management plans to ensure rehabilitation consideration early in the planning process. In the 1990s this individual examination of transportation-related resources evolved into a larger investigation and eventual recognition of important transportation routes for canals, like the Delaware & Lehigh, and roadways, such as the Lincoln Highway, the National Road and Route 6, all of which were established as Heritage Corridors dedicated to the promotion of and preservation of their assets. Bridge preservation, particularly of metal truss bridges, continues at the forefront of transportation and preservation planning because of aging infrastructure improvements and the increased demand for new or improved roads. In 2017 PA SHPO and the Pennsylvania Department of Transportation participated in an initiative to find new lives for decommissioned metal bridges as parts of parks, trails and other outdoor locations.

Like Pennsylvania's bridges, railroad-related resources remain, including former routes, trestles and stations. The Pennsylvania Railroad especially left a spider web of its own infrastructure, along with the smaller competing short-lines. In 1940 the construction of the Pennsylvania Turnpike as America's first superhighway highlighted the commonwealth's prominence in a new age of transportation systems. Most transportation-related historic properties in the commonwealth are owned and operated by state or federal agencies. Although the stewardship of these properties is subject to specific preservation-related laws and reviews, the balance between preservation and agency needs remains ever delicate and is frequently challenged.

## THE RECENT PAST

Appreciation of mid-century architecture is growing throughout the commonwealth. After the loss of such significant examples as the Cyclorama in Gettysburg, Adams County, and the Civic Arena in Pittsburgh, the preservation community has taken an active role in inventorying and understanding the historic context of these unique resources. The National Register program has evaluated and listed some of Pennsylvania's most exemplary architect-designed examples, including the Pittsburgh Renaissance Historic District, Allegheny County; the Louis Kahn-designed Fisher House, Montgomery County, and the William Penn Memorial Museum and Archives Building (now The State Museum and Archives Complex), Dauphin County. Many of the vernacular buildings of this era are underappreciated and threatened by development. The continued loss of travel courts, restaurants, motels and roadside attractions impact the landscape.



## THE RISE OF PENNSYLVANIA'S PRESERVATION MOVEMENT

With such a diverse and identifiable cultural landscape throughout the commonwealth, the preservation community was quick to recognize that these assets were worthy of both recognition and preservation when threatened. Pennsylvania's landscape changed dramatically in the mid-20th century, however, while planners tried to keep pace with the changing global economy. Rapid suburban development coupled with large-scale disinvestment left historic and archaeological resources vulnerable.

This trend had a devastating effect on Pennsylvania's built-environment and archaeological resources. Cities began an era of urban renewal as older buildings were demolished to make way for modern structures and new transportation systems. Often there was little thought to the impact of displacement and destruction of entire neighborhoods.

But Pennsylvanians remembered the important historic sites of battle, government and industry. They recalled when the City of Philadelphia purchased Independence Hall in 1816 to save it from demolition, one of the first preservation initiatives in the country. They recognized that the former urban centers and rural village crossroads provide a sense of place. They were dismayed that remnants of the past were forgotten, left to decay, or destroyed with no concern for heritage.

This sentiment for the loss of history transformed into a professional preservation movement to challenge it. Historians and civic-minded volunteers developed a sophisticated network to champion the reuse and responsible redevelopment of historic buildings and the avoidance of sensitive archaeological sites. Pennsylvania became the third state in the country to enact legislation for statewide historic district designation with the passage of the Historic District Act of 1961. There are now 158 local historic districts authorized under the act that passed ordinances to protect historic resources in their communities.



Pennsylvania embraced the National Historic Preservation Act of 1967 and set out to meet its obligations under the new law. PHMC, as the official history agency of Pennsylvania, assumed the commonwealth's responsibilities by acting as the State Historic Preservation Office to manage the National Register of Historic Places program at the state level, conduct a statewide survey of historic and archaeological resources, and review federally funded undertakings for their potential to impact historic resources. Franklin County Jail in Chambersburg, Franklin County, was the first building in the commonwealth individually listed in the National Register in 1970. One year later, the Plymouth Meeting Historic District in Plymouth and Whitemarsh townships, Montgomery County, was the first historic district listed in the National Register. National Historic Landmarks and properties owned and operated by the National Park Service in Pennsylvania, however, were automatic entries when the program began.

By 1978 the Pennsylvania state legislature passed the Pennsylvania Historic Preservation Act (Act 273) establishing a Bureau for Historic Preservation (now named the Pennsylvania State Historic Preservation Office) as an independent entity within PHMC. This promotion solidified Pennsylvania's role in historic preservation.

Pennsylvania communities continue to take steps to protect their heritage. Since 1980, 45 municipalities have been recognized as Certified Local Governments, making them eligible to receive federal grant money to support preservation planning activities and participate directly in the national historic preservation program. In 1982, the Pennsylvania legislature created the Preservation Fund of Pennsylvania (known today as Preservation Pennsylvania) as a statewide nonprofit preservation organization to serve as a preservation advocate.

The Pennsylvania History Code, passed on May 26, 1988, consolidated into one piece of legislation all the previous statutes related to PHMC, its bureaus and its programs. One of the most important components, an achievement for historic preservation in Pennsylvania, is that state agencies must consult with PHMC regarding historic properties that may be impacted by their projects. Under both the Pennsylvania History Code and the National Historic Preservation Act, PHMC through PA SHPO administers all official state historic preservation programs and activities. Several laws form the consultative process:

## State Laws

- Constitution of Pennsylvania
  - Article 1, Section 27, covers the protection of natural and historic resources
- Pennsylvania History Code
  - Pennsylvania Consolidated Statute, Title 37, Historical and Museums
- Local Historic District Act, Act 167 of 1961
- Municipalities Planning Code
- Local Government Regulations of Wireless Telecommunication Facilities

## Federal Laws

- National Historic Preservation Act of 1966, as amended
- Code of Federal Regulations
- Historic Sites Act of 1935
- Native American Graves Protection and Repatriation Act
- National Environmental Policy Act of 1969 (NEPA), 42 U.S.C. sect; 4332(2)(C)
- Section 4(f) of the Department of Transportation Act of 1966, 49 U.S.C. sect; 303
- Surface Mining Control and Reclamation Act of 1977 (SMCRA) 30 U.S.C. sect; 1272(e)



ALLEGHENY OBSERVATORY,  
PITTSBURGH, ALLEGHENY COUNTY

## CHAMPIONING THE MOVEMENT FORWARD

Historic preservation takes many forms today throughout Pennsylvania, including advocacy, survey and identification of historic properties; preservation planning; archaeological survey and investigation; and the physical restoration and rehabilitation of historic buildings. Most importantly, it is supported by many community and business partners, organizations, state agencies, and local governments willing to invest in their assets. Continued maintenance of these historic properties will ensure that future generations can also remember what came before them.

To date, Pennsylvania has adopted traditional ways to acknowledge and document its history. Wide-sweeping of countywide historic resource surveys has evolved to specialized thematic or project-related surveys. PA SHPO, partnering with the Pennsylvania Department of Transportation and the Army Corps of Engineers, developed a Cultural Resources Geographic Information System to store this data in one location. Since 1997 the system recorded and located 25,236 archaeological sites and 136,340 historic properties. New data is added to the system every day that can be shared with fellow state agencies and the public at large. PHMC grant-funded surveys, community-initiated inventories, and project review submissions are uploaded to enhance Pennsylvania's understanding of its history and historic and archaeological resources.



In coming years, PA SHPO will announce another improvement in data collection with the PA SHARE initiative. This comprehensive storage system with electronic submissions will revolutionize how the public interacts with the data collected by PA SHPO. The goal of the project is to create a central location for historic and archaeological resource information, improve the consultative process, and effectively plan for (or avoid) impacts to historic resources.

The preservation movement has expanded Pennsylvania's recognized historical themes, which are refined as we learn, recognize and appreciate new areas of significance. For example, while women have played important roles in Pennsylvania history, their significance has not always been recognized through the National Register process. In 2016 Pennsylvania listed a significant women's history resource, Mill-Rae in Philadelphia. Commissioned by Rachel Foster Avery and designed by Minerva Parker Nichols, the house was used by Susan B. Anthony and leading suffragists for meetings, lodging and deliberation between 1890 and 1905. In recent years, the Pennsylvania Historical Marker Program has made great strides in acknowledging women's achievements throughout the commonwealth. More work needs to be done, however, to tell the stories of the contributions of Pennsylvania's underrepresented groups in our programs.

PA SHPO continues the Keystone Recreation, Park & Conservation Fund grant program that provides financial assistance to nonprofits and municipal governments that manage historic buildings for public interpretation. More than \$36.3 million dollars have been invested into local historic preservation projects through the Keystone program. Ongoing financial support through the Cultural and Historic Support Grant program annually reaches 141 museums and county historical societies that share the commonwealth's stories. This is our investment in the future.

Historic preservation as a concept, movement, profession or passion did not start at a specific point in time nor does it mean the same thing to every person. But as a collective, we work together to protect the places that reflect our shared history. The foundation of preservation in Pennsylvania and the goals and objectives of this plan will further empower others in the movement.





WOODLAND AVENUE  
GLENSSIDE, PA

## HISTORY OF PRESERVATION ACHIEVEMENTS IN PENNSYLVANIA

**1816** The City of Philadelphia purchases Independence Hall to save it from demolition. This is the first documented historic preservation effort in the United States.

**1914** The Pennsylvania Historical Marker Program begins with the installation of 149 bronze plaques throughout the state. The first plaque is installed at Fort McCord in Franklin County.

**1945** The Pennsylvania Historical & Museum Commission is created to unite the separate State Museum, State Archives and Pennsylvania Historical Commission into one official history agency for the commonwealth.

**1946** The first yellow and blue Pennsylvania Historical Marker, like those we know today, is installed for Hanover Resolves, located approximately 14 miles east of Harrisburg along US 22.

**1955** The City of Philadelphia becomes the first municipality in Pennsylvania and one of the first in the nation to enact a city ordinance to create a Historical Commission with the power to certify properties as historic and regulate alteration and demolition of those properties.

**1959** Lititz Borough becomes the first community in Pennsylvania to use its local authority to enact an ordinance identifying a historic area and regulating the construction, alteration and demolition of buildings within its boundaries at a time when no statewide legislation exists.



**1961** Pennsylvania becomes the third state in the country to enact legislation for statewide historic district designation through the passage of the Historic District Act. The City of Bethlehem becomes the first municipality to enact a historic district ordinance.

**1966** President Lyndon B. Johnson signs the National Historic Preservation Act of 1966 into law, setting forth a national preservation program and policy and creating a network of State Historic Preservation Offices to carry out the provisions of the act on behalf of the National Park Service. The act establishes the National Register of Historic Places as the nation's official list of places worthy of preservation.

**1967** Pennsylvania sets out to meet its obligations under the National Historic Preservation Act, with PHMC assuming the responsibilities, including operation of the State Historic Preservation Office. PA SHPO holds Pennsylvania's first statewide conference on historic preservation in Harrisburg.

**1970** Old Franklin County Jail, an 1818 building in Chambersburg, becomes the first property in Pennsylvania to be individually listed in the National Register of Historic Places. Plymouth Meeting Historic District in Montgomery County is Pennsylvania's first historic district listed in the National Register.

**1971** Pennsylvanians vote 4–1 to ratify the Environmental Rights Amendment, which states, *"The people have a right to clean air, pure water, and to the preservation of the natural, scenic, historic and esthetic values of the environment. . . . As trustee of these resources, the Commonwealth shall conserve and maintain them for the benefit of all the people."*

**1972** Old Hanna's Town in Westmoreland County is Pennsylvania's first archaeological site listed in the National Register of Historic Places.

**1976** An amendment to the National Historic Preservation Act creates the Federal Historic Preservation Tax Incentive Program, encouraging private investment for the rehabilitation and reuse of historic properties. Pennsylvania's first certified rehabilitation project is 544 Main Street, Bethlehem, a three-story Italianate commercial row building in the central business district.

**1978** The Pennsylvania General Assembly passes the Pennsylvania Historic Preservation Act establishing the Bureau for Historic Preservation as an independent entity within PHMC that incorporates the duties of the State Historic Preservation Office, thus placing greater emphasis on preservation's importance for the future. The name is officially changed to the Pennsylvania State Historic Preservation Office in 2015.

**1980** An amendment to the National Historic Preservation Act establishes the Certified Local Government program, giving municipalities the option of strengthening their local preservation activities through exclusive funding incentives and enhanced technical assistance. Pennsylvania's first Historic Preservation Board is created.

**1982** The Pennsylvania General Assembly creates the Preservation Fund of Pennsylvania, known today as Preservation Pennsylvania, as a statewide nonprofit organization to assist in the preservation of historic properties and to act as a preservation advocate.

**1986** The communities of Bristol, Gettysburg, Philadelphia and York are designated as the first Certified Local Governments in Pennsylvania.

**1988** On May 26, the Pennsylvania History Code is signed into law consolidating all the previous statutes related to PHMC into one piece of legislation. This code also establishes that state agencies must consult with PHMC to consider historic properties that may be affected by their projects.

**1992** Preservation Pennsylvania launches its first Pennsylvania At Risk list, calling attention to threatened historic and archaeological resources throughout the commonwealth. The inaugural list includes such iconic historic sites as Bedford Springs Hotel, Eastern State Penitentiary and Carrie Furnaces.

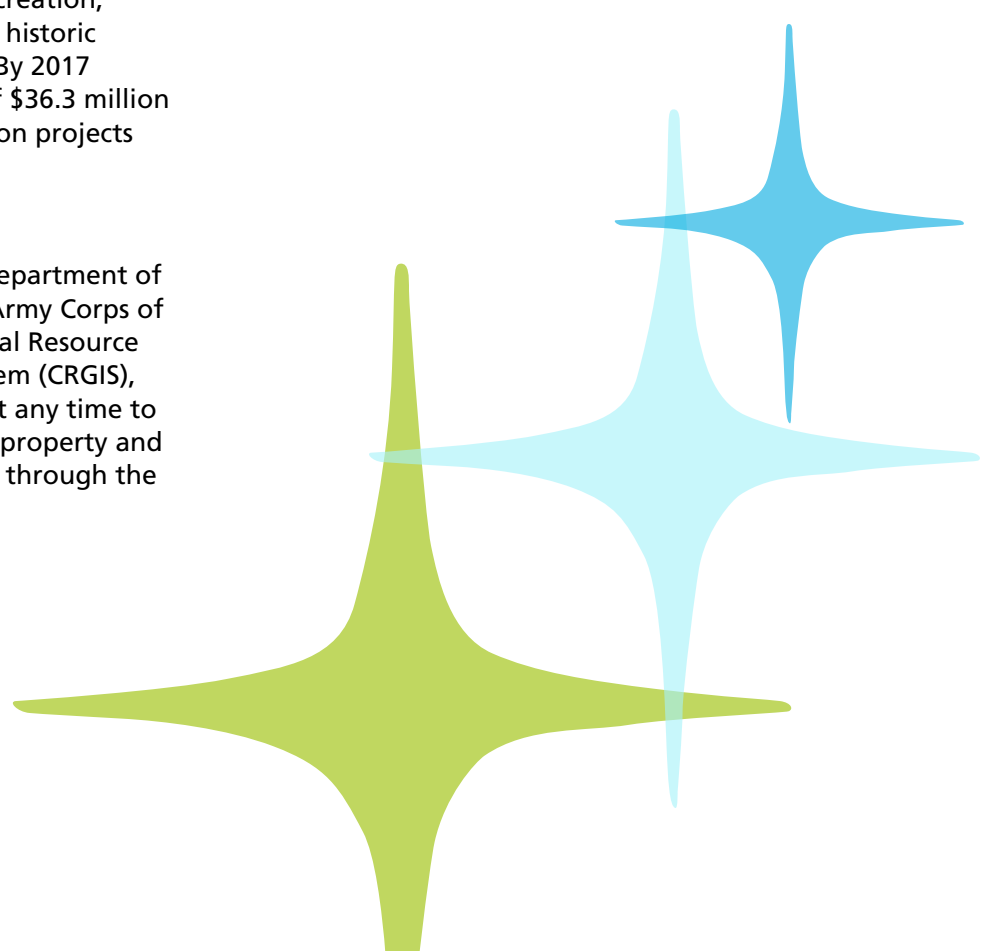
**1993** State legislation creates the Keystone Recreation, Park & Conservation Fund as a dedicated and permanent funding source for making investments in recreation, parks, conservation, libraries, historic preservation and education. By 2017 PHMC has provided a total of \$36.3 million to support historic preservation projects across the commonwealth.

**1997** PA SHPO, the Pennsylvania Department of Transportation and the U.S. Army Corps of Engineers develop the Cultural Resource Geographic Information System (CRGIS), allowing anyone anywhere at any time to access Pennsylvania's historic property and archaeological site databases through the Internet.

**2012** The Pennsylvania Incentive Tax Credit Program is passed, providing an additional incentive for investment in Pennsylvania's past for its future. The Erie Insurance Exchange in Erie is the first project completed with this credit.

**2014** PA SHPO receives \$1.5 million from the National Park Service following Hurricane Sandy to be used for launching pilot projects in four Pennsylvania counties to develop a model framework for integrating historic property information into county hazard mitigation plans. Bedford, Cameron, Monroe and Philadelphia counties later become the first in the country to complete this nationally innovative effort.

**2017** PA SHPO revolutionizes the way the public interacts with its office through a digital online management system known as PA SHARE, which stands for Pennsylvania's State Historic Archaeology and Resources Exchange.



# THE STATEWIDE HISTORIC PRESERVATION PLANNING PROCESS

The Statewide Historic Preservation Plan is Pennsylvania's plan. The roles of PA SHPO are *leader, convener, partner, collaborator, contributor and champion*. In that capacity, PA SHPO established a planning process, **Community Connections: Planning for Preservation in Pennsylvania**, to identify goals, engage with communities and partners, and deliver a useful, implementable plan.

## ***Planning Process Guiding Principles***

The planning process began in January 2016 and concluded in May 2018 with the release of this plan. The following principles were adopted to guide this effort:

- Meet or exceed target participation goals from the 2012 planning process.
- Engage as many citizen and community voices as possible in the planning process. Seek out and encourage the participation of nontraditional and diverse audiences.
- Seek opportunities for traditional and nontraditional audiences to participate in the planning process. Establish and maintain relationships throughout the process to increase the likelihood of plan implementation beyond PHMC efforts.
- Promote participation and integrate feedback from PA SHPO, PHMC and preservation-minded constituents as well as broad, nontraditional and diverse public and private audiences.
- Use partnership invitations and involvement to lay the groundwork for long-term gain with agencies and organizations for which PA SHPO does not have existing, open or positive communication.
- Utilize partners' strengths and resources to encourage broad public and private participation in outreach efforts.
- Author a plan that is responsive to and reflective of Pennsylvania's communities and administration, straightforward, easy to understand, easy to use, and implementable. Communicate plan goals and action items in a way that is understandable to all audiences.
- Create a plan that is a tool for educating people about preservation and its values and benefits and is a respected resource for the preservation community.

The planning process to deliver this statewide plan involved several key steps and players, as outlined on the following pages.





## ORGANIZATION AND KEY PLAYERS

### *PA SHPO Team*

As the lead group in this planning process, PA SHPO was charged with finding the most effective and efficient way to develop and publish this plan while staying true to the guiding principles and maximizing our opportunities to engage others. A project manager was appointed to develop an organizational structure and approach. This resulted in the formation of a steering committee of five key PA SHPO staff members with interest and strengths important to developing the plan and leadership.

In addition to the steering committee and project manager, other PA SHPO staff members with an interest in helping develop the next statewide plan were invited to join one of four working groups. PA SHPO staff were also asked to provide comments on materials developed throughout the planning process.

### *Preservation Pennsylvania*

As the statewide nonprofit preservation organization, Preservation Pennsylvania assisted PA SHPO with organizing, promoting and leading nine public Statewide Historic Preservation Plan Open Houses across Pennsylvania.

### *Plan Consultant*

Gannet Fleming, Inc., a planning and engineering consulting firm based in Pennsylvania, assisted PA SHPO with engagement activities and the plan's implementation framework.

### *External Task Force*

This group of external advisors included some of Pennsylvania's best and brightest historic preservation and planning leaders:

- Robert Armstrong, State Historic Preservation Board member and Preservation & Capital Projects Manager, Philadelphia Parks & Recreation
- Silas Chamberlin, Executive Director, Downtown York Inc.
- Mindy Crawford, Executive Director, Preservation Pennsylvania
- Lauren Imgrund, Deputy Secretary, Conservation and Technical Services, Pennsylvania Department of Conservation & Natural Resources
- Diane Kripas, Division Chief, Recreation and Conservation Partnerships Division, Pennsylvania Department of Conservation & Natural Resources
- Dennis Puko, Planner, Governor's Center for Local Government Services, Pennsylvania Department of Community & Economic Development

The External Task Force met with PA SHPO and the plan consultant at strategic points throughout the planning process to provide advice and feedback.

### *Planning Partners*

To make sure that we were not only including our outside partners but also learning from them, PA SHPO focused on identifying, inviting, encouraging and engaging with myriad partners from diverse backgrounds

This key group was named the Planning Partners. PA SHPO identified these potential partners as those whose work often intersects with historic places in Pennsylvania at a significant regional or statewide level. Of the 150 invitations to regional and statewide organizations and agencies, 97 accepted the offer to join as Planning Partners. The Planning Partners were given the opportunity to participate in the planning process through the online public survey, facilitated workshops, action agenda crowdsourcing, and full plan review. The full list of participating Planning Partners is included in Volume 2.



POST OFFICE AND 30TH STREET STATION, PHILADELPHIA

## EMPHASIS ON ENGAGEMENT

The foundation of any good planning effort is engagement, and good engagement created connections between the planners and the traditional and nontraditional communities for whom that they were planning.

PA SHPO placed a strong emphasis on continued active engagement and inclusion during the planning process, with a strong focus on reaching the audiences that are not typically included in conversations about historic preservation. This approach was the key to developing a plan that reflected the reality of historic preservation in Pennsylvania and what the public and Planning Partners need to make progress over the next five years.

The engagement process began in April 2016 with the release of the public survey and concluded with the release of the plan in May 2018. PA SHPO's emphasis on listening and engagement will continue as a core component of the plan's implementation through 2023.

## EVOLUTION OF THE PLANNING PROCESS

### *Public Survey*

The Planning Partners and any interested members of the Pennsylvania public were asked to take a short survey, either online or on paper. The survey was open from April through December 2016 and garnered 3,177 responses, with a minimum of two from each county.

The results of the unscientific (yet very informative) online and paper survey provided PA SHPO groups with a solid foundation of public thought and opinion about their communities, historic preservation, and challenges and opportunities for the future. The results of the survey can be found in Supporting Tools and Information and online at <https://phmc.info/PresPlan>.

### *Statewide Historic Preservation Plan Open Houses*

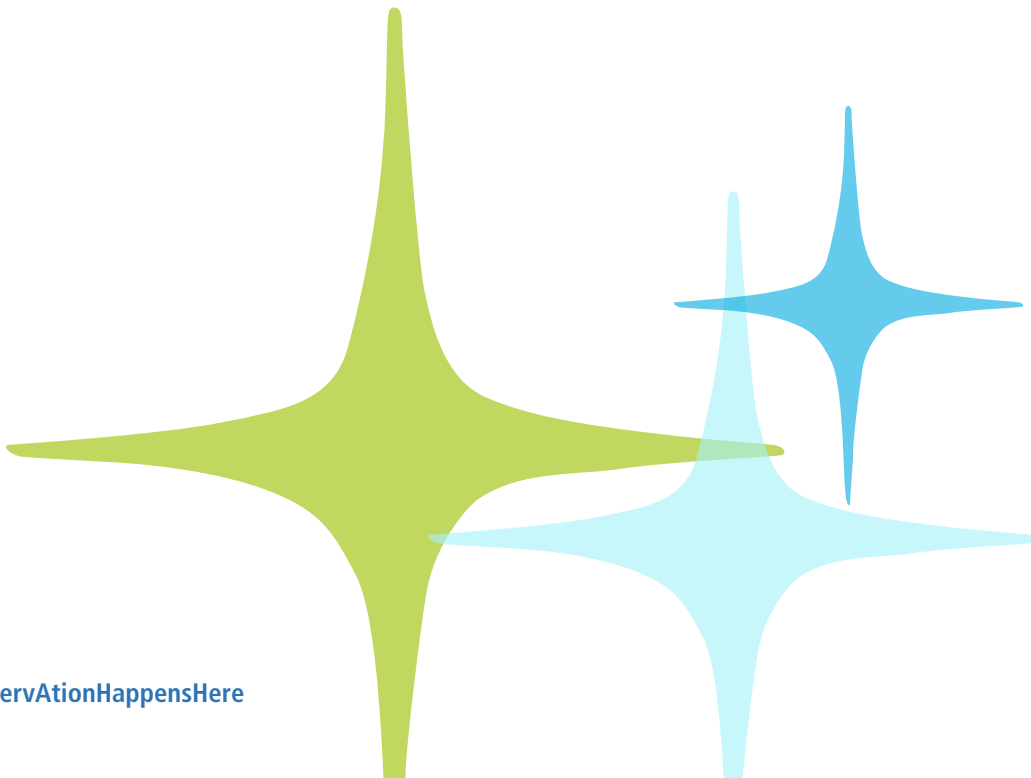
PA SHPO, in partnership with Preservation Pennsylvania, held nine free open houses in October and November 2016 to give Pennsylvanians a chance to learn about and be part of the effort to develop Pennsylvania's next preservation plan. The open houses were held in: Boalsburg, Lancaster, Galeton, Erie, Scranton, Bethlehem, Philadelphia, Pittsburgh, and Johnstown.

The public and Planning Partners were invited to drop by any open house between the hours of 3:30 and 7:30 p.m. and, if they were interested, stay for one of the scheduled one-hour discussions, led by Preservation Pennsylvania's executive director Mindy Crawford or PA SHPO's director Andrea MacDonald.

### *Focus Groups*

Between June 2016 and August 2017, PA SHPO staff hosted small focus groups at regional gatherings and spoke at conferences and meetings about the statewide plan and the Community Connections process. The purpose of these events was to gather information from participants that would be added to the data collected from the survey and open houses.

Focus groups were included meetings with the American Institute of Architects Pennsylvania and Heritage PA; sessions at the Pennsylvania Downtown Center; a facilitated discussion with the Preservation Pennsylvania Board of Directors & Advisors and the Pennsylvania Historic Preservation Board; an interactive session with the Technical Advisory Committee for the Statewide Comprehensive Outdoor Recreation Plan; college classes of Philadelphia University and Shippensburg University; and special conversations in Adams, Fayette and Venango counties.







## Data Analysis

PA SHPO started analyzing the information collected through the public survey, open houses, focus groups, current studies and articles, and demographic data from the last federal census in the spring of 2017. The goal of the data analysis was to identify the key issues that reflect the current state of historic preservation, historic communities, historic and archaeological resources, and urban and regional planning in Pennsylvania.

The analysis included several steps:

1. Regional clusters: PA SHPO divided Pennsylvania into 9 clusters to manage the amount of information generated by the public outreach and census. The regions were drawn to capture the known similarities in culture, history, historic resources and issues in a group of counties. Each cluster also corresponds to one open house location.

