Preservation Plan Outline

Buffalo Preservation Plan Program Report on
Technical Assistance on the Preservation Plan Process BURA 28-40200

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The Preservation Plan Outline was prepared by the Advisory Committee and Steering Committee of the Buffalo Preservation Plan Program chaired by Richard Lippes, President of the Preservation Coalition of Erie County. Technical support, writing, and facilitation was provided by Robert Shibley as agent for The Landmark Society of the Niagara Frontier under contract with the Buffalo Urban Renewal Agency.

Preservation Plan Outline

Executive Summary

Towards A Community Preservation Plan. Buffalo needs a Community Preservation Plan to identify and protect historic urban resources in Buffalo and to educate public officials and citizens about the value of our built heritage and what is needed to protect it. A first-phase Preservation Plan Program Outline suggests a four-part strategy for achieving these goals, including:

- Continuous emphasis on the inventory of historic resources required by local, State and federal law;
- A multi-part effort designed to protect those resources;
- Education of a broad range of audiences that influence our ability to inventory and protect historic resources; and,
- Creation of the administrative, financial and technical capacity to do the first three tasks well.

Preservation of the city's historic resources is important for at least four reasons. Preserving and restoring historic structures, districts and landscapes helps sustain what we might call the "web of urbanism," the physical environment that supports daily life in the city. Recognizing and interpreting these resources and the stories that go with them gives us an understanding of who we are as a community and gives meaning to life in Buffalo. Preservation also supports the community's economic development goals, attracting tourists and contributing to the quality of life that draws people and capital. At a finer grain, investments in historic properties add value to neighborhoods and encourage further investment.

Work to date on a Community Preservation Plan has been led by a broad-based stakeholder group involving leaders of key preservation organizations, foundation executives, public officials and others. The effort has also involved intensive research on national precedents and local resources by a consultant team; an educational exchange with city and preservation leaders from Pittsburgh; and work on a land and building management program by the Office of Strategic Planning.

The Preservation Plan Program Report recommends a hybrid approach to preservation planning and implementation. Other cities typically follow one of three models: preservation plans that stand alone and have strong impact on public education about preservation; preservation plans that are elements of more authoritative comprehensive plans and have the force of local policy; and preservation plans that emerge incrementally through the development of historic district designations. The report suggests that an approach synthesizing all three models is possible for Buffalo.

Similarly, the report recommends a plan strongly rooted in public policy and public agencies but also involving responsible action by a large constituency of private and not for profit interests, including the local foundation community and leadership from the historic preservation community. The report also calls for creation of a Preservation Leadership Council made up of the presidents of preservation organizations who will facilitate the private sector component of the Preservation Plan.

The elements of the preservation strategy include:

1. A complete **inventory** of Landmarks, Districts, residential and other properties, streets, pedestrian ways and other urban and landscape features to be incorporated into the plan through the land and building management program of OSP. The inventory should catalog the heritage designation of each individual property and district, the measure of protection afforded to it, and its ownership, use, age and physical condition.

It should also consider for designation properties based on their association with the life of a significant member of the community; their role in an important historic event; the significance of the building type, architectural style, period, builder or architect; or its significance in the context of surrounding urban fabric. New districts should be considered if they contain a group of buildings that are significant due to workmanship, age, beauty or uniqueness; the area has historical significance related to an important person, event or community activity; or the area offers a definite sense of place and time through common elements, focal buildings or landscape features.

2. An approach to **protection** of historic resources that emphasizes maintaining the "web of urbanism" through a moratorium on demolitions other than those necessary for the preservation of public health; pedestrian-oriented approaches to redevelopment; a moratorium on the creation of surface parking lots; unifying landscapes and streetscapes; providing guidelines for new development in historic districts; and, "buttoning up" or "mothballing" important buildings until their restoration can be accomplished. The protection strategy also calls for a focus of resources on historic districts in Allentown, the West Village, and Hamlin Park because of their proximity to concentrations of other investments in the Buffalo Niagara Medical Campus, Downtown, and the Canisius College area, respectively.

3. A program of **education** that addresses the wide variety of constituencies that are needed to support the identification, designation, preservation, interpretation, marketing and promotion of Buffalo's historic resources. This work should include revision and republication of *Protecting Buffalo's Best…Operations and Procedures of the Buffalo Preservation Board (1990),* a comprehensive guide to the substantive, legal, regulatory and procedural work of preservation in Buffalo. Other educational programs should be developed for the benefit of front-line tourism industry workers who are the first line of contact for heritage and culture visitors; staff of courts and public agencies who deal with preservation matters; and tours, conferences, workshops and publications for the general public, including school-age children.

