

HSPV 5720: Preservation Through Public Policy

Spring 2025 | Friday 8:30 - 11:30AM

Fisher-Bennett Hall, Room 20

Faculty: Cory Kegerise, AICP (MSHP '03) | coryk@design.upenn.edu

Overview

Historic preservation in the United States occurs within a network of laws, policies, and practices created by the Federal, state, and local governments. This framework includes regulations and programs that restrict, regulate, frustrate, encourage, and incentivize preservation of a broad range of cultural resources. Preservation professionals, no matter their specialization, need a basic understanding of how this framework enables, constrains, and supports their work.

Throughout this class we will explore the origins, purposes, and functions of the most common and influential programs and policies related to historic preservation in the United States. We will take a broad view of the term “policy”, examining the power structures, funding sources, and regulations developed specifically for preservation purposes as well as ancillary policies that both support and challenge preservation. Central to this exploration are several recurring questions that we need to keep in mind:

- What purposes do these policies serve?
- Who benefits from these policies?
- Who is burdened by these policies?
- Who are the decision-makers that implement these policies?

Learning Objectives

By the end of this course you will be able to:

- Understand how the Federal, State, and local governments in the United States influence the preservation of cultural heritage
- Differentiate between the roles, functions, and authorities of various levels of government
- Identify the primary actors at different levels of government and the programs that they are responsible for
- Analyze the purposes of public policies and programs
- Evaluate and critique the effectiveness of public programs in achieving preservation outcomes
- Formulate recommendations for improving public policies related to historic preservation

Communication and “Office Hours”

The most effective way to reach me outside of class is via email at coryk@design.upenn.edu. If you know you will be absent from class on any given week, please email me in advance so that I know not to wait for you.

I don't maintain regular office hours but am happy to meet individually at any time to discuss course content, performance, career advice, or other issues and questions. I would like to have at least one-on-one in-person meeting with each student throughout the semester. The best times for these meetings is immediately before or after class, but I'm happy to arrange other times to meet in-person or virtually. I'm able to meet in-person on campus or near my office in Center City. Please email me to arrange these meetings.

Attendance

Attendance and participation in class will account for 20% of your final grade and you are expected to attend class each week in-person. If you need to miss class due to illness or other unavoidable circumstance, please email me in advance or within 24 hours of the missed class for the absence to be considered excused. I will assign you make up work. More than 2 absences throughout the semester will negatively impact your grade.

DC Trip – January 31

The Department is sponsoring a bus trip to Washington, DC for all HSPV students on Friday January 31, 2025. We will be meeting with representatives from several Federal agencies involved in policy-making and implementation and touring preservation projects that were heavily influenced by Federal policies. Because this trip occurs on one of our normal class meetings, participation is required. The Department office will be providing registration and logistical details.

Grading and Academic Integrity

Individual written assignments and the final presentation will be graded on a point system using a 100 point scale, which will be equated to a letter grade using the chart below. Quizzes will generally be 10-15 questions, each worth 1-3 points.

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|----|----------|----|---------|
| A+ | 100 – 98 | C+ | 79 – 77 |
| A | 97 – 93 | C | 76 - 73 |
| A- | 92 – 90 | C- | 72 - 70 |
| B+ | 89 – 87 | D+ | 69 - 67 |
| B | 86 – 83 | D | 66 - 60 |
| B- | 80 – 82 | F | < 60 |

Your final letter grade will be determined according to the following rubric:

1. Attendance, completion of the weekly readings, and class participation (20%) - All students are expected to come to class having read the assigned material and be prepared to discuss it.
2. Quizzes (15%) – There will be 3 unannounced in-class quizzes related to required readings throughout the semester. The scores of these quizzes will be averaged together.
3. Philadelphia Historical Commission reaction paper (10%)
4. Policy Analysis Essay (15%) – see details below
5. Final Presentation (20%) – see details below
6. Final Essay (20%) - see details below

Everyone, at all times, is expected to abide by the principles set out in the University's Code of Academic Integrity. Students with questions or concerns about plagiarism or any other issues regarding academic integrity or the classroom environment are welcome to approach the professor in confidence.

Assignments

All written assignments must employ the following formatting:

- 10-12 point type
- 1.5 line spacing
- At least 1" side margins and 1" top/bottom margins
- page numbers
- footnotes or endnotes, following the Chicago Manual of Style

Assignments 1 and 2 must be submitted as PDFs via Canvas by 8:00AM on the due date. The final presentation and essay will be submitted as separate PDFs via Canvas by May 9 at 4:00PM.

1. Philadelphia Historical Commission reaction essay – due February 21

Write a 2-4-page essay sharing your reactions to the Philadelphia Historical Commission meeting. Did any aspects of the meeting surprise you? Do you agree with the commission's decisions? Would you run the meeting differently?