- Cluster 1: Southeast, Philadelphia Open House
- Cluster 2: Lehigh Valley/Lower Poconos, Bethlehem Open House
- Cluster 3: Northeast, Scranton Open House
- Cluster 4: Southeast Central, Lancaster Open House
- Cluster 5: Central, Boalsburg Open House
- Cluster 6: North Central, Galeton Open House
- Cluster 7: Southwest Central, Johnstown Open House
- Cluster 8: Southwest, Pittsburgh Open House
- Cluster 9: Northwest, Erie Open House

2. Census data: Using data from the last completed census and census projections, PA SHPO created demographic profiles for each cluster that examined data points for municipalities, current population, population trends, race and ethnicity, age, poverty, and homeownership. Key findings and conclusions interpret the data and a statement about the potential implications this data has for historic and archaeological resources.

3. Theme summaries: PA SHPO collated the feedback from each open house and survey responses from the corresponding counties in each cluster to develop a list of predominant themes. Ten themes, or trends, emerged: education, local/municipal issues, attitudes and perceptions, demographics, leadership, planning, economics, incentives, specific concerns and other. See "Preservation Trends, Challenges and Opportunities" for a discussion of the theme summaries.

4. Issue briefs: Using the theme summaries, the census data, and current studies and articles, PA SHPO and Gannett Fleming created 10 issue briefs that reflect current perceptions and concerns about what's happening (or not happening) relative to historic preservation in Pennsylvania. These briefs name the challenges that will be addressed by the plan over the next five years. See "Preservation Trends Challenges and Opportunities" for a discussion of the issue briefs; see the "Supporting Tools and Information" section for each brief.

### *External Task Force Workshop*

In late October 2017 Gannett Fleming designed and facilitated a priority goal setting workshop for the PA SHPO steering committee and External Task Force. The workshop included a review of the Planning Partner meetings, a discussion of the 10 issue briefs, and brainstorming about plan implementation strategies.

### *Planning Partner Workshops*

Planning Partners were invited to attend one of four facilitated workshops in October 2017 (two in-person and two webinars) to review the issues briefs and discuss the challenges they face regarding historic and archaeological resources and historic preservation. As plan consultant, Gannett Fleming designed and directed these workshops.

The issues presented and discussed are those outlined in "Preservation Trends, Challenges and Opportunities" and included in the "Supporting Tools and Information" section. Partners were asked to agree or disagree with the issues, to comment on what additional perspective or context should be included, and identify the implications for Planning Partner organizations. The results of these workshops can be found in the "Supporting Tools and Information" section.





## *Developing the Action Agenda*

In December and January, PA SHPO, with assistance from Gannet Fleming, developed the Action Agenda as one set of guiding principles and four goals that reflect what we learned from the engagement process about moving preservation forward during the next five years.

As part of the engagement process, PA SHPO distributed a draft Action Agenda to the Planning Partners, PA SHPO staff, State Historic Preservation Board, and PHMC Commissioners for review and input. Rather than developing a long list of specific tasks to assign to these groups and others, PA SHPO crowdsourced ideas for implementing the plan.

Reviewers were asked to enter at least one realistic, reasonable, practical, timely, and specific implementation task that they and other Pennsylvanians can do to carry out the Action Agenda. They were asked to consider the following:

- Is there something that you or your network are already doing?
- Is there something that you are able and ready to work on?
- Is there a related task that you have included in your strategic plan?
- Can you suggest a task that you think others could do?
- Is there a specific task in your strategic planning documents that matches up with one of our goals? If you have tasks 'assigned' to PHMC in your plan, please note that as well.

The responses were collated, edited for duplicate tasks, and incorporated into the final Action Agenda.

## *Review Process*

Pennsylvania's Statewide Historic Preservation Plan went through a series of internal and external reviews beginning in December 2017. The review process began with editing and design from PHMC's Media & Marketing staff.

A final draft of the Action Agenda was provided for review and comment by PHMC Commissioners, State Historic Preservation Board, Planning Partners, Task Force, and PA SHPO staff in February and March 2018. PA SHPO provided full drafts of the final plan to the National Park Service and Governor's Office for approval.

## *Publication*

PA SHPO issued the final plan in May 2018. The planning cycle for this plan is five years and will expire on December 31, 2023.



# PRESERVATION TRENDS, CHALLENGES AND OPPORTUNITIES

We know that if you can't identify the problem, you can't find the solution. Addressing the current preservation trends and challenges in Pennsylvania may seem daunting, and it can be difficult to see the opportunity hiding behind a problem. Changing the mindset to look at these challenges as opportunities is at the heart of this plan and is the basis for the Action Agenda.

## THEMES

Identifying the problems that this plan should address over the next five years began with an understanding of the predominant themes at the root of the challenges facing the commonwealth's historic and archaeological resources. These themes also reflect the current state of historic preservation in Pennsylvania.

Here are the trends Pennsylvanians identified through the public participation and outreach process:

### *Education*

- Broad educational campaigns geared toward nontraditional audiences are needed to promote awareness and the benefits of preservation.
- Integrating knowledge of and appreciation for local history and older and historic places into elementary and secondary school curriculums is critical to change the conversation about historic preservation.
- The preservation toolbox is lacking consistent, credible, practical and accessible resources to educate audiences and a marketing strategy to combat misperceptions.

### *Local/Municipal Issues*

- Local and municipal issues related to historic preservation are complex and complicated. It is within local communities that the day-to-day intersection of economics, demographics, historic resources, community interests and private property rights play out.
- The burden of following existing regulations related to historic preservation and the built environment is more at issue than the presence of regulations themselves. Changing perceptions and/or processes about regulations is needed.
- Financial and human resources are needed to assist municipalities with planning and enforcement, particularly related to identifying community priorities for revitalization and consistent application of codes and ordinances.

### *Attitudes and Perceptions*

- Misperceptions exist around preservation protections (regulation), the financial implications of preservation planning/activities, and what has value and is worthy of preservation investment.
- In general people may not object to historic preservation per se but rather to broad categorizations of "historic" (as the benchmark for important) when places are perceived as being only "old." If cause exists to save/preserve a place, it is important that the "old" place contribute to the community and has demonstrated it is truly "historic." Negative reaction comes from the perception that preservationists are attempting to save everything and not the places that are truly worthy of the emotional and financial investment.
- Overall, preservation activities/ethics were seen as having value and benefit, primarily in the intangible, qualitative realm of sense of place, connections to the past, beauty and culture.

### Planning

- Preservation is not prioritized in the list of community needs for most small towns and rural areas and is viewed as a luxury that can't be a priority when faced with poverty and a declining tax base.
- There is a strong need for greater collaboration at the state level between agencies whose policies and programs touch archaeology and the built environment, as well as better enforcement of existing laws and regulations like the Municipalities Planning Code and the Pennsylvania State History Code.
- Pennsylvanians believe that historic places are taken for granted and advocacy for preservation occurs too late, if at all. The public assumes that protections for older/historic places already exist and is not a critical issue.

### Incentives

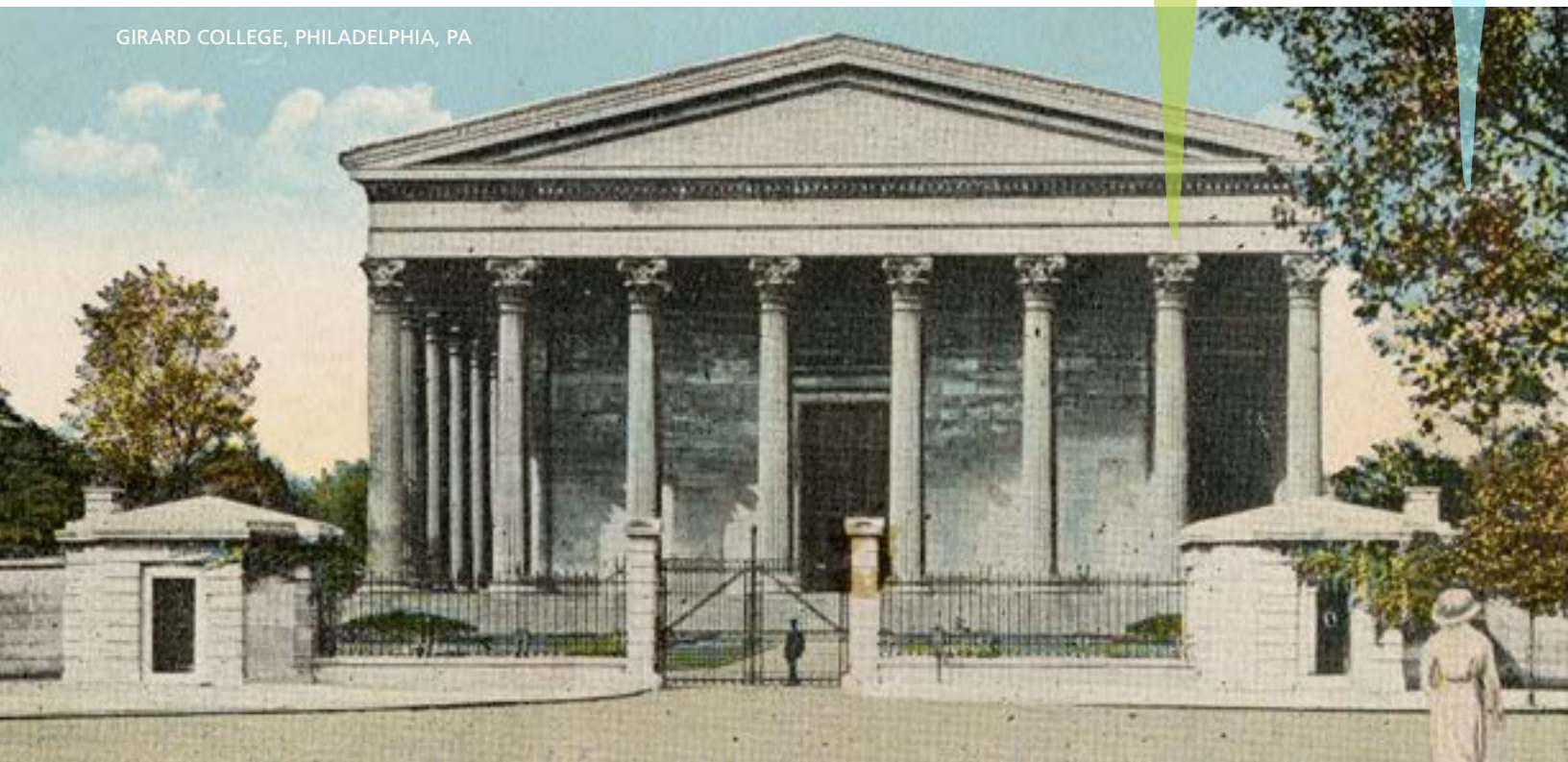
- Specific areas for funding and financial support include survey, advocacy and awareness activities, façade easements, physical repairs, appropriate commercial/residential use, preservation plans, barns/agricultural properties, and low-income communities.
- More education and information about available incentives for preservation needs to be promoted through smaller communities, as well as how funding and incentives not identified specifically for preservation can be used to support preservation work.
- Improvements to the state tax credit, creation of a revolving loan fund, and façade improvement grants were cited most often as ways to increase preservation activities.

### Demographics

- Population shifts, which in this context includes aging, negative growth and zero growth, impede preservation by undermining historic neighborhoods. Aging populations move out or cannot maintain existing homes. Zero or negative growth in historic communities is impacted by availability of economic opportunities and new construction.
- Poverty and lack of economic resources threatens historic small towns and rural areas. Preservation is not prioritized in the list of community needs.
- Lifestyle trends of Baby Boomers and Millennials provide opportunities for preservation through perceived interest in quality-of-life indicators like walkability, unique experiences, and access to arts and culture.



GIRARD COLLEGE, PHILADELPHIA, PA







### *Economics*

- Economic health of a community directly influences preservation activities like property maintenance and property ownership, which influence community character and sources of revenue through efforts like heritage tourism.
- The economic reality is that changing demographics (principally poverty and aging) negatively affect historic buildings and communities because of the lack of financial resources to upgrade and maintain properties. Property owners need tools and education to understand the importance of cyclical maintenance for older buildings.
- Development/developers are not viewed as antipreservation but rather as a partner for preservation. It is critical to encourage development and investment and create an atmosphere where creative reuse of older and historic properties that is feasible and sustainable.

### *Leadership*

- Leaders/leadership in advocacy is key and is currently insufficient. Effective leadership is needed to combat apathy, guide the evolution of historic sites and organizations, identify partners, and educate local audiences about preservation.
- Partnerships and advocacy are needed to further preservation education at the local and state level, and this needs to be achieved by pairing with like-minded constituencies and establishing a network.
- Organizational sustainability for preservation organizations and historic house museums is a problem, meaning resources and organizations do not have sufficient legacy planning to be viable now and in the future.

### *Resource-Specific Concerns*

- Particularly threatened historic and archaeological resources include churches, cemeteries/burial grounds, landscapes and open space, agricultural resources, industrial buildings, and landscapes.
- There is little diversity in the historic and archaeological resources that reflect Pennsylvania's diverse ethnic and cultural history. In particular, African American resources in Pennsylvania are greatly underrepresented in National Register of Historic Places listings, by Pennsylvania Historical Markers, and in the CRGIS database of identified historic properties maintained by PA SHPO.
- Archaeology has historically been underrepresented in statewide plans and needs to be more visible and included in this plan.



## CHALLENGES

Using information gathered during our public engagement process and data analysis, PA SHPO and the plan consultant Gannet Fleming identified ten preservation issues that face Pennsylvania. The issues below are summaries of our findings.

For an in-depth understanding of the ten issues, please see the supporting tools section.

**ISSUE:** Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

- Historic and archaeological resources are unidentified and undervalued, individually and collectively, as elements of the community fabric and opportunities for economic revitalization.
- Review of a single development proposal for its site-specific change often lacks perspective on systemic impacts (or impacts to the community fabric); transportation/traffic is perhaps the exception.
- Poor planning leads to reactive decision-making wherein historic resources are unidentified, inadequately considered, or even ignored.

**ISSUE:** The financial realities facing Pennsylvanians and their municipalities hinder preservation efforts that have the potential to bring economic benefits and rally pride in communities.

- The economic health of a community directly influences preservation activities like property maintenance and property ownership, which in turn influence community character and sources of revenue through efforts like heritage tourism.
- Changing demographics of property owners (principally poverty and aging) negatively affect historic buildings and communities because of the lack of financial resources to upgrade and maintain properties. Conversely, the rising popularity of home makeover shows often results in maintenance-free exterior “upgrades,” alteration of original floor plans for open kitchens and living spaces, and loss of original features and materials in kitchens and bathrooms as they are remodeled for current taste—all of which impact integrity and long-term value.
- Limited access to qualified contractors and appropriate building materials drives up the cost of restoration or rehabilitation work.

**ISSUE:** Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

- The integrity of single structures and neighborhoods is at risk as properties are lost because of deterioration, deferred or inadequate maintenance, and poor planning. This may also affect the character of many modern structures that could one day be “historic.”
- Property values may be affected by low quality “improvements.”
- Inconsistent enforcement of building, zoning and other codes is perceived to stifle rehabilitation, which in turn can lead to blight and demolition. It makes it difficult for owners of historic properties, HARBS/ Commissions, and preservation advocates to understand and work with municipal priorities.

**ISSUE:** Pennsylvania’s state-level programs are not aligned or administered to support preservation through collaborative funding, streamlined processes, and strategic program coordination.

- As public funding for many agencies and their community and place-based programs is reduced, fewer projects can be realized.
- If coordination of programs does not occur, agencies may promote programs with unintended consequences relating to historic preservation and landscape conservation.
- Environmental programs and cultural landscape conservation could benefit from more thoughtful and coordinated consideration so that historic landscapes and agricultural properties are not lost through reforestation and habitats.

**ISSUE:** Pennsylvania has an incomplete network of historic preservation leaders, advocates and allies.

- Historic preservation has lost capacity and momentum as the preservation network has declined at the local and regional levels.
- Historic resources that have “come of age” since the 2000s are at greater risk of loss and impact from modern development.
- The public finds it difficult to understand the historic significance and importance of historic resources that were built during their lifetimes, threatening the preservation of historic resources built after World War II.

**ISSUE:** Rural landscapes and agricultural properties across Pennsylvania face varied preservation challenges from sprawl and speculative development to demographic factors and access to financial resources.

- Preservation challenges are different in a rural area where the natural elements are just as valuable as the buildings themselves and require a different approach to encouraging their preservation.
- Farm succession is a challenge in many areas of Pennsylvania and is both a demographic problem and a land preservation one. Without new generations to assume ownership, maintenance and farming operations, generational farms are at risk for abandonment or demolition.
- As new industrial parks are developed in farmland or very rural areas, dollars are invested in new infrastructure and roadways, which may result in a further loss of historic properties and landscapes.



Old Fort Mifflin, Philadelphia, Pa.



**ISSUE:** Pennsylvania's historic communities are increasingly vulnerable to flooding, which threatens resources and community character.

- Preservation activities can protect resources and sustain community character postdisaster, making communities more resilient. Pilot planning in Milton, Northumberland County, and statewide post-Hurricane Sandy has identified best/successful practices for integrating historic preservation with hazard mitigation planning.
- There are 849 boroughs and 56 cities in Pennsylvania that participate in the National Flood Insurance Program. Therefore, more than 900 communities in Pennsylvania will experience impacts related to the Biggert-Waters legislation. Increased insurance rates mean flood insurance may no longer be affordable to those living in—or identified as living in—a floodplain.
- Most notable impacts include the increased cost of flood insurance for individual property owners. When aggregated, however, these increased costs associated with living in historically affordable locations will change the dynamics of living and doing business in many communities throughout the country. Much of the northeastern United States has its roots and economies built around towns that are located along waterways. Each of Pennsylvania's major waterways supports dozens of population centers, all of which were established long before the National Flood Insurance Program was enacted.
- Integrating preservation planning and disaster planning can play a significant role in community resilience. Preservationists and disaster planners can improve prospects for collaboration by improving the quality of data on at-risk historic resources.

**ISSUE:** Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

- Fewer members and dwindling financial support leads to the closing and/or abandonment of buildings of worship. An example would be Catholic dioceses closing local parish churches and consolidating services.
- Faith-based institutions and centers of worship are/were anchor buildings in communities and neighborhoods. As these buildings are abandoned or sold, the surrounding area can also decline or the buildings are developed in ways that are

not preservation sensitive or supported by the community.

- Churches and other sacred places were designed with strong, visual religious symbolism. Many were also built by immigrant craftsmen skilled in masonry, carpentry, roofing and stained glass, using both native/local and imported materials. These details are not well documented. Changes to these structures can distort or remove the evidence of local history.

**ISSUE:** Historic cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment and deferred maintenance.

- People who unearth human remains are uncertain how to respectfully handle, relocate and rebury them. Historic period cemeteries and burial places should not be treated as archaeological sites for fear that they would be disturbed and disrespected by caretakers, the public and families.
- Development projects, particularly in urban environments, may continue to unearth former burial places and cemeteries. Property owners pushing for projects to stay on schedule and on budget may ignore, or be resistant to, calls to delay or stop work for adequate study and reburial.
- Public projects may also reveal the location of unmarked graves, burial places and cemeteries. When this occurs, both the resource and the project are at risk. The loss of burial places and cemeteries disconnects descendant communities from their past and our collective past. They can be one of the places that reflect a community's culture and history.

## OPPORTUNITIES

Pennsylvanians acknowledge the challenges in preserving and celebrating the commonwealth's historic and archaeological resources and, at the same time, see opportunities for change and improvement.

The trends and challenges helped identify Pennsylvania's problems. The opportunities to address them over the next five years are outlined in the Action Agenda.





KENNYWOOD PARK,  
WEST MIFFLIN BOROUGH,  
ALLEGHENY COUNTY

## 2018-2023 ACTION AGENDA

The action agenda is the heart of the statewide historic preservation plan. It is based on the outreach and research the PA SHPO has done to date, which were synthesized into issue briefs that outline the top challenges for historic preservation in Pennsylvania today and over the next five years.

The action agenda outlines a set of guiding principles and four goals for historic preservation activities in Pennsylvania over the next five years, from May 2018 through December 2023. Each goal includes three approaches, or objectives, that provide further explanation of the overall goal. Each goal also includes a set of actions and specific strategies that Pennsylvanians can take to implement the plan.

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### THE FOUR GOALS ARE:

**Implement** the statewide historic preservation plan as a resource that provides solution-oriented steps for preservation outcomes.

**Use** the power of planning to transform Pennsylvania's historic places into vibrant and diverse communities.

**Position** Pennsylvania to better respond to new preservation challenges and opportunities in the 21st century with proactive planning and education.

**Invest** in the future of Pennsylvania through the commonwealth's historic places and the people and programs that protect and celebrate them.

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## GUIDING PRINCIPLES

These guiding principles provide an anchor or reference point to consider when making decisions, deciding on a course of action, or when confronted with complex or complicated challenges that may not end with a preservation outcome.

These statements capture common ideas based on what was learned during the Community Connections outreach phase of this planning process. They reflect real-world observations from Pennsylvanians of all walks of life about historic preservation, preservation in the commonwealth, and the future of preservation that provide the foundation for goals and actions.

- Historic preservation is holistic; it is broadly defined to encompass buildings, archaeological sites, structures, objects, historic districts, landscapes and communities.
- Archaeology tells the story of the people and diverse cultures who have lived in the lands of Pennsylvania for the past 15,000 years. In some cases, it is the only record we have of these diverse cultures and peoples and in others it is an important complement to the oral and written historic record.
- Change to Pennsylvania's communities, historic and archaeological resources, and landscape, physical or otherwise, is necessary and inevitable.
- Historic places and archaeological sites cannot be replaced if destroyed, and some, for reasons outside of anyone's control, will be lost.
- Not all older places are historic, and for those that are, prioritize those that are considered important.
- Historic preservation is a public interest, with economic, social, health, cultural and other benefits.
- Preservation is most effective when it is proactive and not reactive.
- Older and historic buildings need to be used, reused and changed to be viable. Conversely, significant archaeological sites and cemeteries should be avoided and left unchanged, managed as open space, or adapted for outdoor recreation.
- There are people, stories, cultures and places that are underrepresented in Pennsylvania's historical narrative.
- Not every preservation approach will work on every historic property.

# GOAL 1

## Implement the statewide historic preservation plan as a resource that provides solution-oriented steps for preservation outcomes.

A well-functioning statewide historic preservation plan is effective when it is beneficial to all users because it is educational, forward-thinking, and developed with input from all types of audiences. It also includes realistic tools, achievable activities, and practical ways to show preservation successes.

Pennsylvania's demographic, economic, and geographic diversity, combined with the unique circumstances and needs of rural, suburban, urban, and small town communities, gives us preservation challenges and opportunities. Implementing this plan over the next five years can help overcome those challenges and embrace more opportunities.



### **Approach: Use it.**

Let's be realistic. Lots of plans sit on the shelf and collect dust, despite the best of intentions. Researching and writing a plan is only half the battle. Progress is made, change is realized, and partnerships get stronger when plans are put into practice. Plans should be living documents that are read, debated, updated, and used.



### **Approach: Lead the charge.**

The PA SHPO has a central role in developing this statewide historic preservation plan and a responsibility for creating a network of historic preservation leaders, advocates, and allies to help implement the Plan. But it's not the PA SHPO's plan, it's Pennsylvania's plan. The PA SHPO leads the charge but everyone can use this plan to make them a preservation leader, too.



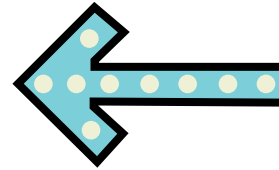
### **Approach: Always show and tell.**

There is no need to be humble when it comes to preservation successes. The question "why does historic preservation matter?" will never go away if we never tell people the answer. Whether it's sharing a photo on social media or changing state-level policies, users of this plan can be the best champions for preservation by sharing their stories with others.



## How do we do this?

These actions provide direction about how to make progress under this goal.



### **Use, revisit, then update.**

Periodically revisit and update the Plan to keep it current and address evolving needs. Pennsylvania will evolve and this Plan must respond to changing conditions, directives, trends, and be informed by an ongoing dialogue with the public, stakeholders, and other partners.

### **Be opportunistic.**

Consider preservation opportunities for their potential not only to further your own interests but also to further preservation in the commonwealth. Many different actions, strategies, and activities – beyond those presented in this plan – can work toward achieving the Plan's goals.

### **Demonstrate leadership.**

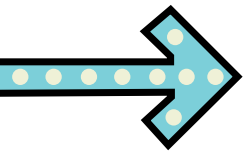
It is critical to demonstrate leadership in promoting historic preservation in some way. Leadership based on pragmatic thinking, aspirational visions, and reasonable expectations is critical to realizing the success of this Plan and for preservation in Pennsylvania over time.

### **Collaborate and participate.**

Participate in the implementation of this plan by attending or contributing to meetings, initiatives, and success stories. Align the Plan's goals and approaches by adopting the relevant goals and actions in this plan as part of municipal, agency, or organization plans.

### **Show continual progress.**

Compile accomplishments and share through a variety of information channels. Track preservation outcomes and success stories and progress toward the Plan's goals.



# What can we do?

These ten crowdsourced examples show the different types of activities that can be undertaken to implement the actions in this goal.

There are other ways to implement this goal that may not be included in this list. For more activities, see the “Supporting Tools and Information” section.

1. Develop annual workplans for the PA SHPO and each of its divisions and sections that will implement the goals of this plan and expands on the information gathered through the public process. Use these workplans to determine how PA SHPO services can best meet the needs of communities and other service organizations.
2. Annually engage the Planning Partners to ensure the Plan is being administered and implemented in a manner that supports the efforts of government entities, statewide organizations and regional and local partners.
3. Provide learning opportunities to encourage counties and municipalities to use the statewide historic preservation plan goals and guiding principles to guide decision-making, identify priorities, and optimize financial and human resources.
4. Prepare audience-specific “User Guides” for the plan that provide a more focused explanation of how to use and implement the plan.
5. Identify ways to measure the success of the plan and communicate progress through things like success thermometers.
6. Use Facebook LIVE for pre-publicized “meetings/updates” online and allow the public to weigh in via the comments.
7. Identify the goals and actions that you feel you or your agency/organization are already doing (or could do) and commit to completing them before the plan expires. Communicate this commitment through meetings, by resolution, via social media, and in strategic or work plans.
8. Annually add to the PA SHPO’s library of video testimonials which attest to the benefits of historic preservation programs and activities.
9. Add an award category in an annual awards ceremony for people, groups, and projects that implement the goals of this plan.
10. Establish a collaboration between PA SHPO, PEMA, and FEMA, to prioritize cross-training and education on hazard mitigation and historic preservation to historic preservation and emergency management professionals, agencies, and organizations.





# GOAL 2

## Use the power of planning to transform Pennsylvania's historic places into vibrant and diverse communities.

Historic preservation plays a key role in community health and vitality and is recognized as one of many planning tools needed for community, comprehensive, and strategic planning in the 21st century.

Preservation, when incorporated thoughtfully into planning activities, can help create strong and robust local economies, fair and effective policies, and opportunities for all citizens to participate. Change is inevitable, and preservation, when integrated into planning, can help manage that change.



### **Approach: Take stock of what you have**

It is difficult, at best, to plan for the future when you don't have all the information. Whether it is information about a city's housing stock or a region's predicted growth, it is critical—and a best practice—to gather the information you need to integrate historic preservation into informed decision-making about the future.