4. Improving the **capacity** of preservation agencies and organizations to provide financial and administrative support and technical assistance to implement the inventory, protection and education elements of the strategy. The ultimate aim is for the community to develop a self-sustaining preservation organization that educates, advocates, acquires sites and properties, and sells developed sites for preservation investments.

A key element of this capacity will be to create a strategic resource fund gathering resources from government, foundations, and financial institutions. Such a fund will give the preservation community the ability to stabilize historic structures that are not ready for commercial or public investment as well as to carry out the work of inventory, designation, and education.

To make the greatest impact, preservation work must be coordinated with initiatives aimed at improving housing and neighborhoods, restoring Olmsted parks and Ellicott radials, reconstructing schools, creating new jobs, and rebuilding infrastructure. Given the volume and broad distribution of Buffalo's 74 landmarks and ten Historic Districts, the potential for combining preservation initiatives with other investment programs touches nearly half the city.

The Community Preservation Plan to be developed on the basis of this report and continuing work by the stakeholders should ultimately be incorporated into the Buffalo Comprehensive Plan and implemented in coordination with that effort.

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Preservation Plan Outline

Table of Contents

The Preservation Plan Program includes two significant initiatives by Mayor Anthony M. Masiello, the Office of Strategic Planning, and the Buffalo Preservation Board at the City of Buffalo. The first was the Buffalo Pittsburgh Exchange sponsored by the National Trust for Historic Preservation and the second was a contract to facilitate a series of stakeholder meetings on preservation planning chaired by Richard Lippes, President of the Preservation Coalition of Erie County. Both efforts have provided the basis for this plan outline and were managed by the Landmark Society of the Niagara Frontier under the leadership of Robert Shibley who wrote this report based on the full scope of the Preservation Plan Program.

Preservation Plan Outline

Appendices to the *Buffalo Preservation Plan Program Report*

1. *The Niagara Frontier: Border Zone or Middle Ground*

   Herzberg, David, in Shibley, R. and Hovey, B, Editors, *Rethinking the Niagara Frontier*, The Urban Design Project in collaboration with The Waterfront Regeneration Trust, School of Architecture and Planning, University at Buffalo, State University of New York, 2001.

2. *Preservation Planning Meeting Notes and Minutes with Advisory Committee and Steering Committee Rosters*

3. *Waterfront Assets*

4. *The National Trust for Historic Preservation/ Buffalo-Pittsburgh Exchange*

5. *History Timelines*

   History of the Buffalo Area ..... A
   General Historical Data ..... B
   Architectural/Planning Events C
   Timeline of Buffalo Churches..... D

6. *Protecting Buffalo's Best: Operations and Procedures of the Buffalo Preservation Board Manuscript (to be added with a revised map and excel chart of all listed properties).*

7. *Draft Preservation Work Plan*

Preservation Plan Program Report[1]

Preservation Plan Outline

Abstract

The goals for preservation in Buffalo include identifying, protecting, enhancing and interpreting the vast array of historic human and natural resources. Such activity has enormous value for economic development, maintaining the overall quality of life in the city and promoting healthy environments. Real capital investment and broadly based education programs supporting priority preservation projects are critical to the implementation of future preservation work in the City. So also are the establishment of clear priorities for accountable action, and the administrative, financial and technical capacity to take such actions. The plan outline, recommendations, and organizational framework reported throughout this report are intended to further establish the capacity to meet the goals for preservation planning.

References on related initiatives

There are several initiatives in place in the city and region that address the identification, interpretation and protection of historic resources.

Within the city there is a citywide *Preservation Plan Program* that prepared this report. The program will continue to advise on the preservation of the city's landmarks, Heritage Districts, and unique architectural and planning heritage under the auspices of the City of Buffalo Preservation Board. Participants in the program are recommending they become a working standing committee that operates with a broad consortium of preservation organizations, developers, foundations and interested citizens led by a Preservation Leadership Council. The Council is to be made up of the presidents of preservation based not-for-profit organizations and others with the capacity to contribute to the implementation of the recommendations of this report and Buffalo's Preservation Plan.

The Preservation Plan Program report is intended to strongly reinforce substantial work already in process related to the preservation of Buffalo's historic resources. Examples include but are not limited to: the ongoing implementation of the *Queen City Hub: Regional Action Plan for Downtown Buffalo*; the community planning work of the Good Neighbors Planning Alliance (GNPA); an historic resource inventory in four of the nine (GNPA) neighborhood districts; the *Erie Canal Harbor Master Plan* developed by Empire State Development Corporation now in the

[1] The Preservation Plan Program includes two significant initiatives by the Mayor Anthony M. Masiello, the Office of Strategic Planning, and the Buffalo Preservation Board at the City of Buffalo. The first was the Buffalo Pittsburgh Exchange sponsored by the National Trust for Historic Preservation (Appendix 1) and the second was a contract with Robert Shibley as an agent of the Landmark Society of the Niagara Frontier to facilitate a series of stakeholder meetings on preservation planning under the leadership of Richard Lippes of the Preservation Coalition.