2. Policy Analysis Essay – Due March 7

Choose a topic from the list below and identify a project related to a place familiar to you that illustrates that issue. Prepare a 5-page essay that summarizes the policy issues related to this topic/project. This shouldn't be a fully developed research paper, but rather a brief overview of the project, identification of relevant legislation, policies, and programs, and discussion of how this issue is relevant to contemporary preservation practice.

Alternatively, you may choose one of the specific projects below and follow the same directions. Prepare a 5-page essay that summarizes the project and relevant policy issues, including legislation, regulations, and programs.

This paper will form the basis for the final presentation and essay.

3. Final Presentation and Essay – Presentations on April 25; Essay due May 9

The final presentation and essay will explore the policy issues and programs you identified in the Policy Analysis Essay assignment in greater depth. Prepare a 10-minute presentation that presents the issue to your classmates and summarizes its relevance to preservation practice as well as significant legislation, programs, and policies, and contemporary issues and questions related to the topic. The presentation should include preliminary recommendations for new policies and programs or changes to existing policies that would positively impact preservation outcomes or reduce challenges in achieving those outcomes. Your classmates will offer feedback on your presentation that should be incorporated into the final essay.

The final essay should be a 5-7 page summary of the information included in your presentation. Incorporate any feedback you receive during the presentation into your final essay. The essay should include a bibliography or works cited page. Submit the essay and a PDF of your presentation via Canvas by Friday May 9 at 4:00PM.

Topics and projects for individual essays and presentation

- Climate Change
- Disaster Planning/Hazard Mitigation
- Housing

- State Historic Tax Credits
- Tax abatement
- Easements
- Land conservation
- Tribal consultation
- Funding for the Philadelphia Historical Commission
- Preservation of the Philadelphia Police Administration Building (the “Roundhouse”)
- Greenfields grain elevator, St. John the Baptist Parish, Louisiana

Suggested Readings:

The readings below are not required but may be of interest as reference or for further exploration of the implications of preservation policies.

Federal Historic Preservation Laws, Regulations and Orders:

<https://www.nps.gov/Topics/historicpreservation/laws.htm>

Avrami, Erica. 2024. *Second Order Preservation: Social Justice and Climate Action through Heritage Policy*. Minneapolis: University of Minneapolis Press.

Course Schedule and Required Readings

| | |
|-----------------|---|
| Class 1 | January 17, 2025 |
| Topic | Course Overview <ul style="list-style-type: none">• Introductions• Evolution of preservation policy in the United States• Core concepts, programs, and terminology |
| Guests | |
| Readings | |
| Class 2 | January 24, 2025 |
| Topic | The Federal Framework <ul style="list-style-type: none">• National Historic Preservation Act• National Register of Historic Places |
| Guests | Amanda Casper, Ph.D., (MSHP '07) National Historic Landmark Program Coordinator, Northeast Region, National Park Service |
| Readings | With Heritage So Rich: https://www.slideshare.net/PreservationNation/with-heritage-so-rich-compressed <ul style="list-style-type: none">• Message from The President• Introduction to 1983 Edition• Preface• Findings and Recommendations National Historic Preservation Act (54 USC 300101 et seq) <ul style="list-style-type: none">• 3001 – Policy• 3021 – National Register of Historic Places• 3041 – Advisory Council on Historic Preservation |
| Class 3 | January 31, 2025 |
| Topic | DC TRIP – Participation required |
| Guests | |
| Readings | |
| Class 4 | February 7, 2025 |
| Topic | The Role of Local Governments <ul style="list-style-type: none">• Local Preservation Ordinances• Certified Local Government program |
| Guests | |
| Readings | Certified Local Governments (National Park Service) https://www.nps.gov/Topics/clg/index.htm |

36 CFR Part 61.6 and 61.7

<https://www.ecfr.gov/current/title-36/chapter-I/part-61?toc=1>

Certified Local Government Program (Pennsylvania)

<https://www.pa.gov/en/agencies/phmc/historic-preservation/clg-program.html>

Class 5 February 14, 2025

Topic Philadelphia Historical Commission Meeting (Virtual)
<https://www.phila.gov/departments/philadelphia-historical-commission/public-meetings/>

We will gather in the classroom and watch the virtual meeting together. This will enable us to discuss and critique the proceedings in real time. Please note that you will write a brief reaction paper about the meeting that will be due prior to class on February 21.

