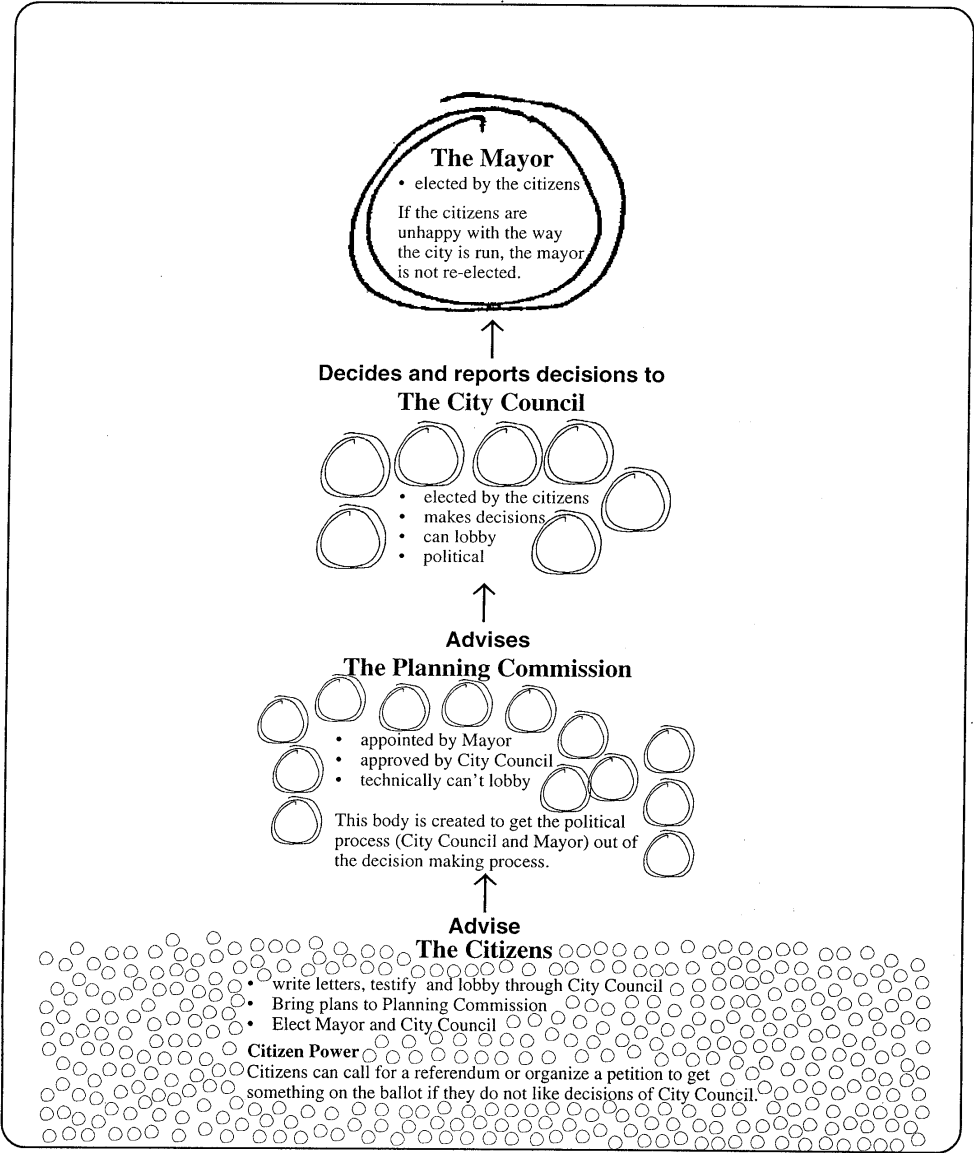




Who Makes the Rules?



Mayors Speak Out



Mayor Harvey Gantt, Charlotte, NC

We need to treat historic preservation, not as an amenity, but as an essential policy. By not doing so, we miss opportunities to not only remember our past, but we will also lose the potential benefit of using preservation as a tool to uplift the psyche of the entire community.

Design your neighborhood to meet the needs of a ten year old child.

Joseph P. Riley Jr., Hon. AIA, Mayor of Charleston, SC

A city's beauty or lack of it shapes a metropolitan area's sense of itself—indeed the reality of itself.