final stages of its planning and environmental impact reviews; and the Michigan Avenue Baptist Church and related district planning. In addition, there is an evolving Olmsted *Parks and Parkway System 20 Year Restoration and Management Plan* and the State of New York's Coastal Zone Management program requiring Buffalo's *Local Waterfront Revitalization Plan* that will start its environmental impact reviews in the summer of 2004. The aggregate of this and other work focus on the effective use and interpretation of Joseph Ellicott's 1804 radial plan for the city, Frederick Law Olmsted's park and parkway system, and the river, creek, and lake waterfronts that have played such an important role in Buffalo's history. Toward this end, several elements of the report will be abstracted for use in *Queen City in the Twenty-First Century: Buffalo's Comprehensive Plan.*

Regionally, there is an impressive array of resource identification and interpretation work on the New York State Canal System supported by the New York State Thruway and the evolving National Park Service (NPS) Erie Canalway National Heritage Corridor Commission. The NPS has also concluded a preliminary resource study on the desirability of a Niagara Heritage Area and is now engaged in a more comprehensive investigation as a precursor to potential heritage area legislation. There is also work in progress supported by Erie County and the John R. Oishei Foundation on the development of Buffalo Niagara Cultural Tourism Initiative's strategic plan currently in the final stages of development.

These and other plans, when taken together, represent an ambitious effort to make the identification and interpretation of historic resources an economic as well as a quality of life imperative in our region. While many of them are being created separately, they are complementary and should be seen as part of the city and regional effort to help fulfill the *New York State Preservation Plan (2002-2006)* published by the New York State Office of Parks, Recreation and Historic Preservation.

Preservation plan goals

Identify and Protect. The City of Buffalo Preservation Plan has two core goals. The first is to identify and protect Buffalo's historic resources employing the Secretary of the Interior's Standards for Historic Preservation as well as others that may be better suited to Buffalo's context. The goal has five sub-elements as follows:

1. Conduct a comprehensive historic resource inventory for the City of Buffalo. Use existing inventory work in progress such as the four Good Neighbors Planning Alliance areas currently being inventoried by the Office of Strategic Planning and past work on SEQR (State Environmental Quality Review Act) reviews such as that recently prepared for the west side neighborhoods abutting the Peace Bridge Plaza as a base upon which to build. Include historic resource inventory work as part of planning with the Good Neighbor's Planning Alliance as it assembles neighborhood plans that, in the aggregate, serve the entire city. As expressed in City Code, this process of inventory is a continuous one, requiring periodic updates and continuing maintenance.

2. Based on the historic resource inventory, prepare national or local historic property nominations and maintain an updated listing of historic properties and districts.

3. Establish historic district priorities that both influence the City of Buffalo Comprehensive Plan and are well related to it. Specifically, work with the fact that the strategic areas of investment in the plan also reinforce several historic district designations.

4. Develop a clear and accountable process of deliberation related to the protection of historic resources. The process should include full notification to interested parties including the preservation community and neighborhood constituencies of demolitions or other actions that relate to the protection of historic resources. It should also include opportunities to appeal decisions, and should establish consequences for the failure to enforce such processes.

5. Establish indices that will be incorporated into the process of protecting historic resources to enable the public to set priorities on protection measures identified by the Secretary of Interior standards or other reference standards suited to the Buffalo context. These indices should include the use of preservation as a tool to enhance economic development as well as quality of life.

It is important to note that tourism and sustainable development are addressed in this first goal and its sub-components through the Comprehensive Plan. The goal further empowers the plan to address historic resources in the full context of their abutting neighborhoods as called for in the Comprehensive Plan.

Educate. The second goal of the preservation plan program is to educate all parties that influence the ability to protect historic resources as to the full benefits of preservation as well as legal obligations related to the preservation of historic resources. This goal includes educational programming and publishing by the "preservation community," by the heritage and cultural tourism "industry," and by the area colleges and universities as well as public and private educational institutions teaching at the K-12 levels. The educational goal includes programming and support documentation related to financing historic preservation and it embraces other educational programming and support documentation related to the day-to-day management responsibilities of the City and the courts.

Learning from the Experience of Others Nationally and Locally

"…a preservation plan is a proactive means of planning for the preservation of a community's character and historic resources."

- From *Preparing a Historic Preservation Plan* by B. White and R. Roddewig

The Preservation Plan goals are derived from a variety of explorations by the Preservation Plan Program into the experience of other cities in preservation action, as well as successes and failures in Buffalo. These explorations have helped to define proposals for the structure and leadership for preservation work in the City as well as recommendations for immediate action and for longer-term work.