Guests

Readings Philadelphia Historical Commission Ordinance and Rules and Regulations
<https://www.phila.gov/documents/historical-commission-rules-regulations-and-ordinance/>

Class 6 February 21, 2025
Philadelphia Historical Commission reaction paper due

Topic The Role of the States and Tribes

Guests

Readings National Historic Preservation Act ([54 USC 300101 et seq](#))

- 3023 – State Historic Preservation Programs
- 3027 - Historic preservation programs and authorities for Indian tribes and native Hawaiian organizations

Procedures for State, Tribal, and Local Historic Preservation Programs ([36 CFR Part 61](#))

Introductory materials to 1999 revisions of 36 CFR Part 61:
<https://www.govinfo.gov/content/pkg/FR-1999-03-09/pdf/99-5783.pdf>

Class 7 February 28, 2025

Topic Planning and Zoning

Guests Martha Cross, AICP (MCP '03) – Principal, Make Advisory Services and former Deputy Director for Planning and Zoning, Philadelphia Department of Planning and Development

Readings American Planning Association Policy Guide on Historic and Cultural Resources:
<https://www.planning.org/policy/guides/adopted/historic.htm>

Philadelphia 2035 Citywide Vision: Renew - Historic Preservation (154-164)
https://www.phila2035.org/files/ugd/32cb1b_4c55f0e2a977489ea1bdf378f8aebb9e.pdf

Historic Preservation in Philadelphia: New Tools for an Old City:
<https://savingplaces.org/stories/new-tools-historic-philadelphia>

Class 8 **March 7, 2025**
Policy Analysis Essay Due

Topic Building Codes and Accessibility

Guests Kathy Dowdell, AIA – Principal, Farragut Street Architects

Readings Jenna Solomon (MSHP '15) – Manager of Cultural Resources, Amtrak ADA Stations Program
Preservation Brief 51: Building Codes for Historic and Existing Buildings: Planning and Maximizing their Application (National Park Service)
<https://www.nps.gov/orgs/1739/upload/preservation-brief-51-building-codes.pdf>

Understanding How the ADA Applies to Historic Properties:
<https://adasoutheast.org/understanding-how-the-ada-applies-to-historic-properties/>

March 14 – SPRING BREAK – No Class

Class 9 **March 21, 2025**

Topic Treatment of Historic Properties

- Secretary of the Interior's Standards for Historic Preservation and Archeology
- Local Design Guidelines

Guests

Readings A History of The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings (National Park Service):
<https://www.nps.gov/articles/000/treatment-standards-history.htm>

Class 10 **March 28, 2025**

Topic Federal Government Responsibilities

- Section 106
- Section 110
- National Environmental Policy Act

Guests Jennifer Maver (MCP '00) – Manager of Resource Planning and Compliance, Northeast Region, National Park Service

Readings National Historic Preservation Act ([54 USC 300101 et seq](#))

- Section 3061 – Federal Agency Historic Preservation Responsibilities

Secretary of the Interior’s Standards for Federal Agency Historic Preservation Programs

- National Park Service Guidance:
<https://www.nps.gov/articles/000/secretary-standards-federal-agency-historic-preservation-programs.htm>

Section 110 Fact Sheet (National Preservation Institute):

<https://www.npi.org/sites/default/files/DoD110-FactSheet%20Standards%20110%40121523.pdf>

Introduction to Section 106 (Advisory Council on Historic Preservation):

<https://www.achp.gov/protecting-historic-properties/section-106-process/introduction-section-106>

Integrating NEPA and Section 106: https://www.achp.gov/integrating_nepa_106

Class 11 April 4, 2025

Topic Money as Preservation Policy – Tax Credits, Main Street, Grants

Guests

Readings Federal Historic Tax Credits:

- 20% Tax Credit Basics: <https://www.nps.gov/subjects/taxincentives/tax-credit-basics.htm>
- Eligibility Requirements: <https://www.nps.gov/subjects/taxincentives/eligibility-requirements.htm>
- Application Process: <https://www.nps.gov/subjects/taxincentives/application-process.htm>

Federal Funding Sources for Main Streets:

<https://mainstreet.org/resources/knowledge-hub/publication/federal-funding-sources-for-main-streets>

Class 12 April 11, 2025

Topic Decision-Making and Advocacy

Guests

Readings Secretary of the Interior’s Professional Qualification Standards:
<https://www.nps.gov/articles/sec-standards-prof-quals.htm>

Messaging Guide for Local Preservation Programs (National Alliance of Preservation Commissions):

<https://www.napcommissions.org/messaging-guide>

NOTE: You don't need to read every section of the messaging guide, but familiarize yourself with the overall purpose of the document and the specific issues that start on page 39.

Class 13 April 18, 2025

Topic International Programs

Guests

Readings The World Heritage Convention: <https://www.icomos.org/en/icomos-and-world-heritage/the-world-heritage-convention?showall=1>

Operational Guidelines for the Implementation of the World Heritage Convention
<https://whc.unesco.org/en/guidelines/>

- Chapter 2

U.S. World Heritage Gap Study:
https://issuu.com/usicomos/docs/icom001_1603_gapstudyidlayout-issuu

Class 14 April 25, 2025

Topic Final Presentations

Guests

Readings

May 9 – Final presentations and essays must be submitted via Canvas by 4:00PM