### **Approach: Actively Plan.**

We can't save everything; it isn't always possible or practical. To create an environment favorable to preservation, it is critical to engage your audiences and understand what places are important to them and where the challenges lie. Communities need practical, reasonable, and helpful planning tools to maintain the historic and archaeological resources that matter.

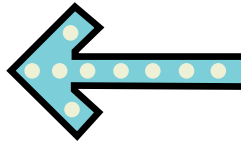


### **Approach: Engage, engage, engage.**

Engagement is one of the pillars of good planning. Engagement can create opportunities for diverse voices and audiences to participate in the conversation about place, for education and networking, and for defining a community's preservation ethic. Engagement should not end once the plan is written.

# How do we do this?

These actions provide direction about how to make progress under this goal.



## **Conduct a survey.**

A survey is the basic building block of preservation planning. It helps identify what historic and archaeological resources exist in a specific area(s) and documents information about them. Surveys can be narrow or broad in scope, large or small in scale, and customizable to your needs ... and capabilities. Surveys can also help inform heritage tourism initiatives, real estate marketing, policy development, affordable housing programs, and many other things.

## **Create a plan.**

This could be a brief strategic plan to solve a specific problem or a comprehensive plan 20 years in the making. No matter what its form, a plan is important to move preservation forward and integrate it into the broader planning culture. Identify goals, define specific outcomes, and begin implementing the plan. Plans can help solve problems, identify opportunities, and provide a framework for the future of historic places.

## **Plan for preservation.**

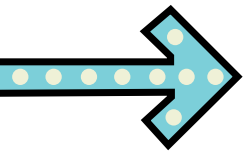
For specific historic and archaeological resources (like a single building or site) or a group of resources (like a downtown Main Street or an agricultural landscape), identify and employ planning tools and methods that respond to their needs and challenges.

## **Use the resources.**

Chances are, someone has experience in the very thing that you are looking for help with. Any type of plan or planning activity, preservation included, can be challenging. Many factors influence the plan's development, focus, and effectiveness. Finding technical and financial support and best practices examples are some of the most effective ways to get a plan off on the right foot.

## **Create opportunities**

Engagement for and with all audience is the foundation of good planning. Learn about this history and culture of the community, people, or places to understand why things are the way they are today. Included in this action is to make access and inclusion a priority. These may be buzzwords, but that doesn't make them any less valid or important.



# What can we do?

These ten crowdsourced examples show the different types of activities that can be undertaken to implement the actions in this goal.

There are other ways to implement this goal that may not be included in this list. For more activities, see the “Supporting Tools and Information” section.

1. Reach out to denominational leadership organizations in the state to churches, synagogues, and their associated buildings and cemeteries.
2. Develop a management plan for state agencies to identify significant historic and archaeological resources under their ownership to ensure better preservation outcomes.
3. Coordinate with local, state and heritage organizations to develop management and improvement plans for recreation areas that incorporate strategies for managing historic and archaeological resources
4. Direct funding to Keystone Historic Preservation Grant applications that further the implementation of long-range historic preservation plans in communities across the Commonwealth.
5. Encourage local preservation advocacy and planning groups to consider hazard planning as a natural and integral part of preservation.
6. Develop a survey that is compatible with CRGIS, Pennsylvania’s statewide inventory of historic and archaeological properties. Seek assistance from the PA SHPO to use the Survey123 data collection app.
7. Find people where they are in places they are already likely to be, like coffee shops, dog parks, spin classes, farmers’ markets, food truck festivals, wine tastings, gallery openings, movie theaters or wherever else people go because *they want to be there*. Don’t make it a chore for people to participate by limiting outreach activities to traditional venues.
8. Work with the PA SHPO to explore ways in which the information and research about a property found in a Historic Resource Survey Form or National Register nomination could be easily used by local governments and agencies for local designations, which may offer more legal protections for properties and make the process seem less daunting.
9. Support the preparation and use of local design guidelines/standards for rehabilitation (consistent with the Secretary of the Interior’s Standards) allowing for new, innovative design that is contextually sympathetic to the surrounding historic districts.
10. Develop a stand-alone Historic Preservation Disaster Response Plan with specific guidelines and procedures to support the State Emergency Operations Plan that could serve as a model for local jurisdictions and local/county emergency operations plans.





# GOAL 3

## Position Pennsylvania to better respond to new preservation challenges and opportunities in the 21st century.

Too often, preservationists, archaeologists, private citizens, and others find themselves being “reactivists” rather than “proactivists” when it comes to historic preservation. It’s time to change the conversation and invest in identifying problems and solutions before challenges become crises.

Pennsylvania’s achievements, historically as well as today, demonstrate leadership and tenacity. We should include historic preservation as a proven approach in which the commonwealth’s policies, principles, and creativity stands out.



### **Approach: Listen, learn, and teach.**

One of the cornerstones of being proactive when it comes to historic preservation is education, whether it’s about the best way to repair wood windows or why it’s important not to disturb an archaeological site. Be the student and the teacher by listening to people first and then talking to them about historic preservation.



### **Approach: Be forward thinking.**

The preservation partners, tools, and problems haven’t changed much in the last 50 years. And it is still a struggle to get out in front of persistent issues like stereotypes, misinformation, and short-sighted development. To change this, preservation networks, techniques, and strategies should be proactive and innovative – and changed when they aren’t working.

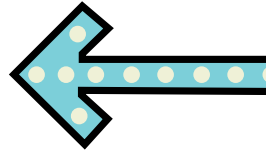


### **Approach: Be creative and flexible.**

Partners can take many shapes and sizes, and should include traditional, non-traditional, and diverse ones. Whether a small local history group or a large state agency, seek partnerships to invest collectively, develop new models for preservation, fill gaps in project funding, build capacity, and attract multiple audiences.

# How do we do this?

These actions provide direction about how to make progress under this goal.



## **Broaden the definitions of historic preservation.**

Expand preservation to encompass the following: open space, historic and archaeological resources, working lands, environmental quality, viewshed aesthetics, trails, recreational opportunities, public health (walkability), and community character protection. Replace the narrow definition of historic preservation as working with older and historic buildings with the “whole place” preservation approach that emphasizes the understanding and value of a place’s collective tangible and intangible characteristics. Enable communities to define what is important to them and worthy of preservation.

## **Address gaps in financial and human resources by building capacity.**

Identify and understand gaps in financial and historic resources and seek unusual funding sources and unique partners. Not all funding is dedicated specifically to historic preservation efforts, but that does not exclude a preservation outcome. Identifying funding that is not used typically can help integrate preservation efforts into other activities. Combine funding sources not only to help maximize the preservation outcome from fiscal sense, but to also engage multiple partners in the same work effort. Capacity can be increased through smart allocation of resources for the future of historic places.

## **Create tomorrow’s leaders today.**

Establish and support a formal network of preservation-oriented organizations who will work to implement a mutual, coordinated agenda to further preservation in Pennsylvania through education, best practices, policies, and legislation. Use the network to build preservation awareness, advocate for historic and archaeological resources and preservation-friendly policies, and quickly mobilize to tackle challenges and take advantage of opportunities.

## **Use education as a catalyst for change.**

Coordinate preservation and place-based education and outreach programs to provide relevant and accurate information to multiple audiences in a variety of ways. Understand the unique needs and circumstances of each audience – from local elected officials to you to agency policy managers – and develop model content and materials that speak to them. Continue to find and participate in preservation education and training opportunities to be accurate and current.

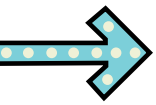
## **Build resilient communities through historic preservation.**

Empower communities to consider risks posed by natural hazards and to become more proactive and less reactive when considering historic and archaeological resources within the emergency management cycle. Work to ensure that historic resources are prioritized for risk reduction and sensitive post-disaster treatment due to their cultural significance and the contributions that they make to Pennsylvania communities.

## **Assess, Review and (maybe) Change.**

Review existing laws, policies, and programs affecting historic and archaeological resources in Pennsylvania and change, or modernize, them as needed to better align with current practices and future trends and to improve effectiveness and efficiency.



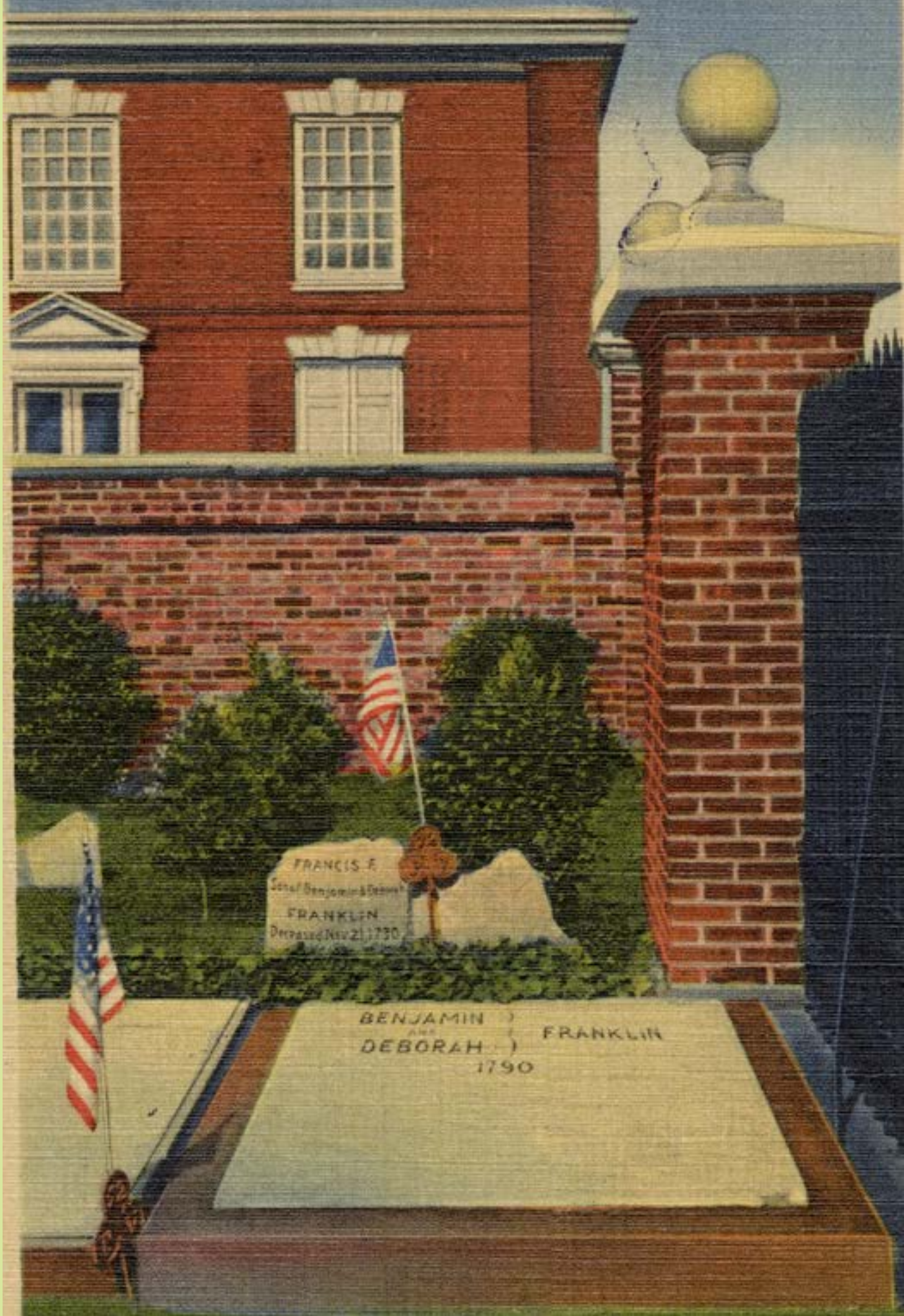


# What can we do?

These ten crowdsourced examples show the different types of activities that can be undertaken to implement the actions in this goal.

There are other ways to implement this goal that may not be included in this list. For more activities, see the “Supporting Tools and Information” section.

1. Pursue reauthorization of the Pennsylvania Historic Preservation Tax Credit as well as policy changes to improve the program’s role as a revitalization tool, particularly for cities and boroughs.
2. Reinforce common goals shared by cultural conservation and environmental conservation groups that develop the relationship between century farm preservation, natural landscape conservation, and traditional historic preservation programs.
3. Modernize of enabling laws for local preservation programs, including the Historic Districts Act and Municipalities Planning Code to better meet local capacity and needs.
4. Create an inventory of partners (local, regional, etc.) who want to see success by using the power of place to generate social capital and a high quality of life. Not all partners are going to be equally invested in outcomes or have the capacity to be equal partners. Identify critical partners.
5. Explore dedicating a percentage of annual grants or other funding to fund hazard mitigation projects that will enable communities to sensitively retrofit historic resources or develop hazard mitigation plans for their historic resources.
6. Work with agencies to create implementing regulations for the History Code that provide predictability and structure for state agencies to follow.
7. Reach out to all the Federally Recognized Tribes who have an interest in Pennsylvania, even if they are not currently living in Pennsylvania. This can enrich the discussion over place in two key aspects. For the historic period, going back to the early 17th century, the “whole place” means tribal lands, hunting and gathering territories, agricultural fields and villages sometimes side-by-side with Euroamerican settlements. Historic places should not be just frontier forts and expansion in the form of cabins and “white” settlements, but also the Native American refugee settlements, the abandoned villages, in other words the more rounded story instead of the one-sided march of frontier expansion. Our heritage celebrates too much the valiant settlers and too little the displaced populations. The second aspect is in terms of pre-contact archaeological sites and places, for which a Native ethnological perspective would greatly add to the current archaeological story.
8. Encourage and recruit interns and young volunteers from all educational discipline backgrounds (including trades and other non-college individuals). Allow/enable them to use the pre-existing modes of communication in their social circles to communicate with peers and next-gen colleagues to help spread the ethos of preservation and how many millennials are themselves in fact preservationists too.
9. Encourage, foster, mentor a “Young Friends of Pennsylvania Preservation” to identify, retain, and work with the next generations in a concerted effort versus various organizations here, there, and every where – could lead/intertwine with all goals – from schools, youth organizations, on up.
10. Using the newly created Pennsylvania Cultural Resilience Network (PaCRN) and regional Pennsylvania Cultural Response Team (PaCRTs) as a framework, recruit and train qualified preservation professionals to serve on local Damage Assessment Teams to ensure that historic properties are flagged and properly evaluated in the hours, days, and weeks following a disaster to prevent unnecessary demolition or inappropriate repairs/alteration during the recovery stage, as well as coordinate any necessary triaging to stabilize damaged historic resources.



FRANCIS F.  
SON OF BENJAMIN & DEBORAH  
FRANKLIN  
DECEASED NOV 21 1730

BENJAMIN )  
AND ) FRANKLIN  
DEBORAH )  
1790



# GOAL 4

## Invest in the future of Pennsylvania through the commonwealth's historic places and the people and programs that protect and celebrate them.

Pennsylvania is defined by its history and culture, which is embodied in its diverse historic and archaeological resources. The places that reflect the commonwealth's stories connect Pennsylvanians to their roots, instill pride in their communities, and draw visitors from all over the world. Successfully preserving these places for the next generation requires investment not just in the places themselves, but also in the people and programs that make preservation possible.



### **Approach: Invest in places.**

One of the cornerstones of being proactive when it comes to historic preservation is education, whether it's about the best way to repair wood windows or why it's important not to disturb an archaeological site. Be the student and the teacher by listening to people first and then talking to them about historic preservation.



### **Approach: Invest in people.**

The preservation partners, tools, and problems haven't changed much in the last 50 years. And it is still a struggle to get out in front of persistent issues like stereotypes, misinformation, and short-sighted development. To change this, preservation networks, techniques, and strategies should be proactive and innovative – and changed when they aren't working.



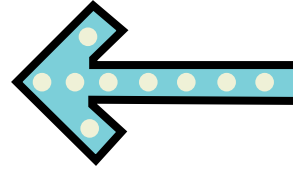
### **Approach: Invest in programs & incentives.**

Incentives and programs that encourage historic preservation outcomes are proven tools that policymakers use to stimulate local economies and inform decision-making. Whether traditional or non-traditional, programs and incentives that assist owners of historic properties are key to good stewardship, community pride, and rising property values.



## How do we do this?

These actions provide direction about how to make progress under this goal.



### **Encourage good stewardship.**

Encourage good stewardship for the care and maintenance of Pennsylvania's historic and archaeological resources, regardless of owner, type, or location through programs, incentives, and education about new and historic building materials, maintenance, and the Secretary of the Interior's Standards. Support programs and initiatives aimed at property maintenance, appropriate treatments, and responsible changes, additions, and demolitions.

### **Foster and mentor the next generation.**

Foster and mentor the next generation of Pennsylvanians about the importance of historic preservation, history, sense of place, and collective experiences by integrating historic preservation principles and local and state history into k-12 STEM curriculums, school-sponsored field trips, after-school programs, youth-based organizations, physical activities, family trips, and more. Provide opportunities for students from diverse backgrounds to become involved in preservation, preservation-related fields, and the traditional trades.

### **Educate all Pennsylvanians.**

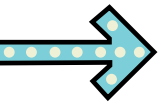
Educate all Pennsylvanians about historic preservation and its importance in economic development, sustainable communities, "green" buildings, community identity, and our collective past through relevant and engaging interpretation at historic sites or in the community, higher education programs, traditional trades training, on-demand virtual learning, presentations and conferences, and meaningful publications for all audiences.

### **Capitalize and collaborate on existing place- and heritage-based programs.**

Build relationships with place- and heritage-based organizations and public agencies, such as the state and federal heritage areas, Conservation Landscape Initiative (CLIs) regions or the Pennsylvania Downtown Center, to capitalize on place-based and heritage-based programs and collaborate on these programs to build capacity, expand opportunities, and provide a 'whole place' experience. Invest in activities like placemaking, infrastructure development, outdoor recreation programming, and more to engage larger and more diverse audiences.

### **Find financial support for historic and archaeological resources and programs.**

Find support for threatened historic and archaeological resources by identifying gaps in existing preservation-focused funding streams, ensuring the stability and permanence of existing state and federal funding sources, and identifying new revenue sources. Seek opportunities to increase access to business development resources and incentives for preservation projects.



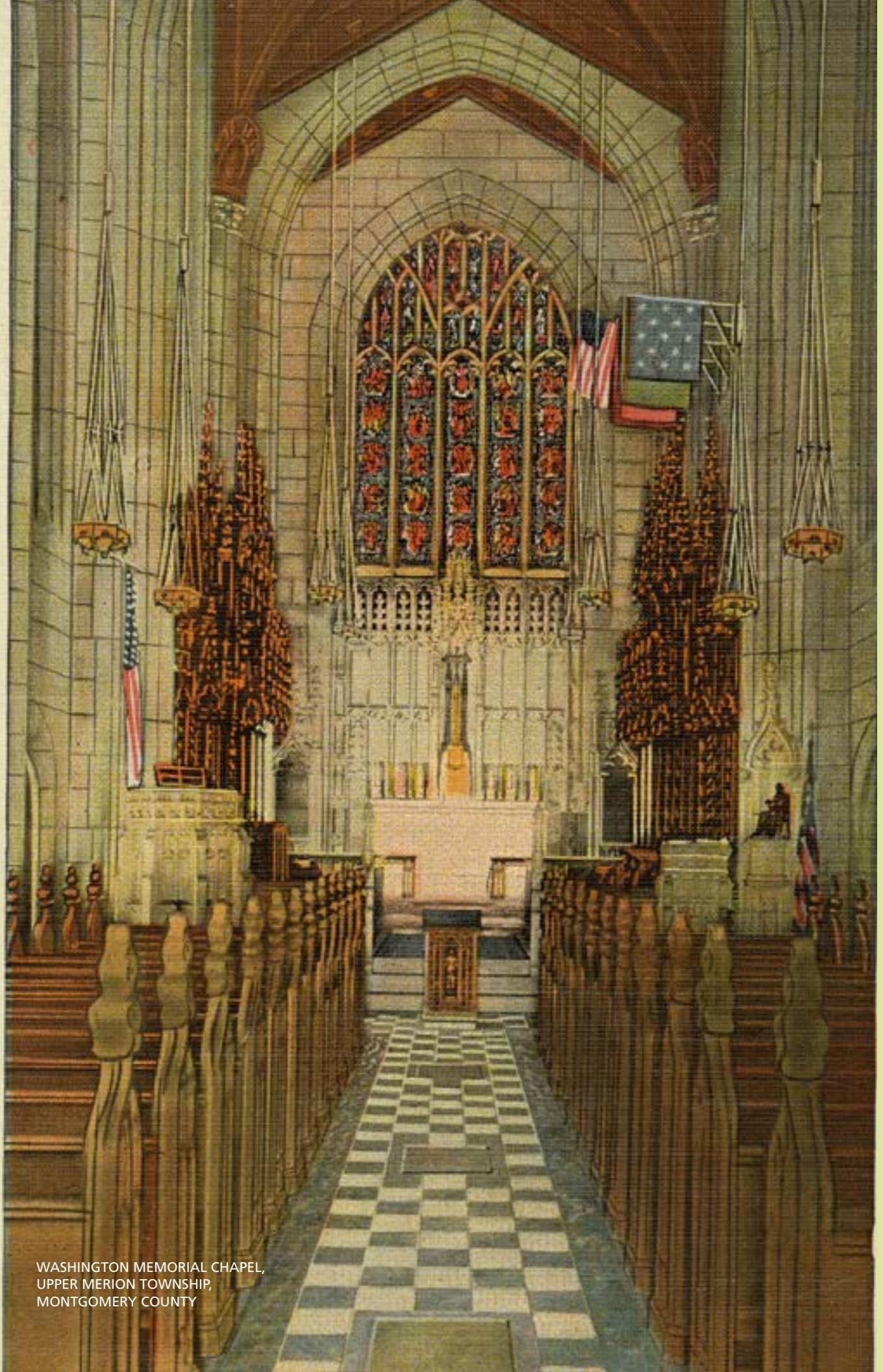
# What can we do?

These ten crowdsourced examples show the different types of activities that can be undertaken to implement the actions in this goal.

There are other ways to implement this goal that may not be included in this list. For more activities, see the “Supporting Tools and Information” section.

1. Provide owners of buildings individually listed in National Register of Historic Places with information packets and technical assistance on maintenance and restoration best practices. Conduct local/regional/state awards programs recognizing exemplary examples.
2. Provide templates to state and local agencies and organizations for them to list amenities, resources, and educational materials so schools and youth-based organizations can more easily incorporate local/regional historic and archaeological resources into curricula.
3. Encourage grant funded projects that develop youth-based local heritage education programs in a variety of settings (museums, libraries, parks, historic sites, environmental centers, historical marker locations, etc.).
4. Establish a network of county and regional contacts to offer technical guidance to municipalities, churches, and businesses to help them maintain, repair, and rehabilitate their historic properties.
5. Seek funding through creative and non-traditional sources, like art grants for place-making Find creative grant funding opportunities for history, like PA Org. for Watersheds and Rivers (POWR) and their annual PA River Sojourns grants for single and multi-day paddling events on Pennsylvania Rivers. Sojourns must incorporate significant educational programming, and be open to all participants. Also consider using ‘preservation adjacent’ funds that may fund street beautification, rail trails (historic resource), and other similar projects that could also take place in and effect historic communities and landscapes.
6. ‘Placemaking’ is a deliberate action aimed at reinventing key properties by capitalizing on existing “pluses”, inspiration, and potential and strengthens capacity to achieve broader development goals in a community. Follow best practices such as the National Endowment for the Arts *Creative Placemaking* model by connecting local talent and artists with historic assets to create a distinct sense of place and vibrant local economy.
7. Identify and engage in “Lighter, Quicker, Cheaper” projects to show immediate solutions and impacts. Use these projects to support arguments for increased funding. Inspiration and practical steps can be at the Project for Public Spaces.
8. Encourage state, local, and non-profit preservation organizations to create robust internship programs for the next generation of public historians, public archaeologists, and preservationists. Encourage these organizations to share information so interns who would fit well somewhere else are given that option.
9. Provide PHMC staff opportunities to work or volunteer with at-risk or underserved youth organizations to directly contribute to specific communities in a way that also has the potential to spread preservation awareness.
10. Encourage public/non-profit property owners through incentives like grants or recognition to have preservation plans or historic structures report prepared for their properties. These plans should address all historic and archaeological resources on the property, including archaeological sites, landscapes, and viewsheds.





WASHINGTON MEMORIAL CHAPEL,  
UPPER MERION TOWNSHIP,  
MONTGOMERY COUNTY



# How the 2018-2023 Action Agenda Meets SHPO Responsibility

Section 101 of the National Historic Preservation Act, as amended sets forth the responsibilities of the Pennsylvania State Historic Preservation Office. PA SHPO meets its federal obligations through this plan in the following ways:

In cooperation with federal and state agencies, local governments, and private organizations and individuals, direct and conduct a comprehensive statewide survey of historic properties and maintain inventories of such properties;

- *Goal 2, Action A*

Identify and nominate eligible properties to the National Register and otherwise administer applications for listing historic properties in the National Register;

- *Goal 2, Action 1; Goal 2, Action C; Goal 3, Action A; Goal 4, Action A; Goal 4, Action D*

Prepare and implement a comprehensive statewide historic preservation plan;

- *Goal 1, Actions A, B, C, D, E*

Administer the state program of federal assistance for historic preservation within the state;

- *Goal 1, Actions A; Goal 2, Actions A, C, E; Goal 3, Actions A, D, F; Goal 4, Actions A, B, C, E*

Advise and assist, as appropriate, federal and state agencies and local governments in carrying out their historic preservation responsibilities;

- *Goal 1, Actions A, B, D; Goal 2, Actions A, B, C, D, E; Goal 3, Actions A, B, C, D, E, F; Goal 4, Actions A, D, E*

Cooperate with the secretary of the Advisory Council on Historic Preservation and other federal and state agencies, local governments, and organizations and individuals to ensure that historic properties are taken into consideration at all levels of planning and development;

- *Goal 1, Action D; Goal 2, Actions A, B, C, D; Goal 3, Actions E, F; Goal 4, Action D*

Provide public information, education and training, and technical assistance in historic preservation;

- *Goal 1, Actions C, D, E; Goal 2, Actions D, E; Goal 3, Actions C, D; Goal 4, Actions A, B, C, D*

Cooperate with local governments in the development of local historic preservation programs and assist local governments in becoming certified pursuant to subsection C;

- *Goal 2, Actions A, B, C, D, E; Goal 3, Actions B, D, E, F; Goal 4, Actions A, D, E*

Consult with the appropriate federal agencies in accordance with this act on federal undertakings that may affect historic properties and the content and sufficiency of any plans developed to protect, manage, or reduce or mitigate harm to such properties

- *Goal 2, Actions A, B, E; Goal 3, Actions A, E, F; Goal 4, Actions A, E*

Advise and assist in the evaluation of proposals for rehabilitation projects that may qualify for federal assistance.

- *Goal 4, Action A, C, D*

# Supporting Tools and Information

A. Glossary

B. Online Public Survey: Questions and Summary Responses

C. Planning Partners

D. Issue Briefs

E. What You Can Do!

F. Preservation Contacts



## A. GLOSSARY

The following websites and publications provide glossaries that can help you learn more about the terminology used in this plan. They are also great references for anyone working with historic places.