Bradford White and Richard Roddewig describe preservation planning as a process that delineates a community's preservation needs and charts a course of action to meet those needs. The preservation planning process is ideally a proactive process that is characterized by the identification of a community's historic resources, the establishment of priorities, and the identification of resources for implementation. However, due to the growing number of threats to

historic properties in recent decades, the preservation process is more often concerned with forestalling disasters than it is with working toward long term preservation goals. In order to avoid relying on short-term solutions and piecemeal resolutions, it is important that a community establishes its preservation principles and works diligently to implement and maintain them.

In Buffalo, that process has involved research into national precedents and explorations into local successes and failures. The results of this investigation have led the Preservation Plan Program to recommend the contents of this chapter to the City of Buffalo as the input from both the public and private sectors and will continue to rely on community input from residents and leaders.

National Structural Options. Preservation plans are usually derived to provide the basis for creation of a preservation program where either none or little exists. The plans often incorporate existing preservation programs in order to strengthen them or create new programs altogether. In all cases, the preservation plans reviewed by the Preservation Plan Program were designed to identify, protect and educate in a manner comparable to the goals of the Buffalo plan. Although the overall goals are similar in all cases, the means with which they are being achieved varies considerably. Depending on the community's preferences and existing resources, a preservation plan may act as a stand alone document, as a component within a larger comprehensive plan, or as a series of smaller district plans. Although the National Trust for Historic Preservation considers a preservation plan that exists within a larger comprehensive plan to be the most desirable, each of the options mentioned has its merits.

The *stand-alone preservation plan* is often most useful in its ability to act as an educational vehicle. Its factual and informative content provides residents and politicians with the necessary information to make informed decisions about their community's historic resources. Through the education of residents and leaders, the stand-alone plan also provides the basis for private sector and not-for-profit involvement. By providing an inventory of existing conditions and resources, the standalone plan often acts as a conduit for further action because it challenges residents and leaders to think critically about their own role in the preservation process. One of the difficulties associated with a standalone plan is that it often requires implementing legislation for public action or incorporation by reference in the comprehensive plan in order to be successful. Hence, a standalone often acts as an impetus for inclusion within the usually more powerful comprehensive plan.

Sarasota Springs Timeline

- 1946: Saratoga Springs Planning Board created
- 1963: Temporary Committee on Historic Buildings created
- 1966: Committee on Historic Preservation created
- 1977: Local Historic District created by the Historic Review Commission
- 1986: Designated NYS' first Certified Local Government
- 2001: *Working Plan for Historic Preservation in Saratoga Springs*
- *Working Plan for Historic Preservation* is a 10-year work plan that relies upon existing public/private partnerships

The preservation plan that exists as an *element within a comprehensive plan* is often considered the most desirable option because it ensures a certain amount of consistency and often lends itself to realistic implementation. In most cases, the preservation values exist as a discreet element within a larger comprehensive plan. The strength of this approach lies both in its clear definition and in its ability to be implemented in a variety of different sections of the plan. Preservation

values may also be integrated into other elements of the plan, such as housing and transportation, so that a multifaceted approach is possible. In doing so, a community ensures that its preservation values are intricately connected to its other standards and ideals. However, in order to do so, it is important that other elements of the plan should be reviewed to reconcile any conflicting goals.

Charleston, SC is a good example of a preservation plan that is now fully integrated into the City Comprehensive Plan. Charleston's story of preservation goes back to the early 1900s when preservation was seen as a way to protect the city's colonial era structures for educational purposes. As early as the 1920's the City Council created a Special Committee on Zoning that drafted ordinances prohibiting certain uses in historic areas leading to the ratification of the historic district ordinance in 1931 and by 1947 they chartered the Historic Charleston Foundation[2]. South Carolina passed into law the requirement that all legally mandated comprehensive plans must have a preservation component. As a result of this and the consistent advocacy for preservation as an educational tool and for economic development, *Charleston 2000: The City of Charleston's Comprehensive Plan* clearly lists historic preservation objectives as a major component. Charleston's efforts over the years have benefited greatly by joint public and private sector work to achieve the full returns to their community that can be had from the identification and interpretation of its history.

A *district-by-district* approach usually occurs as an incremental development of smaller-scale plans. In most cases, an initial priority district is created in order to protect a certain body of resources in a given neighborhood or area. Community members develop their own plans and priorities for what types of developments or modifications will be allowed in that area. In many cities, that initial designation will lead to further designations of other neighborhoods or areas of historical importance. As is the case in Buffalo, the district-by-district approach allows for an incremental demonstration of the power of preservation in priority districts. Although these designations are somewhat powerful on their own, their combined power is usually much greater. In other cities, a plan for each historic district has been able to provide, in the aggregate, a basis for the city preservation plan. One of the weaknesses of this approach is the lack of protection for significant structures that fall outside of the designated preservation districts.