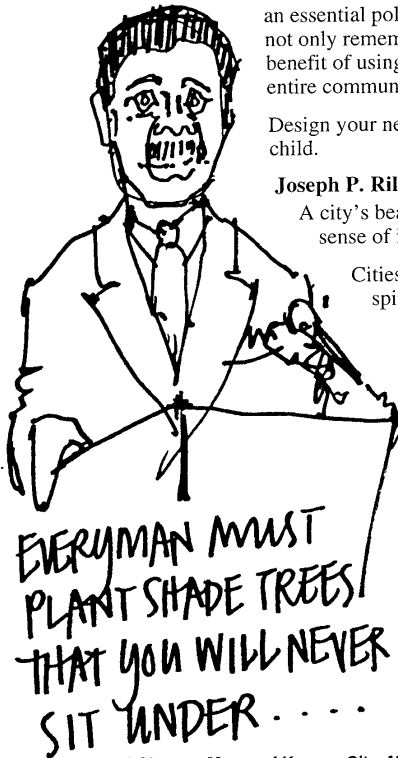
Cities are things of many dimensions. They have spiritual qualities just as their citizens do.

John Norquist, Mayor of Milwaukee, WI

Convention centers that have been built in the last 20 years are not a pretty sight; most of them are ugly. We want people to come to come to Milwaukee, not only because of the variety of attractions the city has but because the convention center itself is an attraction.

William Schaefer, Mayor of Baltimore, MD

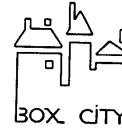
Why can't a garage look like any other building?



Emanuel Cleaver, Mayor of Kansas City, MO

No matter how well meaning the average citizen, it is impossible to make the kinds of changes which will affect life on a large scale without political power. At the same time that citizens are making personal contributions to the built environment—recycling, building energy efficient houses, serving on preservation boards and neighborhood organizations—it is necessary to ensure that elected officials are informed and committed to an environment which contributes to the quality of life of all individuals. Charleston citizens, more aware of their heritage of historic buildings and noteworthy planning which has led to a livable community which all enjoy, have elected a series of Mayors with an understanding of what it means to the community to retain its character. Individually, other mayors are speaking out for good city planning and design.

Federal Policies



To understand what has happened to communities in the 20th century it is necessary to look at the laws which have brought it about. When we look at major **policy changes** in planning, it is apparent that some of the largest changes—and some that have been most detrimental to community—were engineered by our federal policy makers. These people are appointed by leaders we have elected to represent us. They are carrying out **our** wishes. Therefore, we the citizenry, have the communities we have asked for through the democratic process.



The landscape of America can basically be broken into two periods:

First Era Towns representing the earliest Colonial settlements and which exhibit a multi-use pattern

- the agrarian grid with 640 acre sections and 6 square mile townships which can be seen in the East and Midwest
- the Spanish land grants which are seen in California and the Southwest

Second Era Towns, which began in 1938 when the Federal Government began work on a national planning code which decreed separation of uses. These exhibit a single use pattern.

- office parks
- shopping centers
- residential PUD (planned unit development)

Since the Second Era town is the one in which most of us live, let's look at the policies and legislation which have shaped those towns.

1938 Planning for Minimum Property Standards began.

1945 The Federal Housing Administration (FHA) established Minimum Property Standards (MPS) for residential development which determined the way we would live after World War II. Without observing these guidelines, a developer would not receive Federal Mortgage insurance. This document affected postwar suburbs because it was based on the belief by its organizers that the American gridiron town could not accommodate the automobile, it affected postwar suburbs by imposing a pattern of enclaves rather than a continuous urban fabric; traffic was restricted to arterials and houses stood on curving cul de sacs.

1956 *National System of Interstate and Defense Highways*

An increase in the population growth between 1950 and 1960 (179 million), with a number of middle class families moving from cities to new suburban developments led to an increase in traffic and pollution. The Interstate Highway Program allocated 25 billion dollars, 90% of the total estimated cost, for cities to develop new highways over the next 12 years. With this kind of subsidy, a number of



Federal Policies (2)

- (1956) cities did as Boston, San Francisco and Fort Worth did—they built freeways which separated the city from its historic neighborhoods, waterfronts and downtowns. In 1968, the total mileage was expanded to 44,000 miles. In those same cities, in the 90s, those highways are being torn down and replaced.
- 1962 ***Communications Satellite Act***
This act opened up worldwide voice communications and data and has influenced the ways that people can work. There is less need for a centralized office environment and as a result, many businesses left downtown locations for suburban office parks.
- 1966 ***National Historic Preservation Act***
The destruction of our past, built and natural, and the need for preserving it began as early as 1872 when Congress proclaimed the Yellowstone region of Wyoming as a national park and established for the first time a national governmental role in protection and administration of such areas. Conservation and preservation came to be seen as necessary to the quality of life in America.