Archaeology

<http://www.archaeological.org/education/glossary>

Architectural Terms

<http://www.phmc.state.pa.us/portal/communities/architecture/resources/dictionary.html>

Cultural Resources and Section 106

<https://aglearn.usda.gov/customcontent/NRCS/CulturalRes/glossary.html>

Illustrated Architecture Dictionary

<http://www.buffaloah.com/a/DCTNRY/vocab.html>

Land Use and Planning

<http://www.ca-ilg.org/document/glossary-land-use-and-planning-terms>

National Historic Preservation Act - Pennsylvania Transportation & Heritage

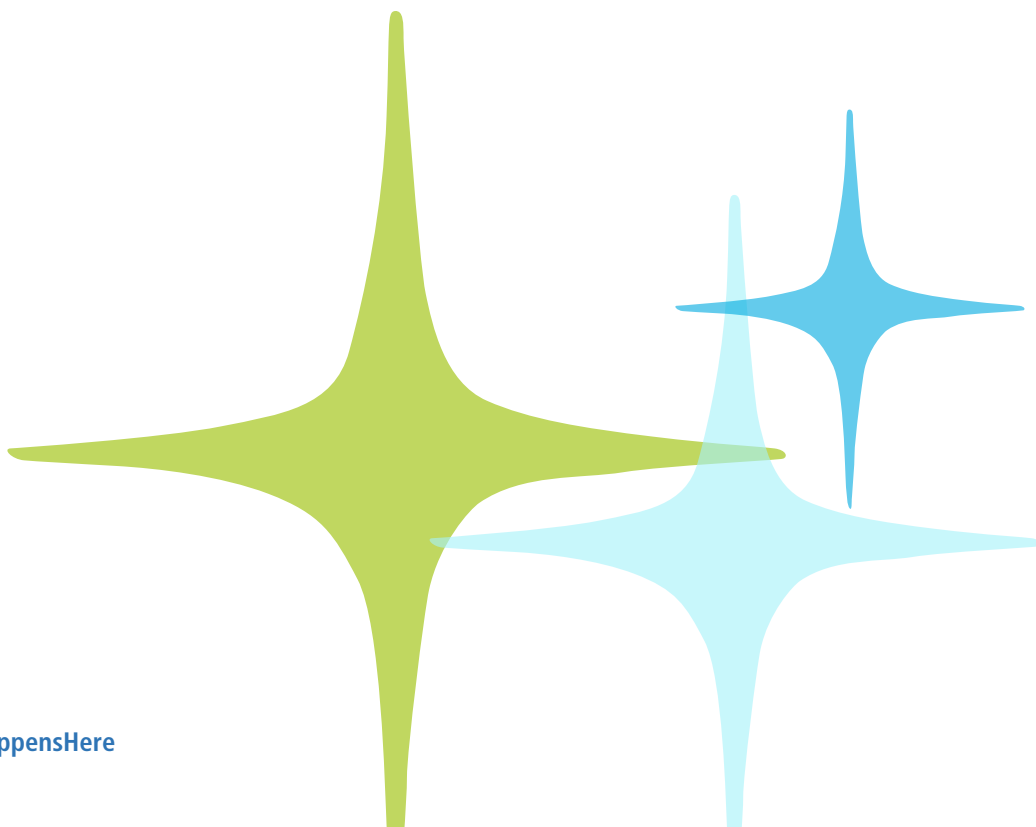
<https://www.paprojectpath.org/help/terms-and-glossary>

National Register of Historic Places

[https://www.nps.gov/nr/publications/bulletins/nrb16a/nrb16a\\_appendix\\_IV.htm](https://www.nps.gov/nr/publications/bulletins/nrb16a/nrb16a_appendix_IV.htm)

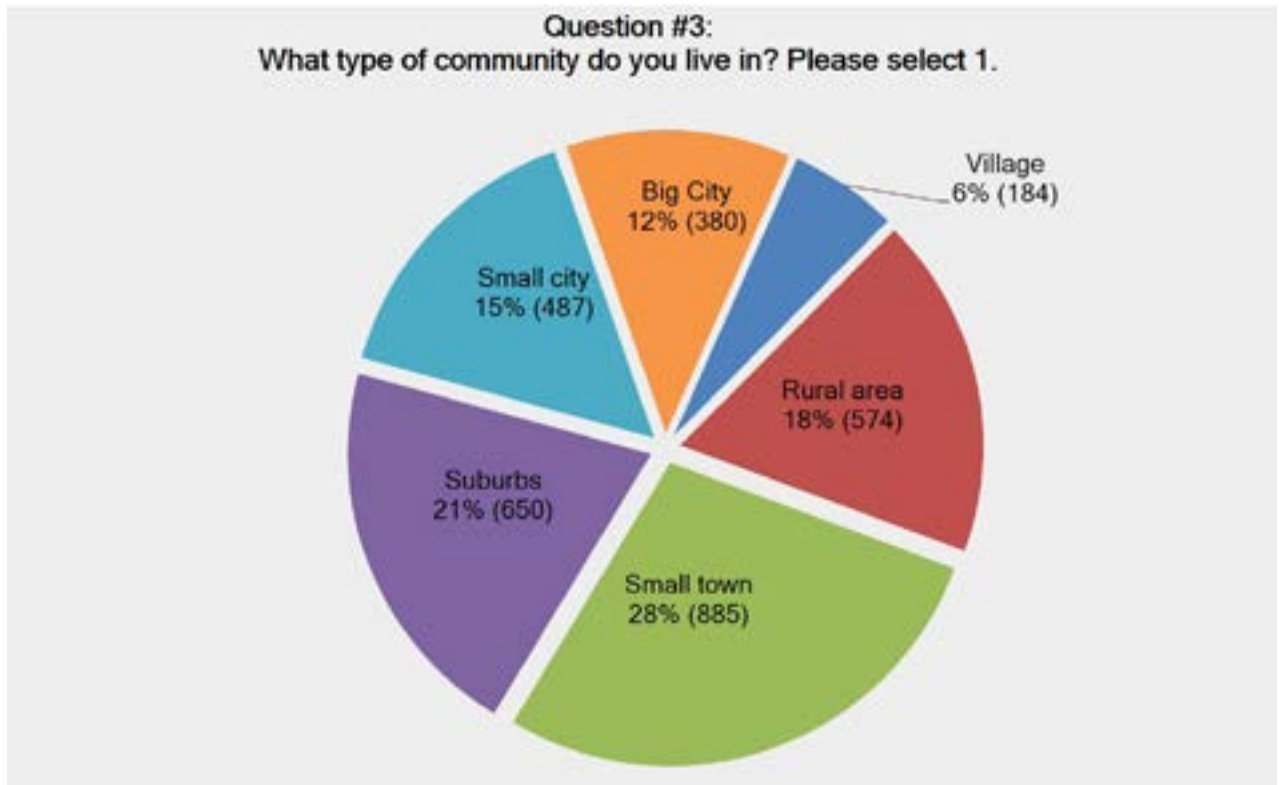
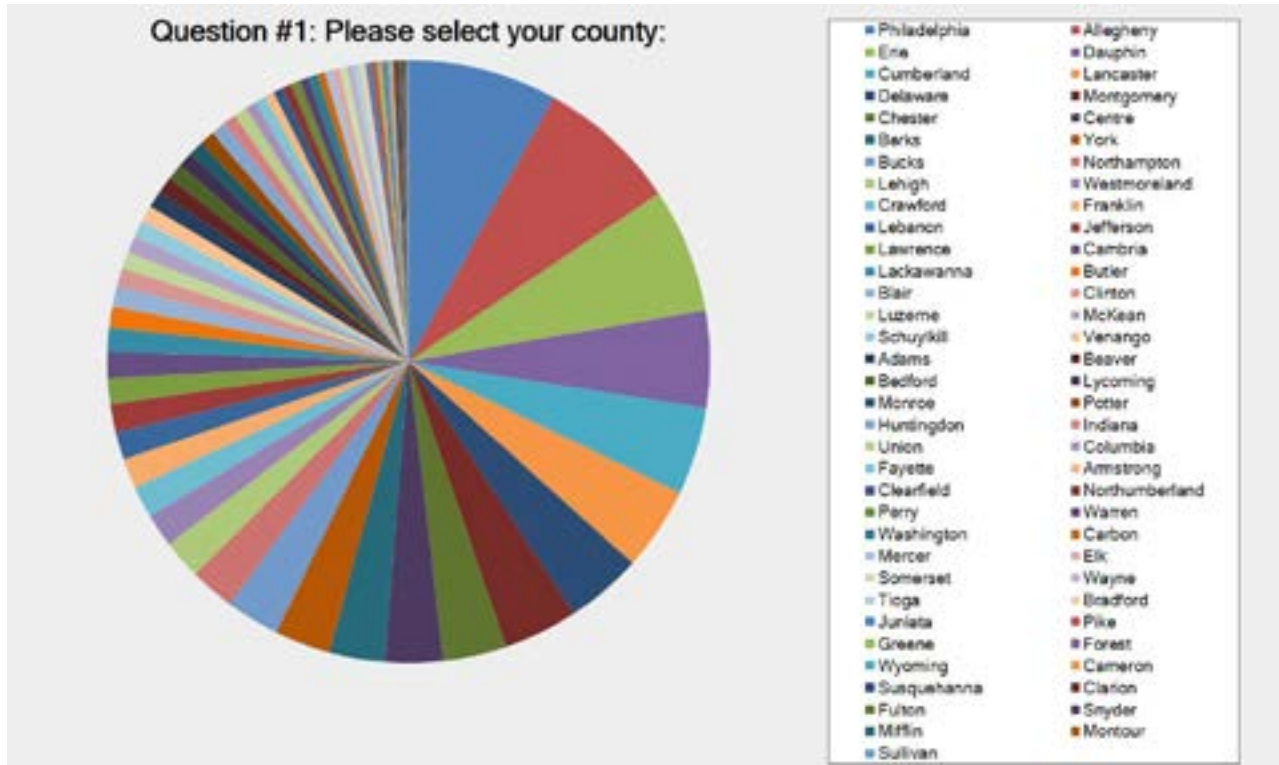
Preservation Terminology – National Park Service – Archeology and Historic Preservation:  
Secretary of the Interior’s Standards and Guidelines

[http://www.nps.gov/history/local-law/arch\\_stnds\\_10.htm](http://www.nps.gov/history/local-law/arch_stnds_10.htm)

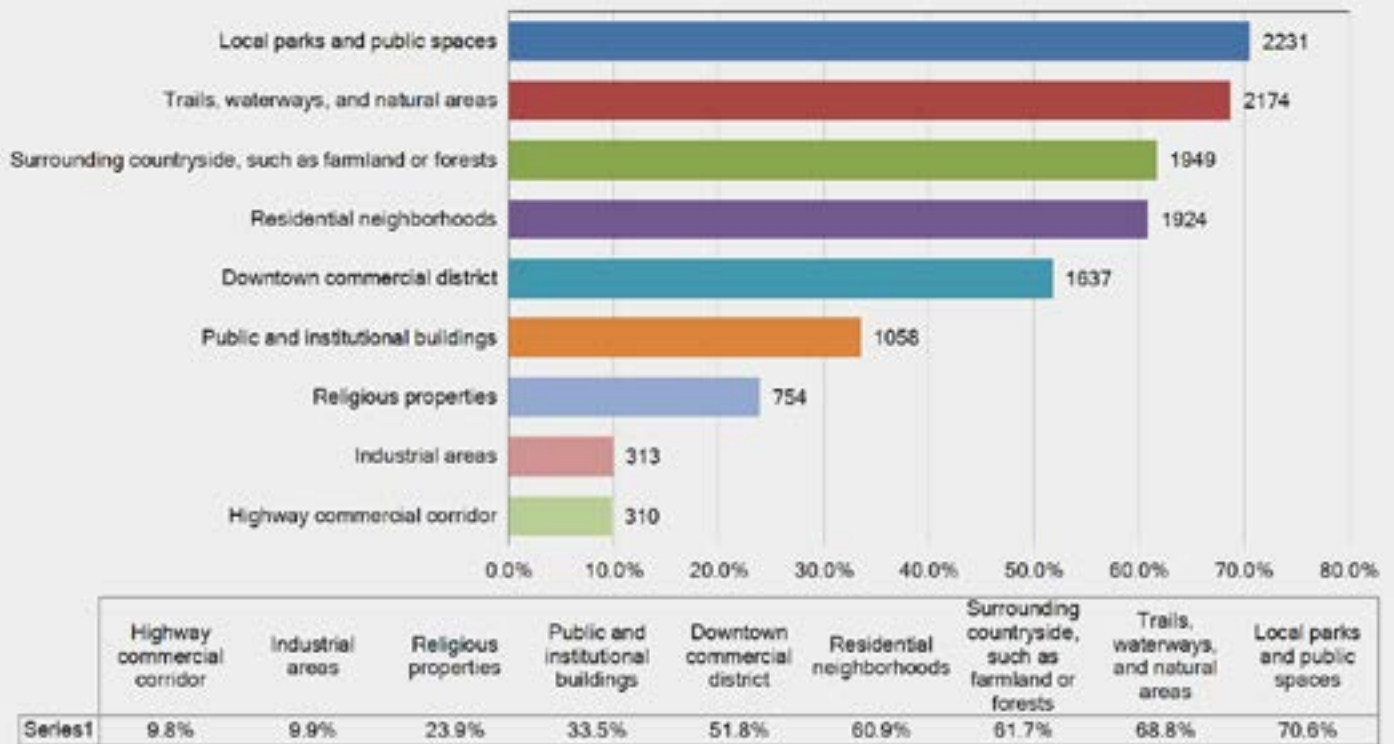




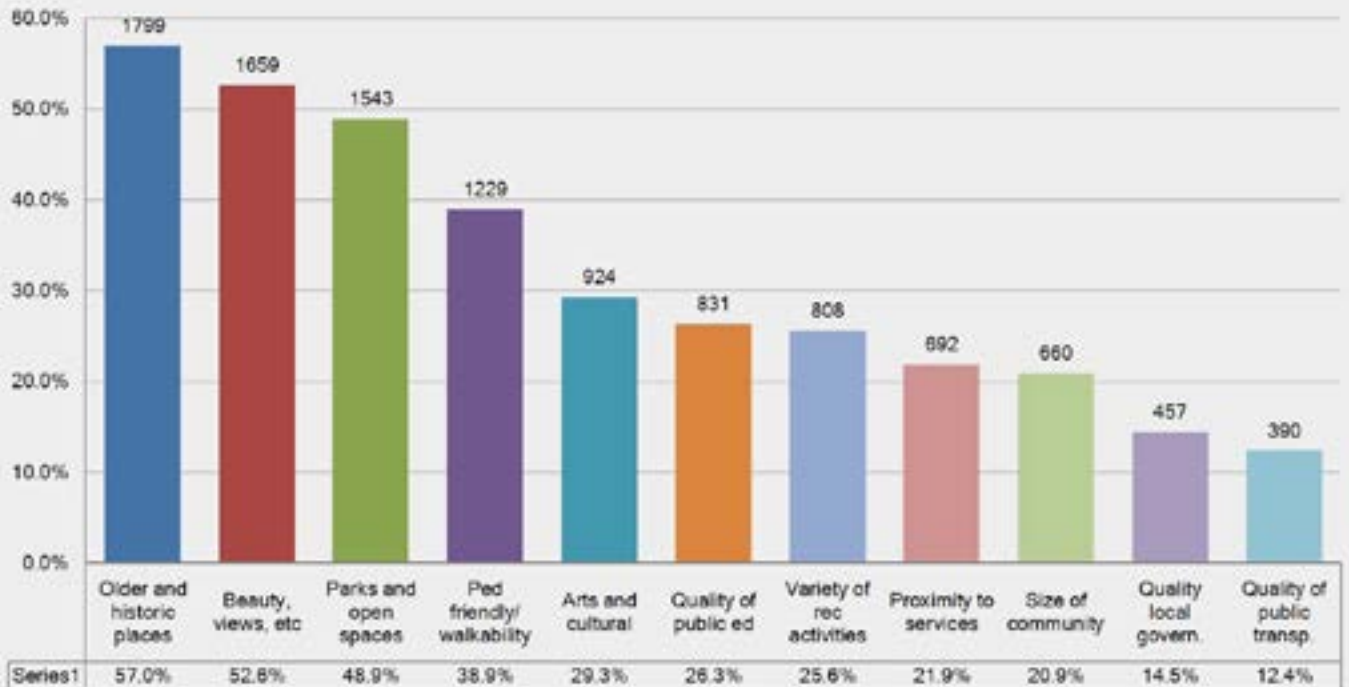
## B. ONLINE PUBLIC SURVEY: QUESTIONS AND SUMMARY RESPONSES



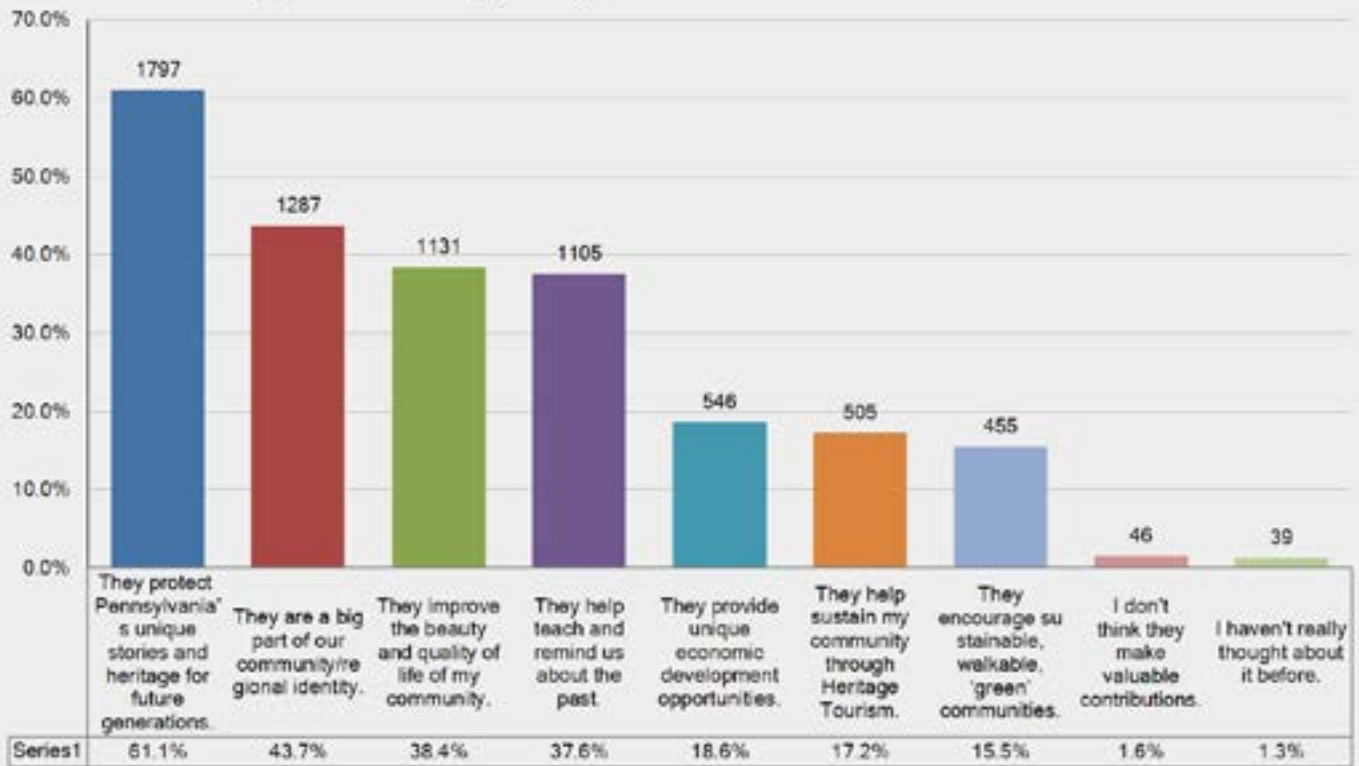
**Question #4: Which of the following places best reflect what you value about your community? Please select all that apply.**



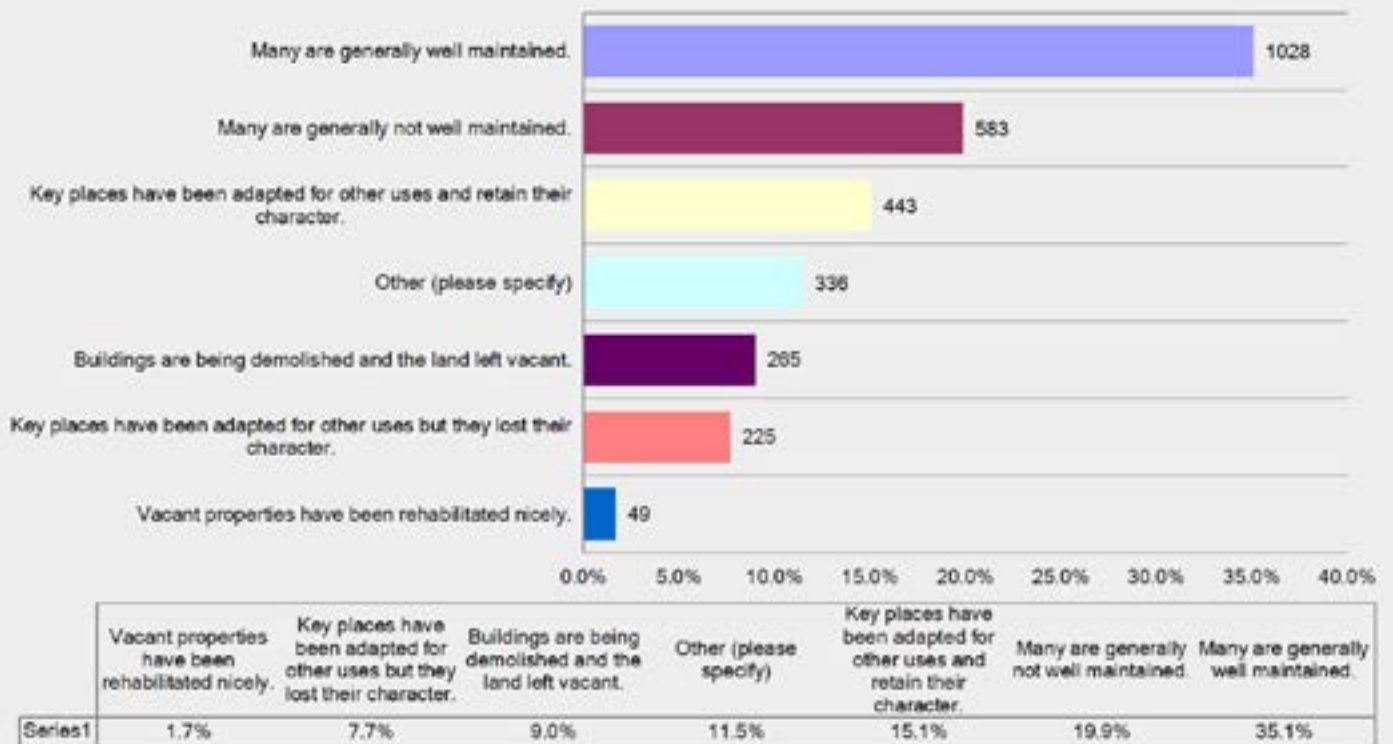
**Question #5: Which resources most enhance your community? Please select 3.**



**Question #6: What contributions do you think older and historic places make to your community or region? Please choose no more than 2.**

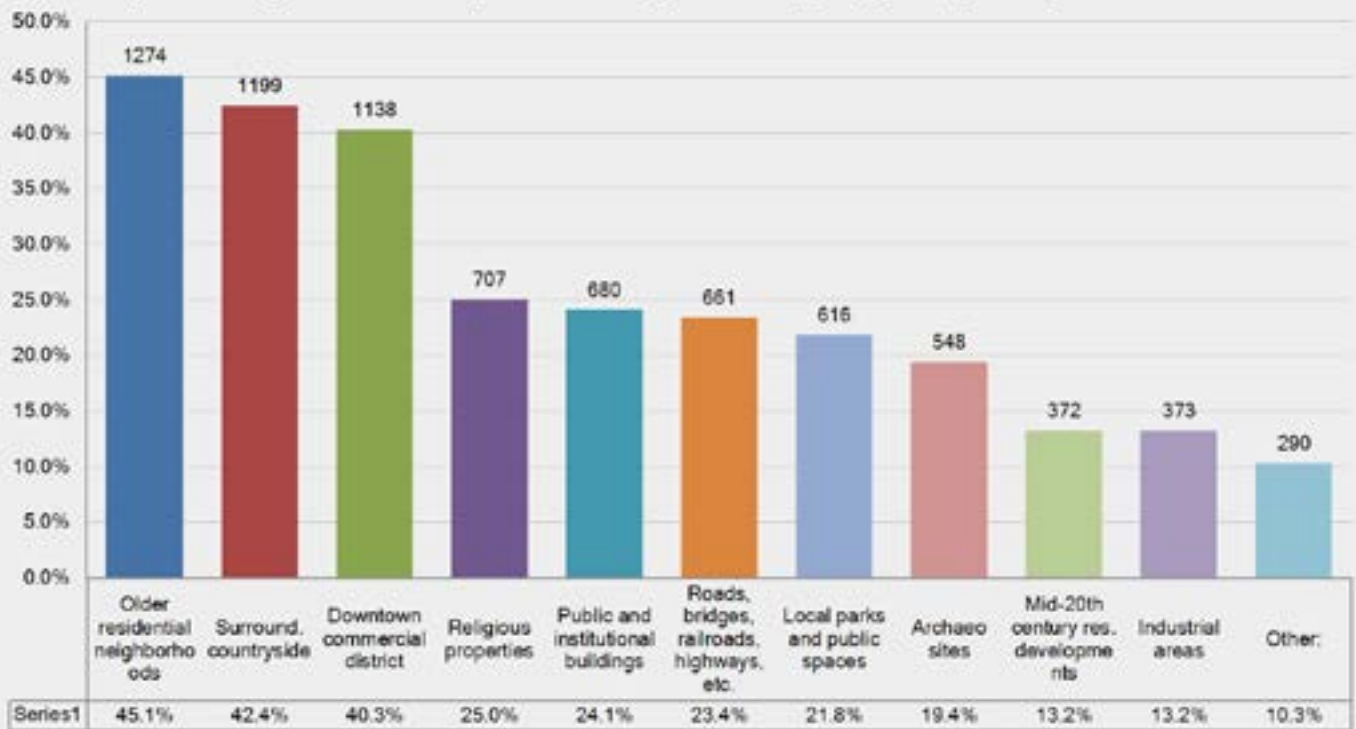


**Question #7: Overall, what do you notice about the condition of older and historic properties in your community? Please select one.**