Perhaps one of the most impressive urban comeback stories of the Northeast is that which recounts how Providence, RI moved through two cycles of decline to emerge as a beautiful and well-respected city on the rise. A significant part of this story is constructed historic district by historic district. The first was launched with a comprehensive inventory of historic resources covering 380 acres and the creation of a district plan an area called College Hill concluded in 1956. There were two extensions to the district. The first extension was added in 1977 and the second in 1990. That effort and the 1959 enactment of a local historic district zoning ordinance to preserve special areas of historic and architectural value formed the foundation of what became seven district designations developed with zoning overlay zones. Providence advanced its preservation goals through the aggregate of its district designations and with the oversight of the Providence Historic District Commission.

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[2] Weyeneth, Robert R. *Historic Preservation for a Living City*, Charleston: USC, 2000

The precedent planning in Sarasota Springs, NY; Charleston, SC; and Providence, RI illustrates best practices from multiple sources. Observations derived from the research have led the Preservation Plan Program to recommend all three structural options, (a stand alone plan, a preservation plan incorporated and fully integrated into the comprehensive plan, and one built district by district as a place to start). Buffalo's preservation plan is fully incorporated by reference in the Comprehensive Plan and its core elements are described in the text of the plan. The preservation plan also is a stand-alone work in progress currently documented as the Buffalo Preservation Board's Preservation Plan Program dated June 10, 2004. Finally, the Preservation Plan Program calls for working on "priority" historic districts as an excellent way to get the maximum leverage out of investments from other sources related to the goals of the preservation section of the Comprehensive Plan.

Plan Leadership. National precedents reveal a mix of private and public sector leadership models in preservation planning with the majority of these precedents grounded in public sector initiatives. Many of the public sector driven initiatives are inherently useful because it is the municipal and county governments that own many historic resources, are responsible for many of the community's infrastructure improvements, and, as such, are attuned to the complexities involved in historic preservation. In many cases, the municipality acts as a steward of historic resources in the community and promotes the value of such initiatives. Public sector recognition also adds legitimacy and credibility to the plan. In addition, public sector driven plans often help assure that municipal regulatory policies are conducive to preservation goals.

Local business owners, private developers, individual entrepreneurs, and other members of the community, usually with the leadership of a local foundation or preservation organization leaders, often organize private sector leadership in preservation plan development. Although self-interest sometimes plays a part in this type of program, the consistency and solidification of preservation efforts that result is usually beneficial to the preservation of historic resources. Some of the ways the private sector works to accomplish its goals is through the use of Business Improvement Districts (BIDs), historic district management organizations, and historic preservation development corporations.

When combined, a *public and private sector partnership* can prove to be quite useful to preservation efforts. In such a partnership, stewardship responsibilities are shared so that there is a collaborative public and private action whereby both groups are involved in the preservation process and are held accountable. Venture capital and public incentives are often used as ways of establishing and maintaining the preservation efforts. A balanced approach is achieved because preservation priorities represent the interests of both the public and private sector.

The Buffalo Preservation Plan Program recommends the best of both public and private sector models. It is recommends a public sector plan that also involves responsible action by a large constituency of private and not for profit interests, including the local foundation community and leadership from the historic preservation community. It further recommends the creation of *Preservation Leadership Council* made up of the presidents of preservation organizations who will facilitate the private sector component of the Preservation Plan. The core leadership in setting up such a council is already practiced at working together in the development of this report to the Preservation Board.

Local successes and failures

The successes and failures of Buffalo in the preservation of its historic resources have been the subject of intense discussion for over thirty-five years. More recently, the Preservation Plan Program has convened over twenty working sessions involving of a mix of stakeholders and other interested parties that examined these successes and failures and the state of the art in preservation planning. The conclusions from each meeting were recorded in meeting notes shared with the Program's Steering Committee, Advisory Committee, and the general public at The Landmark Society of the Niagara Frontier's Preservation Plan Dialogues. Additional value was added to the discussions through the Landmark Society of the Niagara Frontier's Preservation Conference as well as its 2004 annual meeting. In addition, the National Trust program sponsoring an exchange with Pittsburgh, PA held two meetings with a broad team of Buffalo participants in advance of the exchange and four additional meetings after the three-day visit framing its recommendations. The aggregate of all of this activity has been reduced to a few key recommendations. While they are not comprehensive, they do represent a form of collective intelligence about what we should do based on what experience has taught us.

We have not identified the specific cases employed to derive these recommendations, in part, because our method was anecdotal and frankly contentious. The lessons, however, are less contentious due to the effort to balance tensions and reflect a measured consensus.