Just prior to the 1966 Preservation Act, an aluminum siding craze swept through many Midwestern communities. Historic buildings were covered over; their character (and stories) lost.
- 1966 ***Model Cities program***
This program evolved from the establishment of a new cabinet level department, the Department of Housing and Urban Development. It tied together a vast array of federal and local programs in trying to attack the problems of major blighted areas with massive federal aid.
- 1969 ***National Environmental Policy Act***
The environment became a major social issue in the 1960s when the evidences of our technologically advanced society began to show themselves in smog/oil slides, overflowing landfills of rotting garbage, toxic wastes and contaminated waterways.
- 1973 ***Federal Aid Highway Act***
This act stopped planned construction and instead, allowed funds for mass transit. It was a revolt against the freeways of the 60s.
- 1990 ***Amendments to Federal Clean Air Act***
States were encouraged to adopt land use controls designed to reduce total vehicle miles traveled and consequent air emissions.
- 1991 ***Intermodal Surface Transportation Efficiency Act (ISTEA)***
ISTEA allowed funds for mass transit systems and “enhancement” activities that can be hooked onto transportation systems. These could include the restoration of older neighborhoods affected by mass transportation.
- Federal, state and local policies are constantly in a state of change. Add the new policies since 1991. Note how they have affected the environment in good or bad ways.**

Reference Solomon, Daniel. “Fixing Suburbia.” from *The Pocket Pedestrian, a new suburban design strategy*. Kelbaugh, Doug. Princeton Architectural Press, 1989.

A review of how and why people in YOUR TOWN feel about their role in the community, will reveal a number of opportunities for improvement in the community process. The Civic Index questionnaire is an even deeper investigation of the activity called *Who Makes the Rules?*

Mindsets

1. How do things “get done” in YOUR TOWN? How do people *think* things get done? If there is a difference, why? If there is a serious problem in a neighborhood, what normally happens? If there is a city-wide problem, what happens? In other words, what is the mind-set or what are the mind-sets that shape the way people in the city usually respond to problems?

Practices

2. Are there problems in the city that can't be solved or issues that won't be addressed unless everyday citizens or the public at large responds? When the public needs to respond, what usually happens? Why? What role do rank-and-file citizens usually play in responding to problems? Are they typically on the playing field or on the sideline? How much responsibility does the citizenry take for what happen in YOUR TOWN?
3. Who gets to say what the issues in the city are? Who names them? Do most people see a connection between their deepest concerns and the way issues are presented?
4. How are public attitudes about problems usually formed? By public relations or public education campaigns? Leadership rhetoric? Media messages? Direct citizen-to-citizen interaction, either informal or formal?
5. Does the public typically express itself through first impressions, initial reactions and popular opinion *or* more reflective and shared public judgment?
6. When things need to be done, how are the decisions made? Who makes them? Are citizens more likely to be engaged in confronting the hard choices about what they can do *or*, are citizen's meetings more likely to be for describing needs?
7. When decisions are made is there a habit of putting all the options for action on the table and carefully weighing the pros and cons of each? *Or* is it the custom to hear about one particular solution and depending on which side has the floor, its advantages or disadvantages?
8. What institutions provide space for “citizens as citizens” to come together and make decisions about major problems? In other words, what kind of public talk is most common in decision-making? Debate? General discussion? Deliberative dialogue?
9. Does the audience for these gatherings normally cut across or fall along the geographic, social, economic, and ideological divides in YOUR TOWN? How connected are the various public gatherings? Are there the civic equivalents of cross-streets that connect different sections and interests? Where are these boundary-spanners?

Relating and Acting

10. When the city acts, is it more likely that the different actors will act in their own way and that the sum of their efforts will be fragmented, *or* is it more likely that acting will be mutually reinforcing and that the whole of the enterprise will be greater than the sum of the parts? If the response is different on different occasions, why?
11. How would most people characterize their relationship with the major institutions in town—government agencies, the schools, the media? Which institutions do they feel are really “theirs”? Do people see themselves as clients *or* customers of those institutions as partners?

Learning

12. How are outcomes or results of acting usually assessed? Are people likely to measure success against predetermined goals *or* are they prone to judge what they have done by what they have learned? Who owns the process of assessing results? How does it affect the way the community learns?

Every decision will have good and bad points. When you evaluate them in an orderly way, you will quickly see which solutions have the most positive aspects. Use can use the Positive /Negative Matrix with any of the decisions you make regarding activities in *Pictwe This!*

List the good and bad things about every decision.

| + | Solution | - |
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