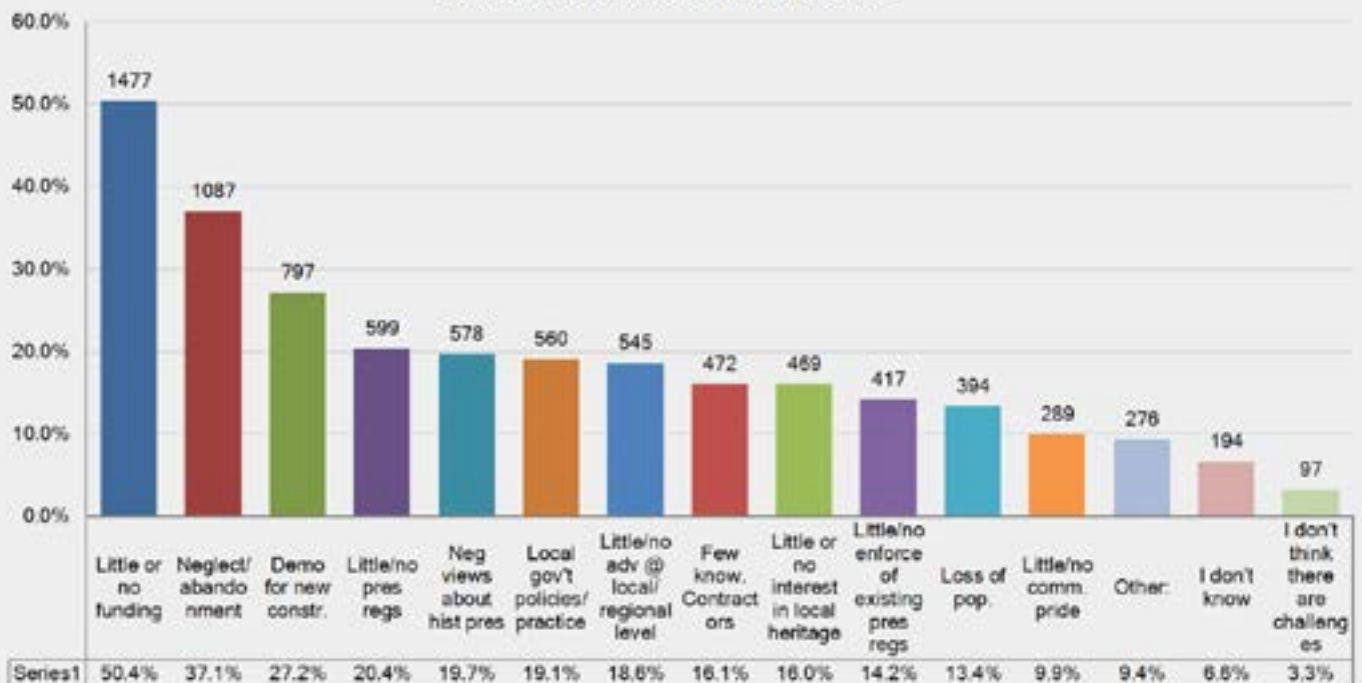




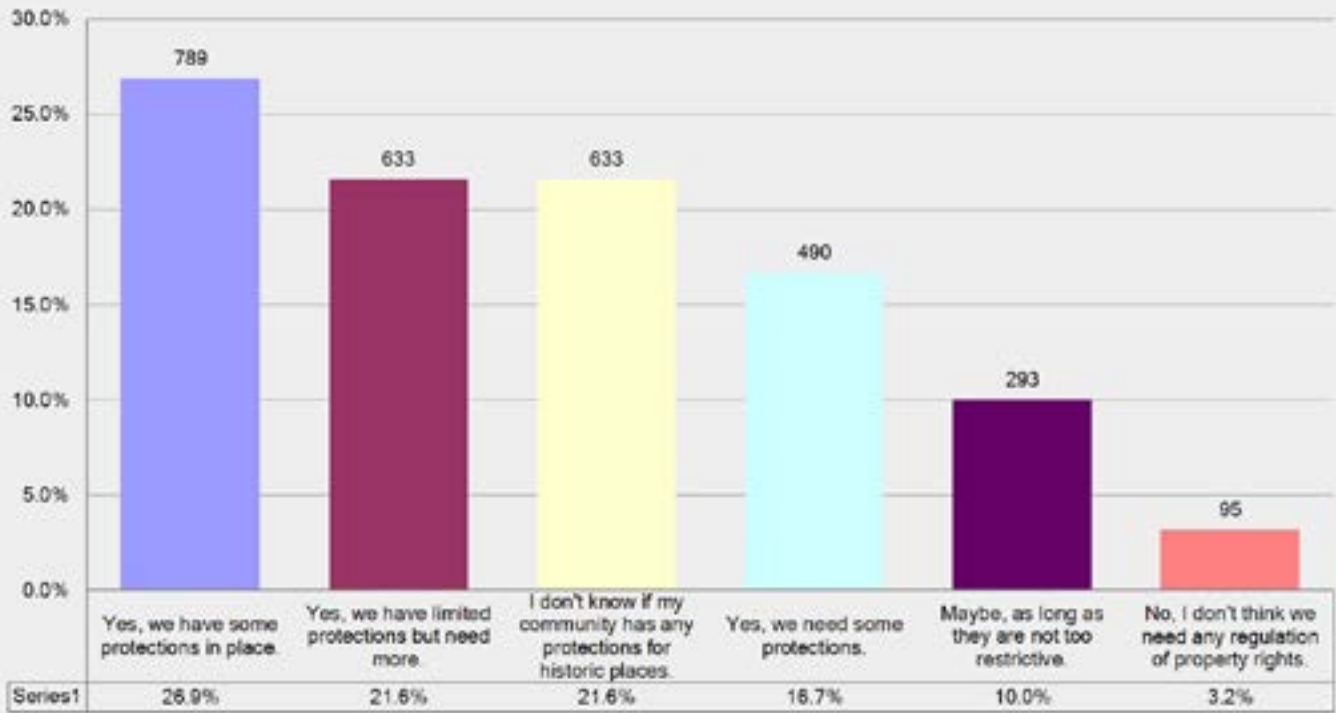
**Question #8: Are you worried that any of the following older and historic places in your community are in danger of being negatively changed or lost?**



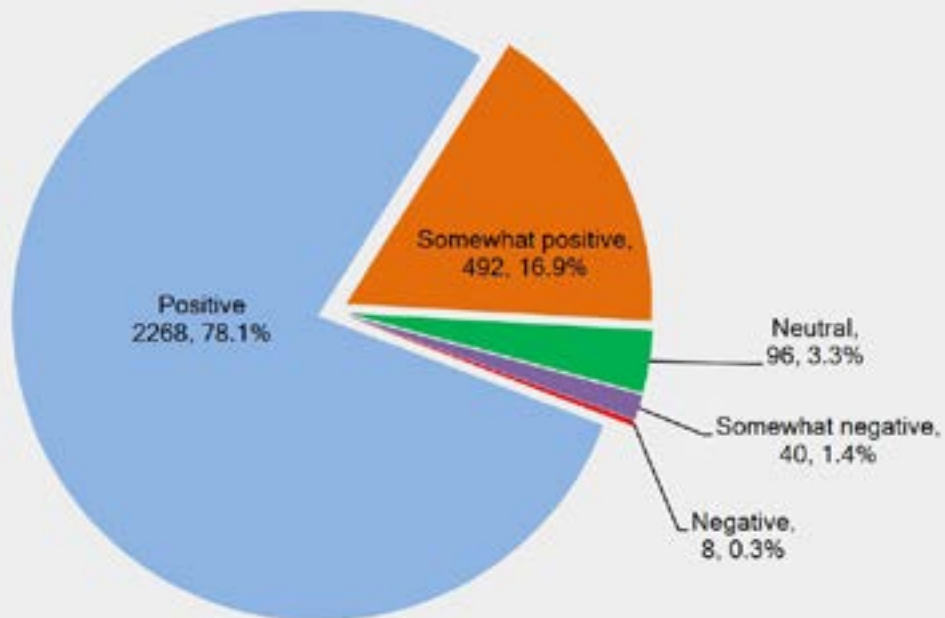
**Question #9: What challenges are there in your community to protecting older and historic places in your community?**  
Please choose no more than 3.



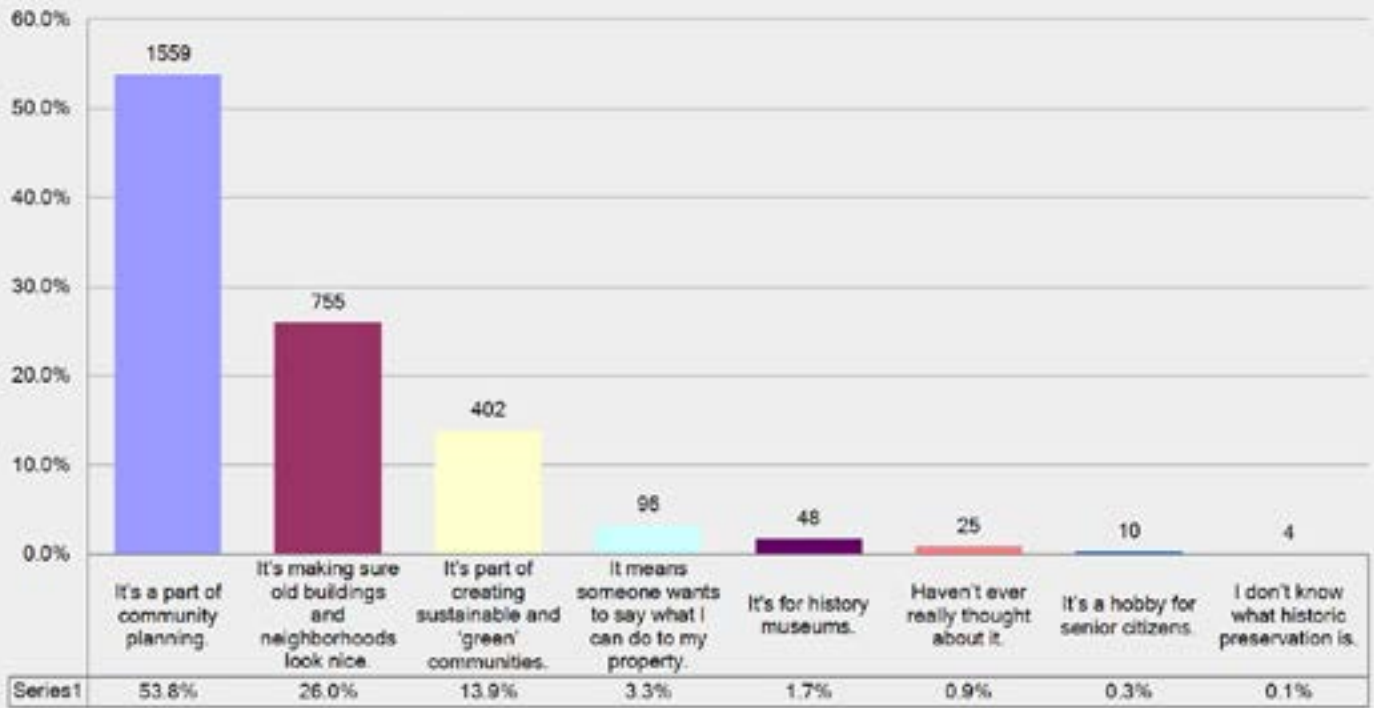
**Question #10: Do you think your community could or does benefit from local historic preservation protections, such as a local historic district or a zoning ordinance? Please select 1.**



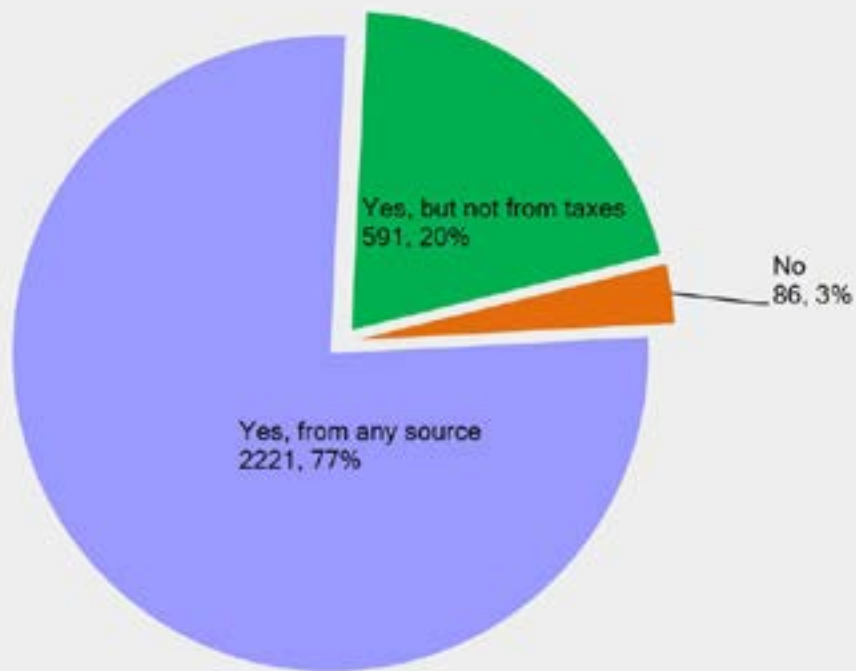
**Question #11: Do you have a positive or negative view of historic preservation?**



**Question #12:**  
**What do you think when you see or hear the words "historic preservation"? Please select 1.**

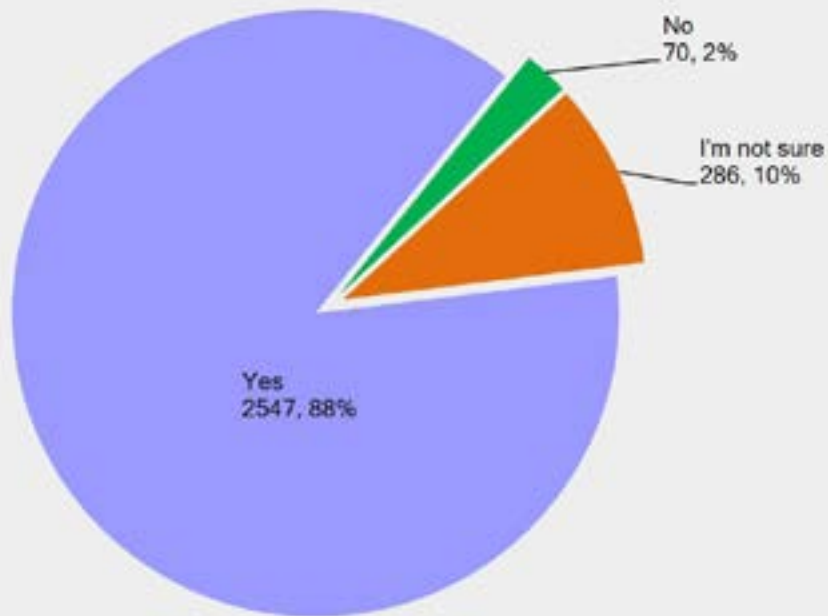


**Question #13:**  
**Do you believe that public funds should be used to support historic preservation?**

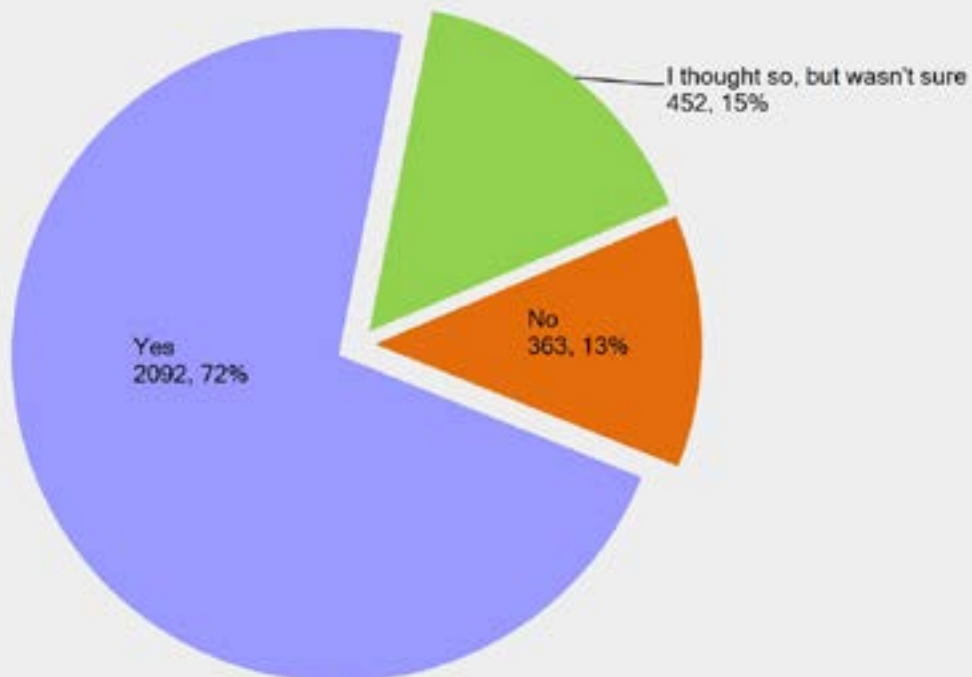




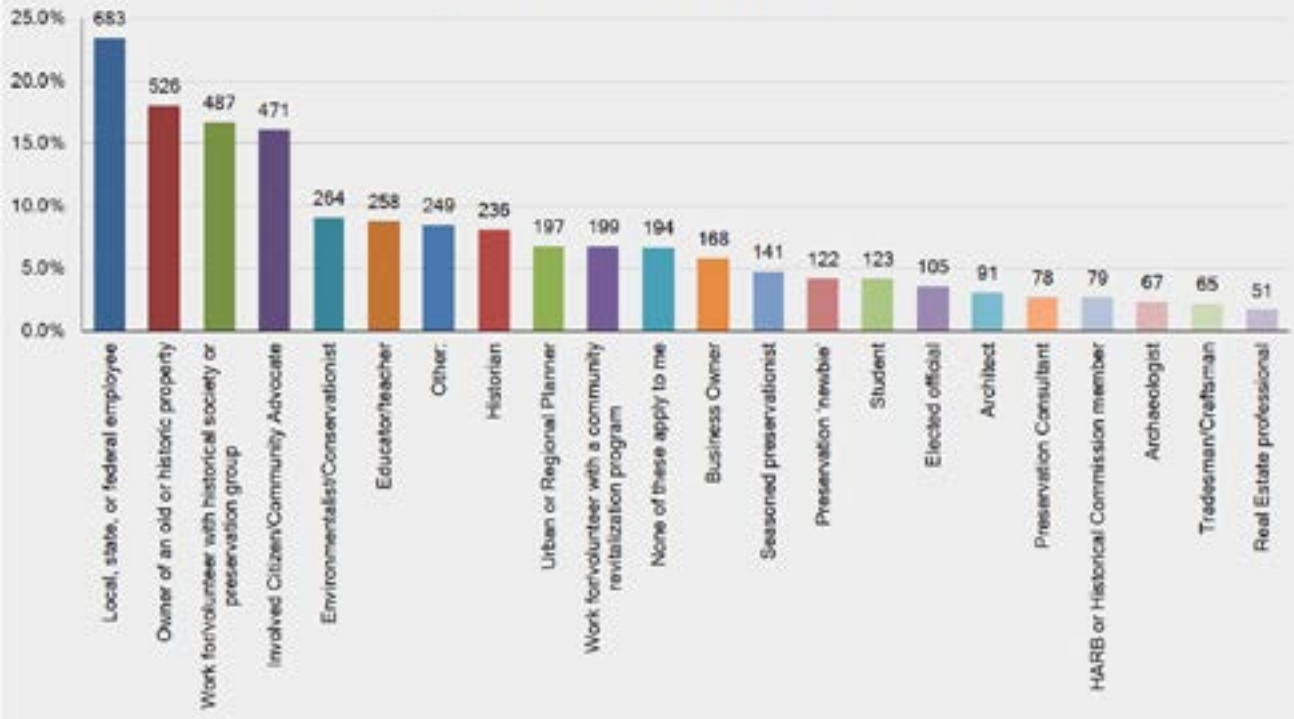
**Question #14:**  
Do you think communities should plan for ways to protect older and historic places from damage or loss from natural disasters and ensure their future preservation?



**Question #15:**  
Did you know that Pennsylvania has a state preservation agency, the Pennsylvania State Historic Preservation Office?



**Question #16:**  
**Which of the following categories best describes you?**  
**Please choose no more than 2.**



## C. PLANNING PARTNERS

### Agency

#### Federal Agency

Federal Emergency Management Agency

#### State Agency

California University of Pennsylvania

Center for Rural Pennsylvania

Penn State Cooperative Extension/Smart Growth Partnership of Westmoreland County

Pennsylvania College of Technology

Pennsylvania Department of Agriculture/Bureau of Farmland Preservation

Pennsylvania Department of Community & Economic Development/Pennsylvania Tourism Office

Pennsylvania Department of Community & Economic Development/Governor's

Center for Local

Government Services

Pennsylvania Department of Conservation & Natural Resources/Bureau of Forestry

Pennsylvania Department of Conservation & Natural Resources/ Bureau of Recreation  
and Conservation

Pennsylvania Department of Conservation & Natural Resources/Bureau of State Parks

Pennsylvania Department of Environmental Protection/Northcentral Regional Office

Pennsylvania Department of General Services/Bureau of Real Estate

Pennsylvania Department of General Services/Public Works Bureau of Pre-Construction

Pennsylvania Department of Human Services

Pennsylvania Department of Labor & Industry/Bureau of Occupational & Industrial Safety,

Accessibility Advisory Board

Pennsylvania Department of Military & Veterans Affairs/Pennsylvania

National Guard

Pennsylvania Department of Transportation

Pennsylvania Emergency Management Agency

Pennsylvania Fish & Boat Commission

Pennsylvania Historical & Museum Commission/Bureau of Historic Sites & Museums,  
Old Economy Village

Pennsylvania Historical & Museum Commission/Pennsylvania State Archives

Pennsylvania Housing Finance Agency

Pennsylvania Infrastructure Investment Authority

Pennsylvania Public Utility Commission

#### Regional Agency

Delaware Valley Regional Planning Commission

North Central Pennsylvania Regional Planning and Development Commission

SEDA-Council of Governments

Southern Alleghenies Planning & Development Commission

#### County Agency/Organization

Allegheny National Forest Visitors Bureau

Bucks County Community College

Chester County Historic Preservation Network

Destination Gettysburg

Keep York Beautiful

Lackawanna Heritage Valley Authority

Lebanon County Planning Department/Lebanon County Metropolitan Planning Organization

Lycoming County Planning & Community Development Department

Reading Metropolitan Planning Organization

Wayne County Department of Planning/GIS

York County Planning Commission

#### Municipal Agency

Philadelphia Parks & Recreation



## **Nonprofit**

### **Statewide Nonprofit**

10,000 Friends of Pennsylvania  
AIA Pennsylvania  
Association of Independent Colleges & Universities of Pennsylvania  
Housing Alliance of Pennsylvania  
Marcellus Shale Coalition  
PA Museums  
Partners for Sacred Places  
Penn State/Hamer Center for Community Design  
Pennsylvania Archaeological Council  
Pennsylvania Association of Housing & Redevelopment Agencies  
Pennsylvania Builders Association  
Pennsylvania Council for Social Studies  
Pennsylvania Downtown Center Inc.  
Pennsylvania Environmental Council  
Pennsylvania Growing Greener Coalition  
Pennsylvania Historical Association  
Pennsylvania Humanities Council  
Pennsylvania Land Trust Association  
Pennsylvania Municipal League  
Pennsylvania Recreation & Park Society  
Pennsylvania State Association of Boroughs  
Preservation Pennsylvania  
Rails-to-Trails Conservancy  
University of Pennsylvania/Graduate Program in Historic Preservation

### **Regional Nonprofit**

Conestoga Ridge Road Byway  
Cumberland County Historical Society  
Delaware & Lehigh National Heritage Corridor Inc. and National Canal Museum  
Design Advocacy Group of Philadelphia  
Downtown York  
Endless Mountains Heritage Region  
Germantown United CDC  
Greater Carlisle Project/Heart & Soul Initiative  
Green Building Alliance  
Lincoln Highway Heritage Corridor  
Lumber Heritage Region of Pennsylvania Inc.  
Mid-Atlantic Regional Center for the Humanities  
National Road Heritage Corridor  
Natural Lands Trust  
Oil Region Alliance of Business, Industry & Tourism  
PA Route 6 Alliance  
Pittsburgh History & Landmarks Foundation  
Pittsburgh Parks Conservancy/Grand View Scenic Byway  
Preservation Alliance for Greater Philadelphia  
Preservation Erie  
Preservation Pittsburgh  
Rivers of Steel National Heritage Area  
Schuylkill River National Heritage Area  
South Mountain Partnership/Appalachian Trail Conservancy  
Susquehanna Heritage  
Visit Crawford County  
Young Friends of the Preservation Alliance

## D. ISSUE BRIEFS

### ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

#### Related Issues:

ISSUE 2: Pennsylvania has an incomplete network of historic preservation leaders, advocates and allies.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

ISSUE 7: Pennsylvania's historic communities are increasingly vulnerable to flooding, which threatens resources and community character. *This issue is currently under study by PHMC; a revised description of this issue is expected upon study completion*

#### Related Themes from Public Engagement:

X	Attitudes/Perceptions	X	Demographics		Economics	X	Education
X	Incentives	X	Leadership	X	Local/Municipal	X	Planning
	Resource Specific:						

#### Definition and Context:

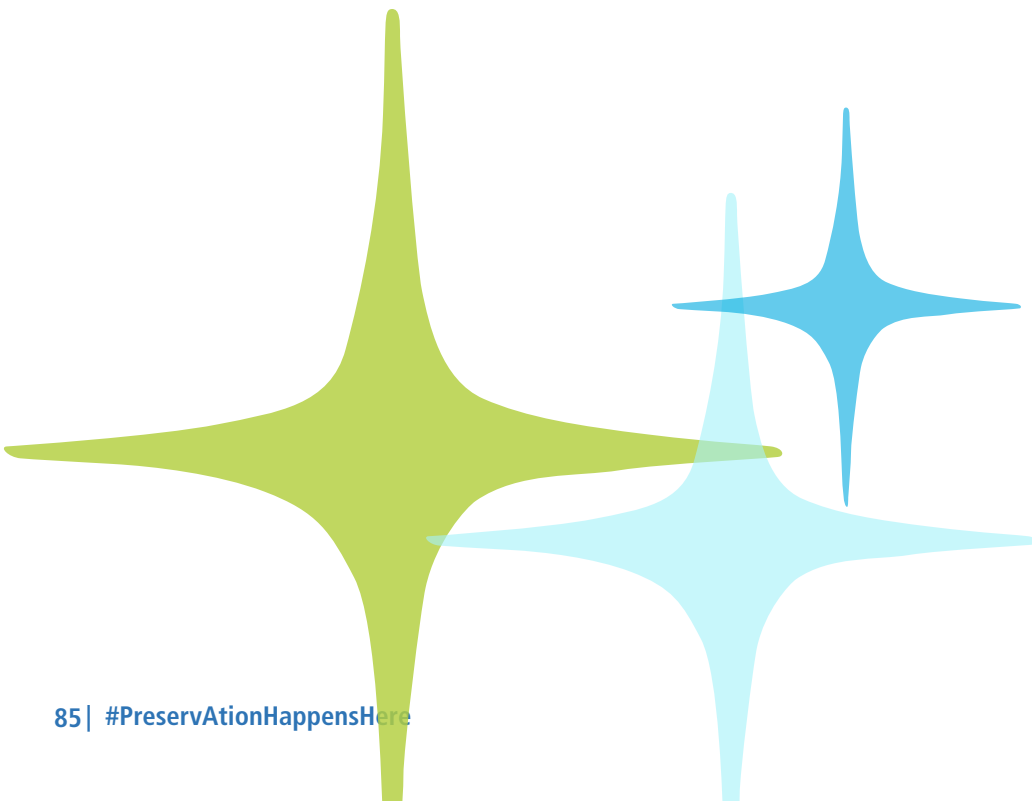
- I. The quality of municipal planning is inconsistent across the commonwealth. Although many municipalities have comprehensive plans, particularly in the southern half of the state, these plans vary greatly in their level of thoughtfulness and innovation related to preservation of a sense of place. Many municipalities do not have an enabling climate for historic preservation. They combine a variety of planning tools to address issues of redevelopment, infill construction, infrastructure development and codes, which may or may not include preservation ordinances or perspectives. In some communities, ordinance administration focuses on technical deficiencies and offers little or no suggestion of alternative approaches that may better fulfill community goals and fit community character. In some communities, this compliance review is the only planning that occurs.
- II. Some places lack elected and appointed leadership with a vision for the community's future (that includes its past and present) and the implementation strategy and resources needed to enable or catalyze that future to occur.
- III. Only a small number of municipalities use the two municipal-level historic preservation planning programs, Act 167 or Certified Local Government, available in Pennsylvania. To date, there are 158 local historic districts certified under Pennsylvania's Act 167 in 96 (0.04%) municipalities. There are 45 municipalities (0.02%) designated as Certified Local Governments through a National Park Service program administered by PA SHPO.
- IV. The Municipalities Planning Code contains language related to historic preservation and the mandate for municipalities to address historic resources in their comprehensive plans and ordinances; however, this language lacks the kind of structure and definition needed to help municipalities integrate historic resources into comprehensive plans and ordinances in a thoughtful manner.
- V. Many municipalities lack sufficient staff resources (in number and skill) to administer zoning or other planning-related programs. Municipalities without dedicated planning staff often rely on county planning commissions or private consultants to develop plans and administer zoning ordinances.
- VI. Historic resources and preservation programs are often politically contentious issues, resulting in bare attention in planning documents without strong integration into other planning elements, such as transportation, housing or economic development, and their community development objectives.