1. If it is not broken, don't fix it with scarce public incentive money. This refers to the opposition by some participants in the Preservation Plan Program to changes in building use, for example, which demand public money but involve property already in active use. The reuse in question is one supported by public funds that might be better spent elsewhere as the building's historic resources are not perceived to be at risk.

The counterargument to the above lesson offered in discussions relates more generally to the desirability of converting Class C and B office buildings downtown to residential use, thus reducing vacancy rates and clearing the way for the larger floor plate, higher floor loading, and higher floor to ceiling space demanded by many contemporary office tenants. In strategic areas like the 600 to 800 blocks of Main Street, conversions in buildings with active occupancy should be accompanied by tenant relocation within downtown, and function strategically in concert with the *Queen City Hub* plan and the more detailed work of the Downtown Neighborhood Development Corporation in the establishment of residential neighborhoods in strategic areas of downtown.

2. Create a level playing field. Balance work with large developers by also inviting work by small developers and small business concerns on rehabilitation, preservation or re-use projects. There is some sentiment that small developers would be more interested in preservation than large developers, that they would make smaller mistakes, and may prove better stewards of preservation. A small developer, so the argument goes, might address the use of threatened properties in more creative and in higher risk ways. Large business concerns tend to be more risk averse and less likely to try innovative reuse strategies.

At the same time, the discussions during the planning process acknowledged that large business concerns often have resource capacity and expertise beyond the reach of more modest enterprise and also need access to the public incentives available to protect historic resources. The lesson is to create equal access to opportunities through equitable requests for proposals related to limited public resources or designated developer status.

3. Protect historic scale of development. There is a tendency in the development of the City to aggregate parcels to create large development blocks. The challenge is then to assure that the resulting developments maintain the scale and character of the historic lot sizes. The lesson discussed by participants is to develop a balanced approach to parcel sizing that invites small historic infill parcel development and allows for some land banking of larger development parcels in anticipation of large development opportunities.

The new land, building, and facilities management policy[3] offers more equitable access to parcels of land as they come on the market, helping to assure opportunities for small parcel development. In addition, the proposed approach to zoning invited by the urban design section of the comprehensive plan calls for near downtown residential development to allow for the historic lot sizes, not necessarily requiring new residential developments to have fifty feet of frontage to be in compliance with the ordinance.

4. Use the full power of the public in service of historic resource protection. Employ eminent domain when properties like those in the 700 block of Main Street are left to decay. Such action might have saved one of the structures on the Genesee Street block between Ellicott and Elm and it might have saved one of the contributing structures in the 700 block of Main Street. Related to the reasonable exercise of public power, the City code allows for the ability to address code infractions and then bill owners for real cost of bringing threatened properties up to secure and safe condition. The source of the authority is under the City Charter Part 2 Chapter 113-3 "where the public safety requires immediate action, the Commissioner may deem an emergency to exist and may enter upon the premises with such assistance as may be necessary and cause the structure to be made secure or taken down without delay and the passerby to be protected at the expense of such owner or party interested."

Another aspect of exercising the full power of the public in service of historic resource protection involves the full exercise of site plan and design review ensuring new construction will be both contemporary and fit within the context of its historic surrounds. Historic districts need well-developed urban design proposals and design review guidelines that are fully enforced.

5. Enhance the collaborative engagement of Community Based Organizations vested in preservation in the service of Preservation Plan implementation. The organizations represented on the advisory committee for the Preservation Plan Program, for example, can be more aggressive in pursuing court remedies related to threatened properties. They can be more involved in problem solving to acquire viable use programs for such properties prior to court action. They can also work more closely with the foundation community and public agencies in the construction of strategic resources such as revolving loan funds and grants applicable to preservation action. Finally, they should be more diligent in creating the nomination material to list and protect historic resources prior to their being lost "as of right." In addition they can be more systematic and effective in their public education programs, making clear the rights, expectations, and opportunities related to historic resource ownership.

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[3] Office of Strategic Planning, *Vacant Land, Buildings and Facilities Management*, draft policy for consideration by the Office of Strategic Planning, 2003.

Historic Context

The literature on Preservation Planning strongly suggests that good plans require a clear determination of the historic context within which the plan will operate. In Buffalo this involves an understanding of Buffalo in its bi-national region. The unique history that has made and can sustain Buffalo is interlinked with a larger story of war, peace and freedom in the Niagara Frontier, with the development of wealth in the region, with the establishment of a rich culture relating enterprise and the arts, with our agricultural roots, and with the landscape of natural features and built artifacts.

Regional [4]. There are really three distinct stories that establish a regional context for the city of Buffalo. Each is true and crucial in its own way, but they are not at all the same story. They overlap but only partially. They are at once consistent and yet in profound, energizing tension with one another. In sum, it is the individual evolution of these stories, and their intricate intertwining over time that has defined the history of our region.