## Causes and Influences:

1. Some elected officials, municipal staff and/or the public perceive planning, in general, as a waste of time and ineffective, with no real power to affect development, how it is done, or how it impacts their community.
2. Planning takes time and effort (and cost), whether led by in-house planning staff or by hired consultants.
3. Fear of costly legal challenges to a historic preservation vision and its resulting strategy stem from an inadequate understanding of the legal basis for planning and preservation.
4. Lack of knowledge to identify preservation opportunities and/or perform or advise/oversee historic preservation activities (planning or projects) gets in the way of even considering preservation activities.
5. Municipal leaders and the public often view historic preservation negatively or associate it with a particular place, such as a local historical landmark or house museum. They see historic preservation as only a property rights issue rather than a planning tool to manage change within their communities.
6. There are few incentives available to encourage and support municipalities to meet their planning responsibilities, particularly with regard to the historic preservation component of their comprehensive plans.

## Potential Implications for Historic and Cultural Resources

- A. Historic and cultural resources are unidentified and undervalued, individually and collectively, as elements of the community fabric and opportunities for economic revitalization.
- B. Review of a single development proposal for its site-specific change often lacks perspective on systemic impacts (or impacts to the community fabric); transportation/traffic is perhaps the exception.
- C. Poor planning leads to reactive decision-making wherein historic resources are unidentified, inadequately considered, or even ignored.





## ISSUE 2: Pennsylvania has an incomplete network of historic preservation leaders, advocates and allies.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

### Related Themes from Public Engagement:

X	Attitudes / Perceptions	X	Demographics	X	Economics	X	Education
	Incentives	X	Leadership		Local/Municipal		Planning
Resource Specific:							

### Definition and Context:

- I. There is no established formal network of preservation-oriented organizations working to implement a mutual, coordinated agenda to further preservation in Pennsylvania through education, best practices, policy/planning and legislation. Such an agenda would bring together a variety of individuals, groups and representatives to work collaboratively toward mutual goals.
- II. Existing preservation-oriented organizations (meaning their mission is focused solely or primarily on historic preservation) do not tend to be well connected to each other. When challenges arrive, it can be difficult to engage support, particularly in areas of the state without a preservation network. Collectively, heritage areas tend to be more active than other preservation organizations, and they are among the few groups that operate at a multicounty level.
- III. The most common forms of preservation entities include the following:
  - o Advocates who educate the public and community leaders (and future leaders) about the importance and “how-to” of historic preservation and lead efforts to craft preservation policies and save historic places; these include building- or site-specific organizations and Main Street community revitalization groups
  - o Community members who identify resources that are important to their community identity and character/sense of place
  - o Community leaders who establish and administer policies that protect identified, valued resources
  - o Partners who collaborate to leverage resources/funding for mutual projects and benefits
  - o Supporters who contribute time/effort and funds to historic preservation education, planning and implementation; these include county and regional conservancies with dual land conservation and historic preservation mission and heritage regions
  - o State agency staff who administer the federal and state historic preservation program and are partners in select projects
- IV. A network of preservation activists emerged in the 1970s and grew broad and deep across the commonwealth in the late 20th century but has weakened significantly since 2000 as groups lost momentum because funding for staff and/or programs has been reduced or eliminated, generational turnover has left groups without leadership, and membership has waned. While many organizations still exist throughout the commonwealth today, much of the state has little or no network to support and assist in preservation policy development/retention, saving threatened places and integrating preservation planning into priorities and projects, such as community development and revitalization, land conservation and heritage tourism at the county or local level.

- Ⓧ. Preservation organizations are active in the two densest regions of the state, while multiple regional and statewide nonprofits strive to support preservation, archaeology, community revitalization and land conservation across the rest of the state. With the exception of a few countywide organizations and heritage areas, community- and regional-level advocates, supporters and partners are scarce or missing.
- ϷI. • Preservation Pennsylvania is the only statewide nonprofit organization focused specifically on historic preservation issues. The organization maintains a board of directors with members from across the state and a small staff, but persistent capacity issues have hampered their ability to have broad impact throughout the state.
- ϷII. • State and national heritage areas cover many portions of the commonwealth, particularly areas with historic ties to industry and with significant natural resources, such as rivers and forests. Heritage area management entities vary greatly in terms of capacity and emphasis. Some heritage areas routinely offer preservation-oriented programs and many support preservation projects through subgrants.
- ϷIII. • The Preservation Alliance for Greater Philadelphia is a large regional organization in southeastern Pennsylvania. Although the organization’s service area includes Philadelphia and surrounding counties, its principal area of concern is the city.
- IE. • The Pittsburgh History & Landmarks Foundation (PHLF) and Preservation Pittsburgh are regional preservation organizations in southwestern Pennsylvania with interests in advocacy, planning and, in the case of PHLF, historic real estate development.
- IE. • There are several established county-level organizations and numerous local preservation-oriented groups throughout the state. Although there is no formal census of these organizations, anecdotal evidence suggests that these groups are most prolific in the southern half of the state and in larger metropolitan areas such as the Lehigh Valley, Chester County and Erie County.

## Causes and Influences:

1. Cultural shifts in residential and work locations (increased commute time), disposable income, leisure time and activities, and competition with other causes (environmental or not) have impacted civic engagement.
2. Public perception about the connection between historic preservation and property rights can make discussions about the significance of a place and the importance of its protection challenging. The same cannot be said for books, documentaries and films that tell the stories that make up history.
3. The generation that created and grew the preservation network is nearly gone; few are able to actively participate. The Millennial generation, however, shows a stronger interest in the character of place and may take interest.
4. There is a lack of financial resources for network development, as well as for staff and programming
5. There are strong attitudes and perceptions that older and historic places, either individually or collectively, are not valuable and/or not a high priority for strained public and private resources.
6. The public (such as property owners, elected leaders and municipal staff) often perceive preservationists as reactive and bothersome, standing in the way of progress, economic development, and more important community priorities. Preservationists, whether advocates or professionals, whose behavior reinforces this perception or are well-meaning but misinformed often perpetuate myths about “hysterical” preservation.

## Potential Implications for Historic and Cultural Resources:

- A. Historic preservation has lost capacity and momentum as the preservation network has declined at the local and regional levels.
- B. Historic resources that have “come of age” since the 2000s are at greater risk of loss and impact from modern development.
- C. The public finds it difficult to understand the historic significance and importance of historic resources that were built during their lifetimes, threatening the preservation of historic resources built after World War II.

**ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.**

**Related Issues:**

ISSUE 2: Pennsylvania has an incomplete and fractured network of historic preservation leaders, advocates and allies.

ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

ISSUE 5: Cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment and deferred maintenance.

ISSUE 6: Pennsylvanians have a limited understanding of and appreciation for archaeology.

**Related Themes from Public Engagement:**

X	Attitudes / Perceptions		Demographics	X	Economics	X	Education
X	Incentives	X	Leadership	X	Local/Municipal	X	Planning
X	Resource Specific: archaeology, cemeteries and burial places, residential neighborhoods, churches						

**Definition and Context:**

- I. A wide range of individuals and groups need practical knowledge and tools to be or to become “good stewards” of historic places. They include, but are not limited to, the public, homeowners, plan and policy makers, preservation groups (nonprofits), code enforcement officers, property owners/managers, and even contractors providing services.
- II. “Knowledge and tools” includes access to information about historic preservation, the benefits of preservation planning, and value and appreciation of historic places (including archaeological sites) presented in a variety of manners to all Pennsylvanians.
- III. Across Pennsylvania, in all types of communities, property owners, particularly in residential neighborhoods, struggle with maintaining their historic properties because they:
  - o lack ability, time or financial resources for structural and cyclical maintenance
  - o don’t understand the importance of cyclical maintenance for older buildings
  - o lack the knowledge to perform or advise/oversee historic property maintenance
  - o have limited access to qualified contractors and consultants and appropriate materials
- IV. Communities need broad, comprehensive education about local history, historic places in their communities, community identity, historic preservation, and the tangible and intangible value and benefits to everyone. Public education needs to be inclusive and accessible. Peer-to-peer knowledge transfer of successful tools (policies and practices), and lessons learned from less-than-successful efforts are critically important, but training, tools, products and services are needed.
- V. The preservation toolbox is lacking consistent, credible, practical and accessible resources to educate audiences and a marketing strategy to combat misperceptions.

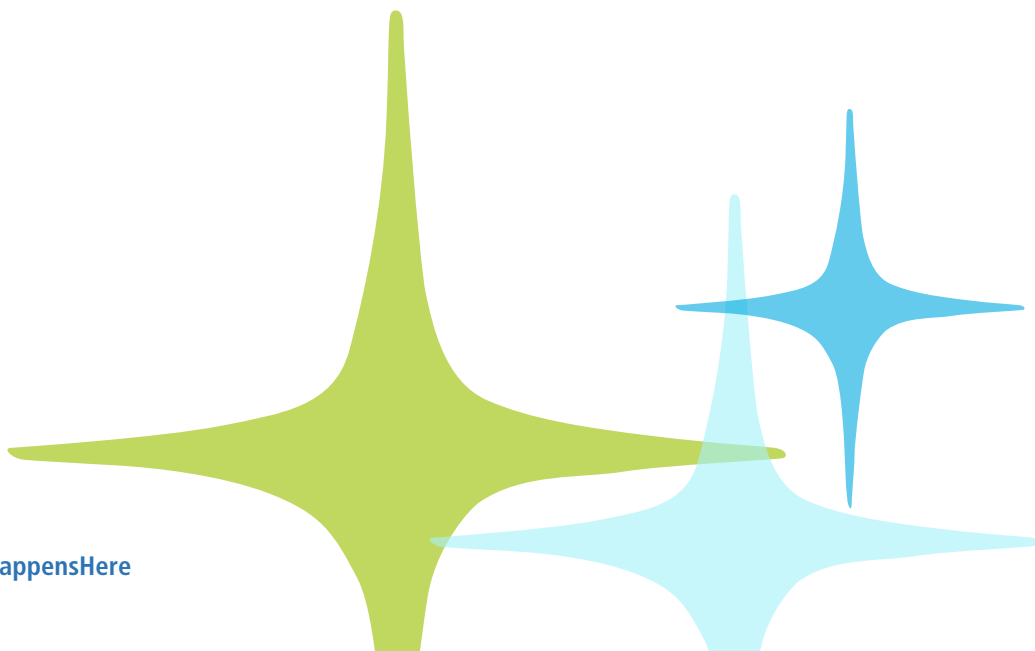


## Causes and Influences:

1. Property maintenance isn't taught; it's learned out of one's need or by one's value for preserving function and/or aesthetic. Property owners are not aware of how to maintain their historic properties. Those who want to steward their properties lack convenient access to practical maintenance guidance.
2. Socioeconomic and cultural trends demonstrate preference for low maintenance structures that require little time, effort or money to maintain.
3. Demographic changes across Pennsylvania, particularly in the northeast, north-central and northwest regions, contribute to the lack of ability and financial resources to maintain historic properties, especially owner-occupied residential buildings. Aging and poorer populations are faced with deteriorating building stock.
4. The standardization and "plastification" of building materials (e.g., windows, doors and trim over locally built styles) has made mass-produced materials less expensive. As a result, traditional materials and custom sizes have become more expensive. Material quality and durability have also declined.
5. Home improvement became synonymous with energy efficiency (which was paramount to appearance/aesthetics/character) after the 1970s energy crisis.
6. A do-it-yourself movement emerged from big box home improvement retailers and home improvement cable channels in the 1990s. Many homeowners are proud to say, "I saved a bundle by doing it myself." Cost savings don't compare to the quality and integrity of a skilled craftsman or contractor services. In addition, big box hardware and lumber retailers squeezed out knowledgeable local suppliers who could also provide referrals to qualified craftsmen and service contractors.

## Potential Implications for Historic and Cultural Resources:

- A. The integrity of single structures and neighborhoods is at risk as properties are lost because of deterioration, deferred or inadequate maintenance, and poor planning. This may also affect the character of many modern structures that could one day be "historic."
- B. Property values may be affected by low quality "improvements."
- C. Inconsistent enforcement of building, zoning and other codes is perceived to stifle rehabilitation, which in turn can lead to blight and demolition. It makes it difficult for owners of historic properties, HARBS/ commissions and preservation advocates to understand and work with municipal priorities.



**ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.**

**Related Issues:**

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

ISSUE 5: Cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment, and deferred maintenance.

**Related Themes from Public Engagement:**

X	Attitudes / Perceptions	X	Demographics	X	Economics	X	Education
	Incentives		Leadership		Local/Municipal	X	Planning
X	Resource Specific: Churches and other types of sacred places						

**Definition and Context:**

- I. Sacred places, such as churches and other places of worship, are landmarks and anchor institutions in many Pennsylvania communities. They are often large, architecturally distinct structures located in community centers.
- II. When religious organizations fold, churches and other places of worship are sold or simply abandoned. These structures may sit vacant for long periods of time, deteriorating from lack of maintenance and becoming targets for demolition or redevelopment.
- III. Some communities want the buildings to remain publicly accessible and in public use.
- IV. Such buildings can be difficult to reuse (or to even imagine reusing), whether for private or public use, because of their design features (e.g., large volumes of space, religious symbolism, limited parking).
- V. Nonreligious owners may make insensitive architectural modifications in adapting the structures for their use. As a result, building and property character are changed and community character may be impacted.

**Causes and Influences:**

- 1. Many mainline Protestant congregations have declined in size because of demographic and cultural changes. Aging populations, combined with cultural trends toward individual faith, not institutional worship—particularly among Millennials—translates into fewer new members attending and financially supporting faith-based institutions.
- 2. The spatial needs of existing congregations have changed and these needs often spur radical alterations to an existing building, demolition of the building, or a new building in the same or new location. Here are some examples:
  - o A congregation ministering through community outreach may need a large flexible room for various events (dinners, concerts, indoor sports).

- o An aging and dwindling congregation may not be able to maintain its building and/or pay for heating, electricity or other utilities for a larger, older building; it may relocate to a smaller, more energy-efficient building. Also, the congregation may not have the organizational or financial capacity to adapt the building to the needs of its older congregants, such as ramps, handrails, elevators and parking.
  - o A growing congregation may not be interested in or able to physically expand their existing building; it may leave in favor of a newly constructed, multiuse, reduced maintenance building.
- 3. As longtime residents leave an area, new population groups of different faiths may move in and need different types of worship space than those left by the previous populations.
- 4. Members have become less active in and less financially supportive of church ministry, including property maintenance, resulting in closure or consolidation of congregations.
  - o Less active and less financially supportive members are likely a result of aging population and financial challenges in today's environment.
  - o Cultural shifts affecting where people live, where they work and commute, their hobbies or interests (particularly in families with pre-K–12 children), and their amount of free time have altered how people view a commitment to their religion or faith-based institution.

### **Potential Implications for Historic and Cultural Resources:**

- A. Fewer members and dwindling financial support leads to the closing and/or abandonment of buildings of worship. An example would be Catholic dioceses closing local parish churches and consolidating services.
- B. Faith-based institutions and centers of worship are/were anchor buildings in communities and neighborhoods. As these buildings are abandoned or sold, the surrounding area can also decline or the buildings are developed in ways that are not preservation sensitive or supported by the community.
- C. Churches and other sacred places were designed with strong, visual religious symbolism. Many were also built by immigrant craftsmen skilled in masonry, carpentry, roofing and stained glass, using both native/local and imported materials. These details are not well documented. Changes to these structures can distort or remove the evidence of local history.



## ISSUE 5: Historic cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment and deferred maintenance.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

### Related Themes from Public Engagement:

	Attitudes / Perceptions	X	Demographics		Economics	X	Education
	Incentives	X	Leadership	X	Local/Municipal	X	Planning
X	Resource Specific: Cemeteries/Burial grounds						

### Definition and Context:

- I. The terms “burial grounds” and “cemeteries” include public places and those associated with places of worship as well as private/family plots. The scope of this issue is limited to historic period burials and does not address Pre-Contact (Native American) burial sites, which are addressed in Issue 6 about understanding and appreciating archaeology.
- II. While Title 9 of the Pennsylvania Consolidated Statutes addresses the long-term management of cemeteries and burial places, Pennsylvania’s legal framework for the management and treatment of cemeteries, burial places and human remains is incomplete; it does not adequately address issues related to unmarked or abandoned burial places.
- III. Management of burial grounds and cemeteries includes maintenance and repair of markers, lawns and landscaping, property boundaries/fencing, and safe access for visitors, as well as records management.
- IV. Burial grounds and cemeteries are vulnerable to redevelopment in all contexts and community types.
  - o They may be known but inactive (no more burials) and abandoned with no active steward.
  - o They may be known and active but with dwindling resources for long-term management.
  - o They may not be known to present-day generations because of the removal of above-ground markers or other clues and could be inadvertently unearthed.

## Causes and Influences:

1. Many stewards of historic burial places and cemeteries face significant maintenance responsibilities with extremely limited financial resources. Stewards include religious institutions (some that face their own sustainability challenges as discussed in Issue 4), nonprofit associations, and even volunteer caretakers.
2. Increasingly Americans are choosing cremation over casket burial. Environmental ethics (land conservation), lower cost, and options for placement of the ashes are among the reasons for this trend. This shift has resulted in fewer burials, and thus reduced revenue for operations, at burial places and has drawn community attention and appreciation away from burial places.
3. As more Americans move away from the areas in which their families have lived for generations, they are less likely to visit burial places and cemeteries and be advocates or financial supporters for care and maintenance.
4. Burial places and cemeteries associated with African American history and culture are particularly threatened, especially outside of the greater Philadelphia and Pittsburgh areas, in part because of their locations, diminishing church congregations, infrastructure and other development, and the public's lack of awareness.
5. Burial grounds and cemeteries with small, ground-level markers or no markers lack visual clues to their presence and significance, and are easily overlooked in the landscape.
6. Unmarked graves are unlikely to be accounted for in a project planning process.

## Potential Implications for Historic and Cultural Resources:

- A. People who unearth human remains are uncertain how to respectfully handle, relocate and rebury them.
- B. Development projects, particularly in urban environments, may continue to unearth former burial places and cemeteries. Property owners pushing for projects to stay on schedule and on budget may ignore, or be resistant to, calls to delay or stop work for adequate study and reburial.
- ⊗. Public projects may also reveal the location of unmarked graves, burial places and cemeteries. When this occurs, both the resource and the project are at risk.
- ⓓ. The loss of burial places and cemeteries disconnects descendant communities from their past and our collective past. They can be one of the places that reflect a community's culture and history.
- E. Historic period cemeteries and burial places should not be treated as archaeological sites for fear that they would be disturbed and disrespected by caretakers, the public and families.

## ISSUE 6: Pennsylvanians have a limited understanding of and appreciation for archaeology.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

### Related Themes from Public Engagement:

X	Attitudes / Perceptions		Demographics		Economics	X	Education
	Incentives		Leadership		Local/Municipal	X	Planning
X	Resource Specific: Archaeology						

### Definition and Context:

- I. Like historic preservation at large, archaeology has struggled to define its relevance to modern society. Archaeology has the ability to bring information from our past to bear on present-day social, environmental and political problems such as environmental sustainability, warfare, urbanism and conservation. Archaeology adds a new layer of depth to a person’s—and a community’s—sense of place.
- II. Many people view archaeology as “the broken remains” of ancient cultures or Native Americans, rather than considering the underground evidence of recent and long-ago citizens who shared the same space.
- III. Historical archaeology often focuses on giving voice to the voiceless in our historical record, such as slaves, women, children and ethnic minorities.
- IV. Archaeology includes the first-hand experience of “discovering” and “uncovering” the past.
- V. Pre-Contact (Native American) burial sites are part of this issue, but not all prehistoric sites are burial grounds.

### Causes and Influences:

1. Archaeological resources have few if any surface-visible clues; they can be hard to identify and plan for.
2. Identifying archaeological resources can be somewhat costly and labor-intensive. Methods such as geophysics, metal detecting, local probability models, and comprehensive historical research can help with planning and potentially offset costs.
3. Often, resources are collected and/or sites excavated but never recorded with SHPO for inclusion in the GIS database of known sites across Pennsylvania.
4. A lack of cultural resources staff within state land management agencies makes identifying, documenting and planning for archaeological sites within our large public landscapes challenging.



5. Regulations that exempt certain project types from cultural resources review (for example, new gas wells under 10 acres) may cause damage or destruction of archaeological sites.
6. Pennsylvania lacks a coherent structure for communication among educational institutions, agencies and advocates. This inhibits building consensus for an accepted research agenda to fill gaps in our knowledge (or understanding) of the historic and prehistoric past.
7. Findings and results from archaeological research, site investigations, and reviews are not distributed to the public in a consumable way. Information and findings don't find their way into community histories. (The same can be said for aboveground historic resources.)
  - In many cases, the location of archaeological sites cannot be shared with the public because of the threat of looting and other similar concerns. Some interpret this as "no information can be shared." This situation is similar to the need to protect rare, threatened or endangered species in their environments.
  - Archaeologists need to be conscious about communicating to the public (and lay historians who can help share news with the public) and providing more participatory activities for the public that connect to their community history.
8. Archaeological findings too rarely connect with aboveground historical research findings (and vice versa) to tell a cohesive story of the past and present.
9. The pop culture perceptions of archaeology (Indiana Jones, Laura Croft) has shaped public misperceptions about archaeology and how it is done.
10. While Title 9 of the Pennsylvania Consolidated Statutes addresses the long-term management of cemeteries and burial places, Pennsylvania's legal framework for the management and treatment of cemeteries, burial places and human remains is incomplete; it does not adequately address issues related to unmarked or abandoned burial places. For example, Native American burial places do not have even the basic protections that historic period burial places have.

### **Potential Implications for Historic and Cultural Resources:**

- A. Unknown or unidentified archaeological sites are at risk from infrastructure and property development, particularly in smaller or private projects not requiring cultural resources review.
- B. If public awareness of the value and benefits of archaeology is not increased, physical sites and knowledge of our past are at greater risk of being lost.
- ⌘. Historical archaeology's focus on daily life and underrepresented stories can create a bridge between the past and the present through tangible objects.
- Ⓓ. Looking for the ways of life and stories of underrepresented groups, such as African Americans, Native Americans and women, can help to better understand their past and present human condition and restore equality in places where it has been

## ISSUE 7: Pennsylvania’s historic communities are increasingly vulnerable to flooding, which threatens resources and community character.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

### Related Themes from Public Engagement:

Attitudes /Perceptions	X	Demographics	X	Economics		Education
Incentives		Leadership	X	Local/Municipal	X	Planning
Resource Specific:						

### Background:

As part of the Disaster Relief Appropriations Act (P.L. 113-2), designed to streamline disaster assistance related to Hurricane Sandy, the National Park Service awarded more than \$7.6 million in grants to eight states. Early in 2014, PA SHPO was awarded \$1.5 million to help stabilize or repair historic properties damaged by Hurricane Sandy and undertake disaster-related planning initiatives. In accepting this award, PA SHPO agreed to the stipulations of the Hurricane Sandy Grant and Cooperative Agreement, which outlines each of the special conditions of the Hurricane Sandy Disaster Relief program and clarifies PA SHPO’s responsibilities as stewards of the federal funds.

Among the special conditions of the grant and agreement is Special Condition #32, reproduced below, a requirement that PA SHPO integrate considerations for disaster mitigation, response and recovery planning into the next update of the Pennsylvania Statewide Comprehensive Historic Preservation Plan, while also working with the Pennsylvania Emergency Management Agency to ensure historic preservation considerations are sufficiently integrated into the [Pennsylvania State All-Hazard Mitigation Plan \(2013\)](#), [Commonwealth Emergency Operations Plan \(2017\)](#), and State Predisaster Recovery Plan (anticipated in 2019), all for the very first time.

*Special Condition #32 Disaster Planning: The state will be required to address cultural resource disaster planning, response and recovery in its Comprehensive Statewide Historic Preservation Plan, as required in Section 1(b)(3)(c) of the NHPA. This includes, but is not limited to: a review of their existing disaster response and recovery plans, partnerships, and procedures; identifying those areas/historic resource/cultural collections, etc. most vulnerable to and in need of additional historic preservation assistance and expertise in disaster planning, response and recovery; and actively working with their statewide emergency management agencies/organizations to ensure cultural resources are properly considered in all state and local hazard mitigation planning efforts.*

### Definition and Context:

- I. Flooding is Pennsylvania’s most common natural hazard. Storm frequency and intensity, which lead to flood conditions, have increased in recent years. Natural disasters such as fires, hurricane-related damage (other than flooding), tornados, droughts, earthquakes, weather extremes, and snow and ice storms (other than flooding) occur to a lesser extent in Pennsylvania.
- II. Many of Pennsylvania’s historic communities developed along rivers and streams, which provided fresh water supply, inexpensive transportation and mill power. Many historic downtowns—the original community centers, even those blocks from the waterway—are impacted.
- III. Sea levels along Pennsylvania’s river shorelines are projected to rise as a result of climate change. As the Atlantic Ocean level rises, waterways leading from the Delaware and Chesapeake bays through Pennsylvania will rise as a result.
- IV. Sea level rise could increase flood levels and expand flood zones along Lake Erie and the Delaware Estuary shorelines, potentially impacting properties previously designated “outside of the floodplain.”

- V. Repairing a flood-damaged structure can be cost-prohibitive for owners. State and federal property buyout programs provide financial compensation for the owner and often lead to demolition of structures as open space is restored. Damaged resources that do not receive adequate documentation before demolition are lost and community character is changed.
- VI. Hazard mitigation describes sustained actions taken to prevent or minimize the long-term risks to life and property from hazards. Predisaster mitigation actions are taken in advance of a hazard event and are essential to breaking the disaster cycle of damage, reconstruction and repeated damage. With careful selection, mitigation actions can be long-term, cost-effective means of reducing the risk of loss.
- VIII. The Disaster Mitigation Act of 2000 (DMA 2000), Section 322, requires that local governments (communities/counties), as a condition of receiving federal disaster mitigation funds, have a mitigation plan that describes the process for identifying hazards, creating a risk assessment and vulnerability analysis, identifying and prioritizing mitigation strategies, and developing an implementation schedule.
- VIII. Congress authorized the establishment of a federal grant program to provide financial assistance to states and communities for flood mitigation planning and activities. The Federal Emergency Management Agency (FEMA) has designated this Flood Mitigation Assistance (FMA).
- IX. Only rarely, and typically in the wake of a disaster, do preservationists and disaster planners engage in conversations about how shared goals can be met. More commonly, a community's historic preservation plan does not identify natural hazards as threats, and its disaster mitigation plan does not identify the unique predisaster needs or postdisaster benefits of historic resources.

### Causes and Influences:

- E. Pennsylvania's flood hazards are exacerbated by historical settlement along its extensive waterways.
- EA. Both upstream and downstream conditions affect localized flood levels, and communities have little or no control over conditions in either location. Upstream development increases stormwater volumes and upstream flood controls restrict water's access to floodplains, both impacting downstream communities with rising flood levels. Similarly, downstream development and flood controls increase volume and decrease infiltration, creating backwater flooding in upstream communities.
- EB. The 2012 Biggert-Waters Insurance Reform Act legislation and the 2014 Homeowner Flood Insurance Affordability Act have allowed for substantial and significant changes to National Flood Insurance Program policies such as rates charged, surcharges, and reduced or expanded coverage areas.

### Potential Implications for Historic and Cultural Resources:

- EAI. Preservation activities can protect resources and sustain community character post-disaster, making communities more resilient. Pilot planning in Milton, Northumberland County, and statewide post-Hurricane Sandy has identified best/successful practices for integrating historic preservation with hazard mitigation planning.
- EB. There are 849 boroughs and 56 cities in Pennsylvania that participate in the National Flood Insurance Program. Therefore, more than 900 communities in Pennsylvania will experience impacts related to the Biggert-Waters legislation. Increased insurance rates mean flood insurance may no longer be affordable to those living in—or identified as living in—a floodplain.
- EC. Most notable impacts include the increased cost of flood insurance for individual property owners. When aggregated, however, these increased costs associated with living in historically affordable locations will change the dynamics of living and doing business in many communities throughout the country. Much of the northeastern United States has its roots and economies built around towns that are located along waterways. Each of Pennsylvania's major waterways supports dozens of population centers, all of which were established long before the National Flood Insurance Program was enacted.
- EI. Integrating preservation planning and disaster planning can play a significant role in community resilience. Preservationists and disaster planners can improve prospects for collaboration by improving the quality of data on at-risk historic resources.

## ISSUE 8: The financial realities facing Pennsylvanians and their municipalities hinder preservation efforts that have the potential to bring economic benefits and rally pride in communities.

### Related Issues:

- ISSUE 1: Pennsylvania does not have a strong local planning culture or adequate policies, tools, and resources to (or that) thoughtfully incorporate historic resources into municipal planning efforts.
- ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.
- ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

### Related Themes from Public Engagement:

	Attitudes / Perceptions	X	Demographics	X	Economics		Education
X	Incentives		Leadership	X	Local/Municipal	X	Planning
	Resource Specific:						

### Definition and Context:

- I. Property owners and communities, particularly residential and smaller economically challenged ones, lack the financial resources to carry out any preservation activity or hire knowledgeable help.
- II. Financial needs run the gamut from building repairs to organizational support to redevelopment opportunities. For many property owners, the cost of period- and character-appropriate replacement materials (whether required or just desired) is prohibitive.
- III. Municipalities interested in historic preservation often lack the financial resources to plan for historic properties. This includes access to professional planning and preservation assistance to identify needs and assets, survey existing buildings and neighborhoods, and integrate preservation with community and economic development goals.
- IV. In smaller communities, elected leaders, municipal staff and property owners are often not aware of the available assistance and incentives for preservation, as well as how programs not identified specifically for preservation can be used to support preservation work.

### Causes and Influences:

1. Changing demographics, particularly in northern and central Pennsylvania, have reduced the size and wealth of municipal tax bases. Many municipalities struggle to provide even basic services.
2. Actual or perceived costs of preservation are prohibitive, particularly if required to adhere to local regulations. Contributing to this perception is the transient nature of American society. The average property owner doesn't stay in their house long enough to recoup the investment or appreciate the benefit of quality maintenance and improvements.
3. Economic development, as public investment, is used to justify demolition of historic properties.
4. Real estate valuations and return on investment are two economic factors that influence the retention and reuse of historic properties.



- Ⓐ. Economic investment in preservation is shown to bring positive benefits to the local economy and community character through heritage tourism, improved property maintenance, and fewer vacant properties. The negative perception persists that preservation activities and protections threaten the local economy through tax increases and other financial burdens.
- Ⓑ. The existing State Historic Tax Credit program is limited in its ability to assist most property owners undertaking redevelopment projects because of the limited amount of funds available and restrictions on its use and distribution.
- Ⓒ. The Federal Historic Tax Credit program has been successful in rehabilitating historic properties in Pennsylvania. In practice, the program is more accessible to and beneficial for high-dollar rehabilitation projects in urban areas, often run by property developers skilled in large-scale redevelopment projects and with the resources to hire architects, accountants and preservation consultants familiar with the historic tax credit application, process, requirements, and “The Secretary of the Interior’s Standards.”
- Ⓓ. Small(er) dollar projects in smaller communities have more difficulty using the historic tax credit because a) developers do not see a similar return on investment and are therefore not attracted to properties in smaller communities and b) property owners who are not property developers lack the knowledge and experience to navigate the tax credit program.
- Ⓔ. Current legislation and policies incentivize demolition and new construction instead of reuse and rehabilitation and do not provide for financial support for projects in crisis.
- 1⓪. The International Building Code (IBC) and International Existing Building Code (IEBC) do not adequately address the challenges involved in preparing an existing older and/or historic building for continued or new use and are interpreted and enforced consistently in Pennsylvania. This can result in costly modifications for property owners for issues such as life/safety upgrades and ADA access. Property owners with few financial resources may, as a result, abandon an existing property or make modifications without the benefit of guidance for preservation-sensitive solutions.

### Potential Implications for Historic and Cultural Resources:

- Ⓐ. The economic health of a community directly influences preservation activities like property maintenance and property ownership, which in turn influence community character and sources of revenue through efforts like heritage tourism.
- Ⓑ. Changing demographics of property owners (principally poverty and aging) negatively affect historic buildings and communities because of the lack of financial resources to upgrade and maintain properties. Conversely, the rising popularity of home makeover shows often results in maintenance-free exterior “upgrades”, alteration of original floor plans for open kitchens and living spaces, and loss of original features and materials in kitchens and bathrooms as they are remodeled for current taste—all of which impact integrity and long-term value.
- Ⓒ. Limited access to qualified contractors and appropriate building materials drives up the cost of restoration or rehabilitation work.



**ISSUE 9: Rural landscapes and agricultural properties across Pennsylvania face varied preservation challenges from sprawl and speculative development to demographic factors and access to financial resources.**

**Related Issues:**

- ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.
- ISSUE 2: Pennsylvania has a thinning network of historic preservation leaders, advocates, and allies.
- ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.
- ISSUE 10: Pennsylvania’s state-level programs are not aligned or administered to support preservation through collaborative funding, streamlined processes, and strategic program coordination.

**Related Themes from Public Engagement:**

X	Attitudes / Perceptions		Demographics	X	Economics	X	Education
	Incentives		Leadership	X	Local/Municipal	X	Planning
X	Resource Specific: Barns, farms, agricultural outbuildings, fields and open space						

**Definition and Context:**

- I. In rural communities, crossroad villages, farmed land and forested terrain are the elements of the historic community fabric and can be just as important as the historic buildings.
- II. Challenges to preserving rural character, agricultural properties and open space differ throughout Pennsylvania depending on demographics and economics.
- III. In many communities, rural and agricultural buildings are being preserved while the surrounding landscape is changing.
- IV. Lack of financial and economic resources at an individual and community level threaten historic small towns and rural areas where preservation is not a prioritized need.
- V. As infrastructure projects are planned and built, particularly transportation-related improvements, small crossroads villages are threatened by the expansion of existing corridors (in response to or in anticipation of more traffic from new development) or the construction of new corridors through or around the community.
- VI. Speculative development has been on the rise in growing regions. Lands are cleared of vegetation, (historic) buildings are demolished, and street and sidewalk infrastructure is constructed in expectation of home sales that may or may not come. Development locations are made shovel-ready for construction with little or no consideration for the reuse of older and/or historic buildings in nearby communities.

## Causes and Influences:

Poverty and aging residents without the ability to maintain active farms lead to abandonment of farms, the loss of agricultural buildings, and altered viewsheds when fields are uncultivated and left to nature.

- A. Few municipal regulations are in place in rural townships to protect historic resources. In many cases, historic buildings still stand because property owners do not have the financial resources to demolish or alter their properties.
- B. The natural gas industry, whether through the construction of wellheads or pipelines, has brought new construction jobs (and population to fill them) and new structures to Pennsylvania's rural landscape.
- C. Development pressure in the southeast, south central, and Lehigh Valley regions has resulted in the sale and speculative development of rural land for housing developments, warehouses and industrial parks.
- D. Tax incentives for new construction and industrial parks encourage development of open space with new construction over rehabilitation and reuse of existing buildings, particularly former industrial sites.
- E. Historic preservation has not connected with the landscape with aboveground resources. Rural homes and other structures exist where they do because of the surrounding open-space landscape. Filling open space with development does not retain the historic contextual character even if the home itself is preserved.
- F. Rural areas are very poor and have been depopulated. Where development does occur, people build new next to old, abandoning the old structure, which deteriorates and becomes a safety hazard.

## Potential Implications for Historic and Cultural Resources:

- A. Preservation challenges are different in a rural area where the natural elements are just as valuable as the buildings themselves and require a different approach to encouraging their preservation.
- B. Farm succession is a challenge in many areas of Pennsylvania and is both a demographic problem and a land preservation one. Without new generations to assume ownership, maintenance and farming operations, generational farms are at risk for abandonment or demolition.
- C. As new industrial parks are developed in farmland or very rural areas, dollars are invested in new infrastructure and roadways, which may result in a further loss of historic properties and landscapes.

**ISSUE 10: Pennsylvania’s state-level programs are not aligned or administered to support preservation through collaborative funding, streamlined processes, and strategic program coordination.**

**Related Issues:**

- ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.
- ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.
- ISSUE 7: Pennsylvania’s historic communities are increasingly vulnerable to flooding, which threatens resources and community character. This issue is currently under study by PHMC; a revised description of this issue is expected upon study completion.
- ISSUE 8: The financial realities facing Pennsylvanians and their municipalities hinder preservation efforts that have the potential to bring economic benefits and rally pride in communities.
- ISSUE 9: Rural landscapes and agricultural properties across Pennsylvania face varied preservation challenges from sprawl and speculative development to demographic factors and access to financial resources.

**Related Themes from Public Engagement:**

	Attitudes / Perceptions	X	Demographics	X	Economics	X	Education
X	Incentives		Leadership		Local/Municipal	X	Planning
	Resource Specific:						

**Definition and Context:**

Community and place-based programs and the environmental protections afforded by those programs can conflict with preservation priorities for historic resources, archaeological sites and landscapes.

- Ⓐ. Community and place-based programs and the opportunities (economics, education) afforded by those programs often conflict with or do not take into consideration historic preservation programs, activities and ethics.
- Ⓘ. Historic communities and resources are often at risk or lost when government agencies do not use or know about existing plans and community priorities related to historic and cultural resources.
- Ⓛ. Local governments lack the authority to oblige state and federal agencies to adhere to community priorities and needs established in comprehensive and strategic plans.



## Causes and Influences:

The structure of state and federal government agencies (siloes) hinders the exchange of ideas and information that could identify opportunities for collaboration.

- A. Lack of knowledge about and misperceptions around historic preservation hampers interagency dialogue.
- B. Agencies may see historic preservation as relating only to a single old building, rather than the more comprehensive nature of historic preservation that includes collective community character, contextual landscapes, and archeological sites.
- A. Misunderstanding about historic preservation planning and the role history and preservation can play in Pennsylvania communities limits opportunities for preservationists to participate in other broader, nontraditional planning initiative and agency programs that also influence the built environment.

## Potential Implications for Historic and Cultural Resources:

- A. As public funding for many agencies and their community and place-based programs is reduced, fewer projects can be realized.
- B. If coordination of programs does not occur, agencies may promote programs with unintended consequences relating to historic preservation and landscape conservation.
- C. Environmental programs and cultural landscape conservation could benefit from more thoughtful and coordinated consideration so that historic landscapes and agricultural properties are not lost through reforestation and habitats.

## E. WHAT YOU CAN DO:

These crowdsourced examples show the different types of activities that can be undertaken to implement the actions of each goal. These items are in addition to those presented in the Action Agenda section. This is not a comprehensive and will hopefully inspire Pennsylvanians to implement the plan!

### Goal 1

1. Every planning partner needs to own this plan. Whether an annual “check in” is done via regional meetings or during the statewide heritage conference, it’s important that the conversation be ANNUAL.
2. Create a mechanism for an organization or citizen who is not one of the Planning Partners to offer feedback and suggestions. Often these types of constituents have vastly different issues with and ways of looking at preservation planning.
3. Support partner organizations’ efforts to advocate for the importance and impact of the Keystone Recreation, Park & Conservation Fund to historic resources throughout the Commonwealth.
4. Highlight communities and projects that may not have used federal or state historic preservation programs and funding, but where PA SHPO staff played a role in facilitating preservation planning discussions. Begin to compile and introduce potential community/project partners.
5. Being opportunistic means linking preservation and this plan to topical subjects. Pitch ‘think pieces’ to local media outlets about on preservation and affordable housing, preservation and places for civil discourse, preservation and beating loneliness, preservation and healthy communities, preservation and healthy food, preservation and infrastructure?
6. Encourage State Historical Marker and National Register nominations for resources that reinforce, promote, and publicize the goals of this Plan.
7. Find opportunities to include other organizations’ priorities to encourage reciprocity and develop relationships.
8. As a representative of Pennsylvania’s preservation community, PA SHPO can participate in the Department of Conservation and Natural Resources Ecosystem Management Advisory Committee. The committee meets semiannually to discuss ecosystem management issues.
9. Combine efforts with one or more partners to highlight a successful preservation project for each day of Preservation Month.
10. Promote successful leadership; leading by example only works if people see or hear about the example.
11. Regularly add to the PA SHPO’s library of video testimonials, through which real people attest to the benefits of historic preservation programs and activities.
12. Create an interactive StoryMap of preservation outcomes and other successes.
13. Establish a collaboration between PA SHPO, PEMA, and FEMA, to prioritize cross-training and education on hazard mitigation and historic preservation to historic preservation and emergency management professionals, agencies, and organizations.
14. Assess existing written materials used for communicating with the public and non-preservationists.. Revise for general interest audiences. Find creative ways, like with a comic book, to talk about the plan, historic preservation, and Pennsylvania.
15. Embrace other national initiatives like Small Business Saturday (Main Street, legacy businesses, shop local mentality), Small Business Revolution, #museumselfie, etc. to feature preservation success stories -- their frame, with preservation subject matter.

## Goal 2

1. Educate communities, organizations, and agencies about why survey is important and provide the necessary tools. Education can be in-person at meetings, via social media, or through on-demand virtual learning.
2. Target survey efforts in places to meet human needs, like affordable housing.
3. Ensure that the CRGIS inventory is compatible with county-level parcel data so that up-to-date and accurate information on historic resource ownership can be identified and outreach to property owners by municipal officials can be facilitated.
4. Provide information to groups on what surveys already exist. Work with local groups on what types of surveys would be the most helpful.
5. Many heritage areas have never done a complete survey to identify resources associated with their major theme. Offer technical assistance and grants to match local and DCNR funding to conduct the mapping and survey work.
6. Work with local agencies and planning groups to develop reciprocity agreements that allow incorporation of preservation surveying into non-preservation-specific efforts (and vice-versa).
7. Collect survey that has been carried out at the local level (Delaware County Post War survey, City of Philadelphia) and integrate into CRGIS.
8. Share PA SHPO and other survey tools, like Survey 123, with communities to inventory local historic resources. Make the survey process straightforward and replicable.
9. Improve electronic data sharing between local communities and to ensure that statewide data remains current.
10. Prioritize inventory updates and survey funding by vulnerability to the types of hazards that tend to affect Pennsylvania communities.
11. Take the time and make the investment to assess past plans on their process, data, format, success, and failure. Identify what worked and what did not, as well as why they did or didn't work.
12. Identify sources of funding for survey work such as the National Park Service's Underrepresented Communities grants, Certified Local Government grants, hazard mitigation projects, Community Development Block Grant (CDBG) funding, among others.
13. PA SHPO and Department of Conservation and Natural Resources – Bureau of State Parks (DCNR BSP) can partner to conduct historic and archaeological resource inventories in the state parks or to better document the historical significance of known historic structures and archaeological sites.
14. Look at Preservation Alliance for Greater Philadelphia efforts at citizen engagement and workshops to teach people how to fill out the local nomination form. Apply model to survey.
15. Create a contest to engage your community. Ask people to pick their favorite/most extraordinary places and submit photos and information. Compile data into an informal map of extraordinary places to be further explored as a follow-up activity.
16. Collaborate with Preservation PA on Love Letters from PA project, which is an engagement program that invites people to share their story of a building or place they love.
17. Encourage historic site partners to evaluate visitor/tourist attractions, programming, or interest and identify ways to modify programming to meet public interests to ensure sustainability of historic sites.
18. Create a medium through which people can offer expertise and significance. For example: A local tech group has an online google spreadsheet showing names of volunteers willing to offer assistance and lists their area of expertise. You write your name and handle in a box on the spreadsheet and they reach out to you via social media channels.

19. Provide opportunities through cultural institutions, like a library, for people to identify what values and cultural significance they attach to places in their communities, and don't limit the conversation to only buildings.
20. Embrace other cultural traditions to start preservation conversations. Food and local food traditions are a great way to get people talking about what they love their community (and where they love to eat!).
21. Think about the cultural events and activities that make your place fun, unique, or memorable. How did they develop? Are they connected to certain people, companies, landscapes, buildings, or ways of life that are or were part of your place? The preservation of the intangible cultural heritage related to festivals, events, competitions, activities, gatherings, etc. can often be connected to historic preservation. Are they connected to a certain history? Identify the ways in which you can interact with that history, integrate stories from the past into the event, and consult the PA SHPO for advice on the best method to formally recognize your stories. Historic preservation has done a good job capturing the culture/intangible cultural heritage related to certain events and areas, and this is an avenue through which so many people who aren't preservationists can find a passion.
22. Develop an assessment template for communities to identify local preservation-related needs, issues, and concerns.
23. Develop or update the historic preservation component of the municipality's comprehensive plan, which is required by the Municipalities Planning Code, to be meaningful and accurate.
24. Collaborate with state agencies to coordinate funding sources and contract with consultants to prepare preservation and/or reuse plans for high-priority, publicly owned complexes of historic resources (e.g. hospitals, prisons, state parks, university campuses).
25. Maintain vigilance in the constant search for opportunities to incorporate preservation into planning processes where it has not been previously incorporated.
26. Prepare issue- or audience-specific planning toolkits as a starting point to help municipalities and citizen advocates understand the how of protecting their resources.
27. Build relationships with county planning departments as avenues to give and receive information.
28. Coordinate with Department of Conservation and Natural Resources -- Bureau of Forestry (DCNR – BF) interpretive plans and land management use plans.
29. Coordinate with (DCNR BSP) to create Cultural Resource Management Plans for state parks.
30. Involve outside agencies and interested stakeholders in proactive planning and discussions around the significance and importance of older and historic places. Context and buy-in are important for all parties.
31. Understand the roles and responsibilities of the agencies and organizations involved in preservation and the built environment and have realistic expectations about what these groups can and cannot do.
32. Clearly define terms like "significant", "important," and others that are seen as value judgements and communicate how these are used in decision making.
33. Clearly define success in the context of historic preservation in a way that is measurable and realistic. Communicate the way you or your group measures success.
34. Establish metrics to measure resources in an intercomparable way. Use these metrics to focus on what is most important given the extremely limited resources that are available. Having explicit metrics for measuring the importance of any particular resource and measuring the value of that resource is critical to focused planning. This does not mean that this measure be one-dimensional, or be limited to monetary considerations to the exclusion of other value systems.



35. Celebrate creative thinking and not just saying yes to any development proposal that comes along. Demonstrate the challenges and process involved.
36. Ensure historic preservation plans include goals for improving the energy performance of buildings to improve the resilience and energy independence of these valuable buildings.
37. Seek to create, maintain, and improve a sensible and transparent regulatory environment for historic and archaeological resources. At the local level, that means greater and more inclusive formal recognition of historic properties and expanded demolition review. At the state level, this may mean increased education about the benefits of National Register listing, eligibility of Keystone grants, and/or increased education about other lesser known but relevant state programs that may sometimes allude our attention. We'd further invite any effort to bridge the gap between state and local oversight, and do what we can to share SHPO messages and priorities with local agencies (this latter point, easier said than done we realize). Continue coordination of existing PA SHPO program databases and electronic files for efficient business and transparency.
38. Identify the people, programs, and policies that are applicable and available from traditional and non-traditional resources like the PA SHPO, Preservation Pennsylvania, state and county agencies, resource-focused and heritage organizations, economic development groups, the PA Downtown Center, Main St organizations, etc.
39. Preservation PA can collaborate with the PA Land Trust Association to incorporate historic preservation case studies into their Conservation Tools website.
40. Look to colleges and universities for expertise and assistance for planning, whether it is at the local, state, or national level.
41. Develop programs and advocate for policies with organizations involved in local planning and design like AIA chapters and regional planning associations.
42. Compile a database of all state and federal agency programs, policies, and funding streams related to historic and archaeological resource management in Pennsylvania.
43. Prioritize historic resources for mitigation from natural or man-made hazards based on a variety of factors, including severity of vulnerability to various hazards, historical significance/designation type, and community sentiment.
44. Encourage local regulatory review bodies to adopt rules and procedures for post-disaster review and permitting, including a post-disaster demolition permitting process that encourages a preservation ethic and allows for the evaluation of damaged resources by historic preservation experts. Explore requiring Certified Local Governments to adopt such processes as a condition to maintaining their certification.
45. Participate in community and municipal meetings to learn of community development projects being considered. Work to make sure historic and archaeological resources are considered in the planning stages. Reusing solid historic structures and help build a community's self-esteem and sense of place.
46. DCNR – BF historic and archaeological features as part of routine landscape exams. In the future, the bureau will work with forest districts to produce a list of outstanding historic and archaeological features and incorporate them into planning.
47. Better define what survey is and isn't. Prepare common-sense materials that identify the different types of survey, ways to conduct surveys, different uses of survey data and use clear and consistent terminology.
48. Help municipalities and others understand it is okay to say no to a project. Create/gather easily scan able/digestible data/info from sources like the National Trust for Historic Preservation, Strong Towns, Smart Growth, Small Business Revolution, etc. on the value of character/preservation, walkability, climate change, development, place-making, etc. for local government. Teach them how to say no, or how to ask for a better plan. Give them the data they need to support a "no" decision. Make available online and curate the series into a collection of flash cards, color-coded by topic.
49. Relevance changes as people and communities change. It is important to educate people about a community's past, but also be open to how the current community can utilize the resources that are remaining.

### Goal 3

1. Use social media and creative hashtags to show the wide range of places in the community that citizens have identified as important to their history and culture, regardless of age or type of place or National Register status and integrity.
2. Use social media to reach out to individuals and informal groups interested in historic places and archaeology and inform them about the network of partners that are available to provide technical assistance and offer recommendations for local preservation initiatives.
3. Recruit staff with diverse interests/ backgrounds, including natural resources, recreation management, art, and environmental education. Recognize that succession of things from the past into the future is a natural process.
4. Broaden historic preservation of buildings to encompass the resources needed to operate the building, ensuring the building can continue to operate (cost effectively) many years into the future while preserving current finite resources for future generations.
5. Reinforce common goals shared by cultural conservation and environmental conservation groups that develop the relationship between century farm preservation, natural landscape conservation, and traditional historic preservation programs.
6. Educate conservationists, farmers and others who care about landscapes about the link between historic preservation and farmland protection and conservation of parks, trails, and other natural areas.
7. Highlight groups, projects, agencies, community leaders, elected officials, who may not identify as preservationists, as preservationists. For those doing preservation without knowing it, this recognition can give them a whole new perspective, understanding, and appreciation for preservation and its powers.
8. Engage with/Partner with Strong Towns, Smart Growth, and other planning orgs who often promote "historic preservation" but don't call it that. What do they do that we can embrace, promote? "Planning" is more palatable than "preservation" to some people.
9. Collaborate with the academic community to start building a GIS layer that draws on archaeological data, historic maps and aerials, and other historical documentation to reflect land uses and ground cover over time, especially in rural areas with few historic buildings or structures. Using this GIS data to create 3D historic viewsheds for use in research, presentations, and exhibits will help planners and the public visualize the evolution of their landscapes and recognize the potential for significant archaeological evidence.
10. Strengthen our partnerships with the Archaeological Conservancy.
11. Seek funding from the Appalachian Regional Commission to hire a preservation professional to serve one or more Local Development District (LDD) offices or establish an interagency agreement to share the costs of assigning a SHPO staff member to the LDD offices.
12. Tap in to networks and programs like Jumpstart, established by Ken Weinstein to mentor and fund small-scale and individual developers in Germantown where there is lots of historic stock that is neglected, abandoned, underutilized at <https://www.gojumpstart.org/>.
13. Be sensible and responsible when proposing or requesting costly studies or investigations. Using existing knowledge to promote history as a tool by which communities can better understand themselves and shape their decisions moving forward should generate better partnerships and more funding opportunities.
14. Start network-building at the local level and expand to the state level. Too often the local, rural groups get left out of this type of network and these are often the groups that need the most help.
15. Increase diversity in preservation practice and among preservation professionals to address the perception that historic preservation in Pennsylvania is elitist and wealthy and not inclusive of ethnic and economically-diverse communities. Partner with fair housing and neighborhood and community development sectors, like NeighborWorks, which are natural allies for preservation AND they could help the preservation sector diversity the populations that it serves and works with (younger Pennsylvanians, Pennsylvanians of color).