The first story is the story of the US/Canadian border as such — as something real, meaningful in both law and culture, something evolving over time. The story begins in the days before the Niagara River was an international border and follows how it became and then evolved as one — from the time of the French and Indian War through the American Revolution and the War of 1812, to dramatic moments of international conflict at the time of the Caroline incident and the Fenian raids, to the modern era where the border has been embodied mainly in trade policy from Reciprocity Treaties to NAFTA, and in the complex relationships of immigration law and policy. In this story, the connections across this border have been numerous, and important — but the border has always marked two distinct societies, and its unfolding meaning traces the evolving story of their complex relationship and interaction over time.

The second story is the story of a region in which the concept of border is more a hindrance than help. This is a story of the intimate connections and intertwined relationships, especially in economic life and geography, which have always defined this area as a trans-border region. This is a story of competition and cooperation, but above all, a story of interdependence and interaction, though the form this has taken over the centuries has varied. From this perspective, what is important is understanding that the region has historically existed, and certainly must approach its future now, as a middle ground defined by place and its connection to other places and economic regions. It is a story that has seen the successive re-imaginings of time, space, and regional relationships driven by history itself.

From the complex international diplomacy of the Iroquois, to the ways in which the Erie and Welland Canals reshaped the meaning of geography and connection throughout North America, much less the Niagara Corridor, to the surge and then the decline of heavy industry and the dawning of a new identity as a trans-national regional hub in a global economy, this is the story it is now crucial to tell: the story of a region whose breadth, depth, and fundamental character only

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[4] Abstracted from Michael Frisch's introductory essay on the history of the binational Niagara region published in *Rethinking Niagara*, edited by Robert Shibley and Bradshaw Hovey, Buffalo, NY: the Urban Design Project, University at Buffalo, State University of New York (2002). See appendix 1 for the full text of David Herzberg's article entitled, "The Niagara Frontier: Border Zone or 'Middle Ground'?"

become clear when we get beyond the blinders that the international border almost necessarily imposes on any vision of the region, from our own point of view, let alone from outside.

The third story touches both of the first two but comes at their relationship from a very different angle. It is the story, or stories, of how various peoples over time have experienced both the border and the region that transcends it. This begins with the Native Americans, who have continued to live in a world in which the international border has very limited meaning, and whose unique status in some way anticipates the kind of trans-border economic, cultural, and legal identities others are seeking to develop today. It includes African Americans and a range of immigrants, for whom race, identity, and culture have been intertwined with border and the opportunities of our region in distinctly different ways at various points in history. And it includes visitors and tourists who have been drawn to the area for almost two centuries now by Niagara Falls, but whose interests and experience have not been narrowly limited by that phenomenon or fixed by the patterns or relationships of a particular time period; this too, in other words, is a dimension within history, with its own, still-evolving history.

Imagine these three stories as overlapping rings or circles, since almost any of the moments described in the narrative touches at least two of them: Border as Real, Region as Real, and People experiencing both Border and Region in wonderfully diverse, evolving ways. Does this way of mapping the complexity of the past not also describe our moment in the present? Does it not speak to the many futures that could evolve from this point, depending on how we understand this past and the choices it can help us to see and empower us to make in the present?

Local. The history of the city is inextricably tied to its regional context and contains several sub themes worthy of interpretation. In the most general terms there is a colonial story: a story of growth and development related to key transportation systems, strategic location, and the industrial revolution; the further creation and maturation of wealth in the city with a prosperous first half of the 20th Century; the story of decline and renewal efforts in the last half of the twentieth century,

Colonial Buffalo

In 1664, after centuries of indigenous settlement in Buffalo, King Charles II granted the land that includes present-day Buffalo to the Duke of York. The first buildings following the land grant in the Niagara region acted as a protective base for supply routes crossing the Great Lakes and were mainly used as a base for military operations. The area's strategic location would prove to be important again during the American Revolution in 1775. The Treaty of Paris, which ended that war, established the Niagara River as the boundary between British and United States territories. As the border between these two warring entities, Buffalo continued to play a strategic role during the subsequent decades.

At the beginning of the 19th century, Buffalo marked the edge of America's western frontier. Anticipating continued population growth throughout the next century, residents hired the Holland Land Company to conduct a survey and complete a plan for what was then called the Village of New Amsterdam. Completed in 1804 by Joseph Ellicott, the plan laid out a radial street pattern that set the tone for all further development in the City. Although modifications have been made over time, much of this plan now remains intact, over two hundred years after its inception.

Less than a decade later, with the outbreak of the War of 1812, Buffalo again played an important role in military operations. On New Year's Eve of 1813, the Village was burned to the ground by British troops and almost the entire built environment was destroyed.