16. Integrate historic preservation considerations into those county hazard mitigation plans due for the next cycle of FEMA- and PEMA-mandated updates.
17. Assist county and regional planning organizations to integrate preservation priorities into plans for economic growth, revitalization, and natural resource conservation.
18. Rather than waiting for the next disaster, build relationships with the AIA, USGBC, ALA, APA, LEED/SITES, and other sustainable design fields to work on retro-fit for a changing climate, new historic community infill, environmentally sustainable adaptations, etc. ideas that can be embraced and approved (Standards, design guidelines) by the preservation field.
19. Work with county and municipal planning staff, Historic Architectural Review Boards, Main Street organizations, neighborhood associations, etc. to organize public meetings and workshops designed to educate property owners, identify appropriate elevation and floodproofing alternatives, and coordinate hazard mitigation activities for flood-prone historic districts.
20. Provide local governments with easy to understand guidance on FEMA and PEMA info and offer resource information for when local expertise is lacking.
21. Identify the ways in which historic preservation principles and tools can address demographic, social, and health issues in Pennsylvania, like obesity, gentrification, and food deserts. Partner with agencies that administer programs focused on these problems and find creative solutions that have positive outcomes for communities and preservation.
22. Partner with the PA Department of Health, or consult with the DOH, on health initiatives that naturally align with historic community design and heritage tourism, such as the WalkWorks program.
23. Host an annual educational program for municipal staff and elected officials that is straightforward, factual, and relevant to local historic and archaeological resources and community challenges.
24. Partner with local organizations that are respected and highly regarded to draw a crowd, and the attention of elected officials to make sure the info gets to their ears, and not some staffer they send to the event.
25. Coordinate with preservation partners to offer introductory presentations and/or to set up information tables at regularly-scheduled meetings and events for Councils of Government and other regional multi-municipal organizations.
26. "Deep Dive" classes for preservation professionals that focus on skill-sharpening.
27. Reach out to your counterparts in neighboring states to learn from their challenges and successes In New York City. For example, the collaboration between Historic Preservation and Passive House (most energy efficient buildings currently possible) has been groundbreaking.
28. Draft legislation to address the current shortcomings of public policy for burial grounds, state level undertakings, and tourism funding.
29. Create a rotating residency program allowing SHPO staff to work from sites throughout PA.
30. Develop a civic leadership training initiative required for elected and appointed municipal leaders and senior managers of government agencies, and open to emerging leaders from our growing population of New Americans, young professionals, neighborhood associations, etc. The initiative could be structured as an institute or academy in partnership with one or more local college or university, or as a fee-for-service program of a county planning department or a nonprofit organization with planning or leadership at the core of its mission. Curriculum should enhance the capacity of people to lead meaningful change and address land use, zoning regulations and code enforcement, understanding government finances and financial position, creating well-defined economic development ecosystems, revitalization strategies, effective citizen participation and the Freedom of Information Act, cross-sector partnerships, competitive bidding and grant writing, and best practices for multi-municipality collaboration.

31. Encourage communities to Identify and apply for hazard mitigation funding for projects that will reduce risk from natural hazards for privately and publicly owned historic resources.
32. Ensure that any actions or projects specific to historic resources in local hazard mitigation plans are consistent with goals, objectives, and actions in the State Standard All-Hazard Mitigation Plan, to ensure post-disaster funding eligibility.
33. Prioritize nominations of historically significant properties in particularly hazard-prone areas to be listed in the National Register of Historic Places in cooperation with the PA SHPO to make such properties eligible for a variety of federal and state grants that may facilitate rehabilitation and mitigation measures to reduce risk.
34. Explore dedicating a percentage of annual funding in the budget of the Keystone Historic Preservation Grant program, administered by the PA SHPO, to fund hazard mitigation projects that will enable communities to sensitively retrofit historic resources or develop hazard mitigation plans for their historic resources.
35. Find opportunities to provide training and education to non-traditional professional organizations and government agencies in addition to communities. For example, train PEMA and local emergency management staff in how to access and use CRGIS and reinforce the value of historic resources to communities.
36. Work with local officials to select locations for temporary housing, evacuation sites, utility and service staging areas, and debris removal and storage that do not impact historic or archaeological resources.
37. Attend various community group meetings and let the people tell us what properties or aspects of their history are most important to them and work outward from there. Even if there are no properties that meet the criteria for some sort of designation at this point, we at least understand the relationship the community has to its history.
38. Notify elected officials of Keystone grant-funded historic preservation projects in their districts.





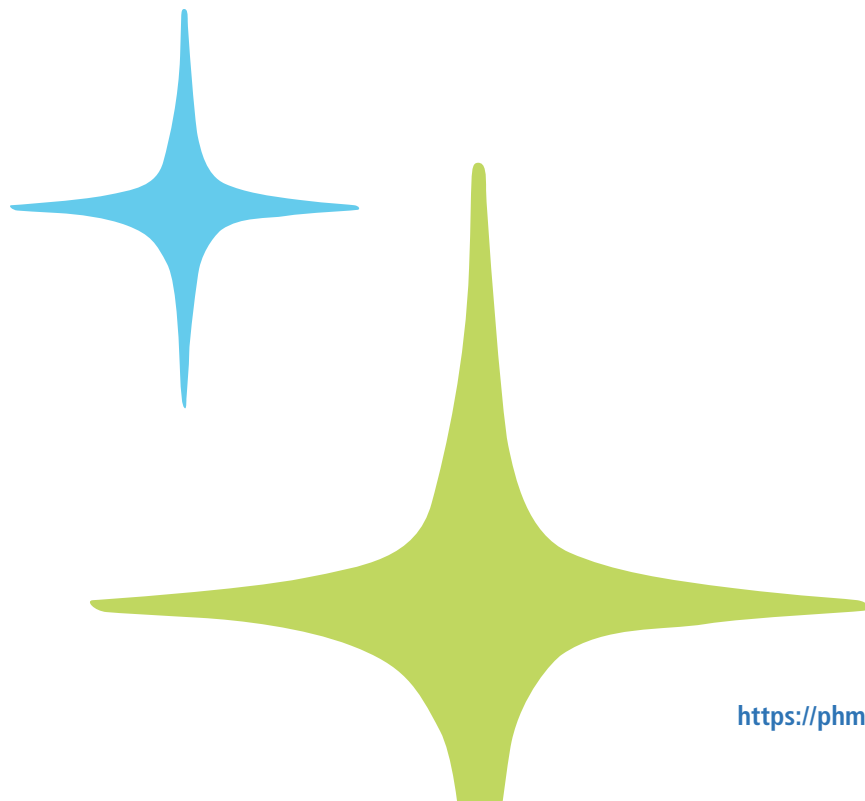
## Goal 4

1. Identify local companies that may be able to provide tools and materials (or donate money) for a community project to repaint and make small repairs on a building in need of some care. Use project as hands-on workshop to teach others about taking care of their properties.
2. Identify ways and partners that have experience renovating historic buildings to improve the energy performance. Creating an available resource of building component manufactures (e.g. windows) that can meet the needs of historic preservation and improved energy performance.
3. Work with contractors who would be willing to volunteer their time to fix up older buildings (e.g. put on a new roof). As an incentive, allow them to post a sign on the property advertising their work so they can build their customer base.
4. Identify High School Vo-tech schools that may be able to provide a project for their students to make repairs to buildings in need.
5. Cross promote local history and preservation programs to increase participation and encourage other communities to develop similar programs.
6. Encourage government agencies to locate their offices and facilities in historic buildings and act as stewards for historic resources and landscapes currently under their authority.
7. Advocate for a residential homeowner tax credit. Reauthorize and expand the state tax credit program and consider a homeowner version. Some states allow owners of listed historic building buy their rehab supplies tax free.
8. Recognize historic home owners who are taking care of their investment. Give them a certificate or a shout out to encourage their good work.
9. Keep up the save old windows messaging: capture more examples of before and after, value proposition studies with photos. Endorsements from energy audit companies, etc.
10. Cross promote local history and preservation programs to increase participation and encourage other communities to develop similar programs.
11. Hold local "old building fairs" and bring in experts to discuss specific building problems and solutions. Bellefonte is a great example with their annual "Old House Fair".
12. Use CLG funds for community preservation topics. CLG communities can share the planning time and expenses not covered by the grant.
13. Hold a "take it off" day for the removal of artificial siding such as vinyl (not asbestos).
14. Establish connections/actively solicit boy scouts/girl scouts, such as badge requirements for help in stewardship, maintenance, repair for historic resources in cemeteries, state parks, etc.
15. Assist local, state, and federal agencies and organization in developing prescriptive treatment programs for historic structures and archaeological sites. Particularly for those sites identified on the National Historic Register. These prescriptive treatments could then be memorialized in management plans.
16. Assist local, state, and federal agencies and organization in re purposing historic structures so that they do not fall into decay and ruin. Provide direction or architectural assistance on how to better conserve and sustain historic structures.
17. Integrate historic features into interpretive trails and landscape planning. Emphasis should be placed on interplay between humans and environmental resources.
18. Work with local historic sites & museums to implement these programs through the Department of Community and Economic Development's Education Improvement Tax Credit program.
19. Create a statewide framework designed for use by volunteers who collaborate with one or more area school districts to initiate a program of local historic district tours and classroom presentations on archaeology for school students.

20. Encourage grant funded projects that develop youth-based local heritage education programs in a variety of settings (museums, libraries, parks, historic sites, environmental centers, historical marker locations, etc.).
21. NPS Junior Ranger program: Adapt for PA history with badge sticker(s) or trading cards (see NPS examples) as reward. "Gotta catch 'em all!" Make available online or print and mail to schools, scouts, etc. upon request.
22. Connect students/others needing to perform community service work with local preservation organizations and other public/non-profit owners of historic properties to experience positive supervised hands-on activities and learn about the site's history and connections.
23. Develop Traveling Trunk programs.
24. Partner with benefactors to building funding to pay travel costs for school students to visit historic sites Perhaps local businesses could sponsor education trips to historic sites.
25. Use WAZE and other map-based apps to highlight historic sites along travel routes.
26. The cultural community would benefit by recognizing how inspired individuals can make a huge difference. The corporate sector and other areas of nonprofit are so much better about this. Consider a leadership program that brings in new kinds of people into preservation and activates them to speak out about preservation.
27. Provide community meeting templates that focus on the value of heritage tourism, archaeology site protection, and ways to encourage growth in this section of the tourism industry.
28. Grades 4-8 are the best time in which to instill into Pennsylvanians the importance of history and the importance of place. In every school district in the state, it should be possible to develop a lesson plan for local historic places, their role in history, and to build a field trip to these places that can show that the past is all around us.
29. Use PHMC sites as bases of operation for outreach to surrounding communities – not just regarding the sites themselves, but how those sites fit into their communities and what preservation priorities they might now hold.
30. Work directly with at least eight college or university programs in community planning to offer an introduction to recommended approaches used to identify, investigate, avoid, and interpret archaeological sites
31. Provide real estate professionals with information about a) NR listing is NOT restrictive and other preservation basics in a FAQ format and b) for their clients, a list of homeowner resources -- a one-sheet handout for a new homeowner on basic preservation maintenance, link to online resource directory, recommendations for local preservation contractors, info about website resources.
32. Promote preservation by NOT talking about preservation. Preservation needs to evolve to just become the way a project is considered. Series of "Preservation First" one-sheets that are case studies of before and after projects throughout PA that took an old building no one had vision for and created jobs, sparked revitalization, etc. Before and after photos, facts and figures, third-party endorsements. Talk about how the feasibility of keeping a current building in use should always be looked at as a first option.
33. Conduct deliberate campaign of encouraging general magazines/newspapers to run feature stories yearly during May as Preservation Month. Assist media in identifying interesting local/regional leaders, projects, sites, collections, etc.
34. Create an on-boarding program for legislators that tells them about what resources are in their communities, preservation activities and opportunities within their districts and preservation's positive economic impacts.
35. With both funding (when available) AND dedicated staff time, meet with community 'players' that all have a vested interest in bettering the community through the revitalization or enhancement of the 'sense of place'. Facilitate meetings with attendees as potential partners. While PHMC may not always be able to bring money to the table, staff can bring potential partners, ideas, collaboration, and awareness.

36. Work with placemaking (in the broadest possible sense) organizations to create temporary installations showing what might be possible in under-utilized or vacant communities, neighborhoods, buildings, etc. For example, public art in vacant storefronts, Better Block-style guerilla street transformations, and Open Streets events.
37. PA SHPO could provide heritage areas and their local partners with rehabilitation design or Historic Resource Survey Forms/National Register nomination assistance for high priority resources.
38. Direct grant funding to invest in municipal historic preservation plans that encourage sustainable development.
39. Create new models of funding, investment, and partnership for historic preservation projects that are not solely dependent on government funding.
40. PA SHPO staff can work with local, state, and federal agencies, like DCNR—BSP as historic and archaeological resource subject matter experts to participate in and/or facilitate educational programming, both for the educational communities that DCNR serves as well as park visitors.
41. Encourage Section 106 mitigation to fund work on other historic or archaeological resources in the region/ community. Direct mitigation money to set up easy to apply for grant programs that put on a new roof or provide a professional assessment. Generally, do not spent mitigation money on signage and walking tours or exhibits or markers. Bank that money to create a fund for something meaningful.
42. Advocate for state agency regulations or policies that reserve 1% of applicable grant funding for professional preservation or archaeological consulting services to help grant recipients plan projects that successfully preserve local historic and archaeological resources.
43. Develop a public database of private sector funding sources applicable in the Commonwealth for preservation projects and programs.
44. Work with partners to grow PHMC's Cultural and Museum Support Grant Program and re-establish History and Museum Grant Program.
45. Offer opportunities for people to "give back" by capitalizing on nationally promoted "help" days like #GivingTuesday, Martin Luther King Jr Day, etc. Target property or neighborhood clean up campaigns or easy maintenance projects.
46. Consider using the Hotel Tax Revenue funds generated by overnight stays in each county. Curtin Village, a state historic place, uses this source of funding to market programs, make physical repairs as approved by PHMC, and fund program expenses.
47. Provide direct assistance and visit and experience Pennsylvania's historic central business districts to promote economic revitalization and business incubation.
48. Partner with Department of Education to enhance the social studies curriculum to reflect how past land use decisions have shaped present landscape resource condition and social factors including architecture, technology, and economic conditions (and vice versa).
49. Engage with teachers, particularly at the elementary level, and students in high school and college. Connect with "trade schools" or "community colleges" to bring the concept and practice of historic preservation to younger audiences. Consider awards for most innovative ways of teaching history.
50. Annual Blue Highways Road Trip. Hit the road. Stop at diners and general stores. Talk to people about places. Shoot photos and share on social media as you go. Read Blue Highways by William Least Heat Moon for inspiration. We'd like to do this as a special benefit for higher donors but this could be a collaborative event.
51. Collaborate with Preservation PA to offer hardhat tours of tax credit projects to members, legislators and use videos of tours on social media and in testimonial projects.
52. Explore internship opportunities with local colleges and universities. Centre County is successfully doing this through the PSU history department.

53. Adapt historic structures to meet modern needs. Relevance and utility should be priorities.
54. Downloadable “preservation briefs” for the best way to SAVE/PROTECT property types that is in easy to understand language that are not National Park Service briefs.
55. The projects done by Liz Kueneke (<http://cargocollective.com/lizkueneke/Mental-Territories> and <https://www.youtube.com/watch?v=QJFhHWawJc8>) are good place-based models. Each project captures people’s imaginations and they identify places that are meaningful to them -- sometimes in categories the artist has defined. It’s part survey, part place-making, part art-making, part catalyst for conversations about the meaning of place. The participants are regular people in the course of their daily lives - they are not preservationists or architects - sharing thoughts on places that matter to them.
56. “The Philadelphia Public History Truck” (<https://phillyhistorytruck.wordpress.com/>) is a mobile museum project which partners with Philly neighborhood grassroots organizations to explore local history. They use oral history, objects, archival research, social practice art, and conceptual art in collaboration with the people who live, work, and play in Philly’s places and spaces to create exhibitions that are presented in neighborhood spaces and then traveled on the truck.
57. Provide architectural design assistance to communities, esp. in a historic central business district. A successful commercial district is the lifeblood of a borough.
58. Create a charrette grant program. Towns have a place-based challenge and apply for a group to come work with them -- town meeting to discuss, group of experts to brainstorm, intense 2.5-day workshop with report/possibilities presented at conclusion. Locals learn process in action.
59. Work with the Department of Agriculture to develop guidance for county agricultural land preservation boards to offer incentives to farmers to preserve their historic houses and outbuildings as well as their farmland.
60. Involving heritage areas as hosts of training, regional resource providers, and owners of example historic buildings to demonstrate challenges and solutions.
61. Work with local historic District groups and HARBs to disseminate this information at the local level.
62. Work to shift the perception that preservation is reactionary, obstructionist, elitist. Preservation is about creativity, long-term vision, and celebrating distinctive character.





## F. GOVERNOR'S PROCLAMATION

Governor Wolf has proclaimed May 2018 as "Historic Preservation Month" in Pennsylvania. His proclamation is a great example of how municipalities and counties can make similar proclamations to support and promote historic preservation.



COMMONWEALTH OF PENNSYLVANIA  
OFFICE OF THE GOVERNOR

### PROCLAMATION

#### *PENNSYLVANIA HISTORIC PRESERVATION MONTH May 2018*

*WHEREAS, Pennsylvania's history is the nation's history; from the founding of our country in the 18th century to the commonwealth's position as a national leader in the 20th century, the commonwealth is home to a rich and diverse collection of important stories from our collective past; and*

*WHEREAS, the historic buildings, neighborhoods, archaeological sites, and military battlefields throughout the commonwealth are tangible evidence not only of this important national history but also tell the stories of generations of citizens and their triumphs and tragedies; and*

*WHEREAS, historic preservation focuses on identifying and celebrating the places that connect people to their individual and collective heritage, and works toward creating an environment that supports the rehabilitation of historic buildings and neighborhoods, spurs economic development, and manages change in our communities; and*

*WHEREAS, the Commonwealth of Pennsylvania helped to shape the foundation of national historic preservation policies through the efforts of S. K. Stevens, former Pennsylvania State Historian, Executive Director of the Pennsylvania Historical and Museum Commission, and the first chairman of the United States' Advisory Council on Historic Preservation; and*

*WHEREAS, the first Keeper of the National Register of Historic Places, the National Park Service's official list of the nation's historic places worthy of preservation, was Pennsylvania native, William J. Murtagh, one of the world's leading historic preservationists and a "founding father" of the preservation movement; and*

*WHEREAS, the people of Pennsylvania deserve a future that includes places – old and new – that define who we are and embrace historic preservation as a means of expressing individual and community identity and pride; and*

*WHEREAS, the Constitution of the Commonwealth of Pennsylvania states, "The people have a right to clean air, pure water, and to the preservation of the natural, scenic, historic and aesthetic values of the environment"; and*

*WHEREAS, communities recognize the importance of their history and environment and, through collaboration with new perspectives and creative partnerships, pursue opportunities to maintain and enhance older and historic places that are important to them; and*

*WHEREAS, historic preservation programs and activities have had a profound and positive economic as well as environmental impact on communities throughout the Commonwealth of Pennsylvania by creating jobs, bolstering tourism, and promoting sustainability and healthy communities; and*

*WHEREAS, the Commonwealth of Pennsylvania and its public and private partners and organizations work to align their programs and funding to encourage the preservation and recognition of the places that tell Pennsylvania's multi-faceted story and empower Pennsylvanians to use preservation to identify, celebrate, and protect the places that make Pennsylvania unique.*

*THEREFORE, I, Tom Wolf, Governor of the Commonwealth of Pennsylvania, do hereby proclaim May 2018 as PENNSYLVANIA HISTORIC PRESERVATION MONTH. I encourage all Pennsylvanians to provide their support in furthering the preservation of our rich history.*



*GIVEN under my hand and the Seal of the Governor, at the City of Harrisburg, this fourteenth day of March two thousand eighteen, the year of the commonwealth the two hundred forty-second.*

*Tom Wolf*  
TOM WOLF  
Governor

## G. PRESERVATION CONTACTS

PA SHPO works in tandem with other federal, commonwealth and local governments as well as nonprofit organizations to advocate for the commonwealth's historic and archaeological resources. This is a partial list of other agencies and organizations that provide programming in historic preservation, conservation, and community and economic development in Pennsylvania.

### National/Federal

Advisory Council on Historic Preservation [achp.gov](http://achp.gov)

Alliance of National Heritage Areas [nationalheritageareas.us](http://nationalheritageareas.us)

American Society of Landscape Architects [asla.org](http://asla.org)

Association for Gravestone Studies [gravestonestudies.org](http://gravestonestudies.org)

Federal Highway Administration [fhwa.dot.gov](http://fhwa.dot.gov)

National Alliance of Preservation Commissions [napcommissions.org](http://napcommissions.org)

National Conference of State Historic Preservation Officers [ncshpo.org](http://ncshpo.org)

National Park Service [nps.gov](http://nps.gov)

American Battlefield Protection Program [nps.gov/abpp](http://nps.gov/abpp)

Archeology Program [nps.gov/archeology](http://nps.gov/archeology)

Certified Local Government Program [nps.gov/clg](http://nps.gov/clg)

Cultural Resources Geographic Information System [nps.gov/hdp/crgis/index.htm](http://nps.gov/hdp/crgis/index.htm)

Federal Historic Preservation Tax Incentives [nps.gov/tps/tax-incentives.htm](http://nps.gov/tps/tax-incentives.htm)

Heritage Documentation Programs [nps.gov/hdp](http://nps.gov/hdp)

Historic American Buildings Survey (HABS) [nps.gov/hdp/habs/index.htm](http://nps.gov/hdp/habs/index.htm)

Historic American Engineering Record (HAER) [nps.gov/hdp/haer/index.htm](http://nps.gov/hdp/haer/index.htm)

Historic American Landscape Survey (HALS) [nps.gov/hdp/hals/index.htm](http://nps.gov/hdp/hals/index.htm)

Historic Preservation Planning Program [nps.gov/preservation-planning](http://nps.gov/preservation-planning)

Maritime Heritage Program [nps.gov/maritime](http://nps.gov/maritime)

National Center for Preservation Technology and Training [ncptt.nps.gov](http://ncptt.nps.gov)

National Historic Landmarks Program [nps.gov/nhl](http://nps.gov/nhl)

National Register of Historic Places [nps.gov/nr](http://nps.gov/nr)

Network to Freedom (Underground Railroad program) [nps.gov/subjects/ugrr/index.htm](http://nps.gov/subjects/ugrr/index.htm)

Teaching with Historic Places [nps.gov/subjects/teachingwithhistoricplaces](http://nps.gov/subjects/teachingwithhistoricplaces)

Technical Preservation Services [nps.gov/tps/about.htm](http://nps.gov/tps/about.htm)

Tribal Historic Preservation Program [nps.gov/tribes/Tribal\\_Historic\\_Preservation\\_Officers\\_Program.htm](http://nps.gov/tribes/Tribal_Historic_Preservation_Officers_Program.htm)

National Preservation Institute [npi.org](http://npi.org)

National Trust for Historic Preservation [preservationnation.org](http://preservationnation.org)

Partners for Sacred Places [sacredplaces.org](http://sacredplaces.org)

Preservation Action [preservationaction.org](http://preservationaction.org)

Preserve America [preserveamerica.gov](http://preserveamerica.gov)

## Pennsylvania

American Institute of Architects Pennsylvania [aiapa.org](http://aiapa.org)

American Planning Association Pennsylvania Chapter [planningpa.org](http://planningpa.org)

Natural Lands [natlands.org](http://natlands.org)

PA Museums [pamuseums.org](http://pamuseums.org)

Pennsylvania Archaeological Council [pennarchcouncil.org](http://pennarchcouncil.org)

Pennsylvania Conservation Landscapes Initiatives [dcnr.pa.gov/Communities/ConservationLandscapes](http://dcnr.pa.gov/Communities/ConservationLandscapes)

Laurel Highlands

Lehigh Valley Greenways

Pennsylvania Wilds

Pocono Forests and Waters

Schuylkill Highlands

South Mountain

Susquehanna Riverlands

Pennsylvania Department of Community & Economic Development [dced.pa.gov](http://dced.pa.gov)

Pennsylvania Department of Education [education.pa.gov](http://education.pa.gov)

Pennsylvania Department of Conservation & Natural Resources [dcnr.pa.gov](http://dcnr.pa.gov)

Bureau of Recreation & Conservation [dcnr.pa.gov/about/Pages/Recreation-and-Conservation.aspx](http://dcnr.pa.gov/about/Pages/Recreation-and-Conservation.aspx)

Bureau of State Forests [dcnr.pa.gov/StateForests](http://dcnr.pa.gov/StateForests)

Bureau of State Parks [dcnr.pa.gov/StateParks](http://dcnr.pa.gov/StateParks)

Pennsylvania Downtown Center [padowntown.org](http://padowntown.org)

Pennsylvania Environmental Council [pecpa.org](http://pecpa.org)

PennFuture [pennfuture.org](http://pennfuture.org)

Pennsylvania Archaeological Council [pennarchcouncil.org](http://pennarchcouncil.org)

Pennsylvania Heritage Areas Program [dcnr.pa.gov/Communities/HeritageAreas/Pages/default.aspx](http://dcnr.pa.gov/Communities/HeritageAreas/Pages/default.aspx)

Allegheny Ridge Heritage Area [alleghenyridge.org](http://alleghenyridge.org)

Delaware & Lehigh National Heritage Corridor [delawareandlehigh.org](http://delawareandlehigh.org)

Endless Mountains Heritage Region [endlessmountainsheritage.org](http://endlessmountainsheritage.org)

Lackawanna Heritage Valley [lhva.org](http://lhva.org)

Lincoln Highway Heritage Corridor [lhhc.org](http://lhhc.org)

Lumber Heritage Region [lumberheritage.org](http://lumberheritage.org)

National Road Heritage Corridor [nationalroadpa.org](http://nationalroadpa.org)

Oil Region National Heritage Area [oilregion.org](http://oilregion.org)

Pennsylvania Route 6 Heritage Corridor [paroute6.com](http://paroute6.com)

Rivers of Steel National Heritage Area [riversofsteel.com](http://riversofsteel.com)

Schuylkill River Greenways National Heritage Area [schuylkillriver.org](http://schuylkillriver.org)

Susquehanna Gateway Heritage Area [susquehannaheritage.org](http://susquehannaheritage.org)

Pennsylvania Historical & Museum Commission [phmc.pa.gov](http://phmc.pa.gov)

Pennsylvania State Archives [pastearchives.com](http://pastearchives.com)

Pennsylvania State Historic Preservation Office [phmc.pa.gov/Preservation](http://phmc.pa.gov/Preservation)

Pennsylvania Trails of History [patrailsofhistory.com](http://patrailsofhistory.com)

The State Museum of Pennsylvania [statemuseumpa.org](http://statemuseumpa.org)

Pennsylvania Humanities Council [pahumanities.org](http://pahumanities.org)

Pennsylvania Land Trust Association [conserveland.org](http://conserveland.org)

Pennsylvania state government and agencies [pa.gov/#government](http://pa.gov/#government)

Pennsylvania State Association of Boroughs [boroughs.org](http://boroughs.org)

Pennsylvania State Association of Township Supervisors [psats.org](http://psats.org)

Preservation Pennsylvania [preservationpa.org](http://preservationpa.org)

Society for Pennsylvania Archaeology [pennsylvaniaarchaeology.com](http://pennsylvaniaarchaeology.com)



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