Buffalo Becoming

Nearly twenty years later, with only minimal growth occurring in Buffalo, the Erie Canal was completed and significant development commenced again. Buffalo's strategic location as the western gateway of the canal allowed for economic investment and widespread population growth. Over time, Buffalo's position as a burgeoning port city strengthened, causing people and capital to flock to the area.

One of the first buildings constructed after the War of 1812 was the Phoenix Hotel built in 1815, which marked the beginning of the brick and masonry era. One year later, the Courthouse was built on the eastern edge of Lafayette Square. That building was later demolished to make way for the Buffalo Public Library in 1876. This time period also marked the construction of the first Buffalo Lighthouse (1818) and the City's first church, a Methodist Church (1822) located on today's Shelton Square.

The success of the Erie Canal and Buffalo's strategic location along it allowed the City to evolve into an important hub for the flourishing shipping industry. As a result, countless storage facilities, warehouses and other facilities were constructed along the waterfront and many of them are still standing today.

By 1832, with a population approaching 10,000, the City of Buffalo was officially incorporated. During that same year, a cholera epidemic occurred. A call for a more sanitary environment resulted in the cleaning of streets and the construction of widespread sewer and water systems. While the shipping industry continued to flourish, a new transportation-based economy sparked by the railroad began to thrive as well. With this combination of water- and land-based transportation methods, Buffalo soon became a transportation and shipping gateway to and from the western United States. As word of these successes spread, more and more businesses began to locate in downtown Buffalo. This growth in industry triggered a population growth helped along by an influx of immigrants from Western Europe.

The increased investment of both capital and people into the City facilitated the development of other industries, transportation systems, and mature settlement patterns. By the 1850s, both the banking and manufacturing sectors were beginning to capitalize on the successes of the area. Buffalo had fully embraced the railroad and by 1842, the City of Buffalo was connected to Albany by rail. During the next few decades, Buffalo would become one of the most accessible cities by rail. Within the city, horse-drawn rail was used to service the Buffalo Street Railway, which began operating in 1859. The growing population combined with the increasing importance of religion in daily life allowed for the development of numerous churches during the first half of the 19th century, many of which are still in use today. It was in 1864 that Buffalo began its relationship with Frederick Law Olmsted and Calvert Vaux leading to the establishment of the Olmsted Park and Parkway system in a series of steps through the remainder of the century. Economic development, the increasingly important role of religion, and the development of an extraordinary system of parks and parkways helped contribute to a steadily improving quality of life.

At this same time, electric power was beginning to shape the city as well. With the ability to transmit hydroelectric power harvested from Niagara Falls, heavy industries like Lackawanna Steel, Republic Steel and Bethlehem Steel began locating in Buffalo. The steel industry

developed so rapidly that by the end of the 19th century, Buffalo was one of America's preeminent leaders in steel production.

A Mature Buffalo

Successes like those seen in the shipping, railroad, and steel industries were highlighted in the Pan-American Exposition that Buffalo hosted in 1901. The Exposition, which presented a microcosm of turn-of-the-century trends, highlighted the developments and innovations occurring both within Buffalo and around the world. The 342-acre site was bounded by Delaware Park Lake on the south, the New York Central railroad tracks on the north, Delaware Avenue on the east, and Elmwood Avenue on the west.[5] During the exhibition, President McKinley was assassinated and Theodore Roosevelt was inaugurated President. The Ansley Wilcox house served as the site of the inauguration and is now preserved as the Theodore Roosevelt Inaugural NHS. The Buffalo and Erie County Historical Society, which was the only permanent building erected for the Pan-American Exposition, is still in use today at the edge of Delaware Park.

The turn of the century marked the construction of many other notable buildings. The Guaranty Building (1896), renamed the Prudential Building in 1898, was designed by Louis Sullivan and is located on Church Street. Attempts to demolish the building have been averted on numerous occasions and preservationists are embarking on a campaign to restore the building to its original state. The Guaranty Building stands as a testament to preservation efforts in Buffalo. Other notable buildings of this period include the Market Arcade (1892), the Old Post Office (1894), the Ellicott Square Building (1895) and the Brisbane Building (1895) all of which are still in active use today.

The early 20th century marked the beginning of some major changes within the City of Buffalo. The importance of both the Erie Canal and commerce declined as heavy industry and railroad shipping began to play a more important role in the local economy. Passenger rail also gained in popularity. The Lackawanna Passenger Station (1915) and the Central Terminal (1929) were built in order to facilitate better railroad transit. Other transportation developments of the time include the construction of the Peace Bridge to Canada in 1927 and the rise of the automobile in the 1920s and 1930s. The construction of the Pierce Arrow, Ford, and Chevrolet plants during the 1930s highlights the automobile's fast-growing popularity in the region.

Buffalo In Decline

The completion of the St. Lawrence Seaway in 1958 – a shipping route from the Great Lakes to the Atlantic Ocean that largely bypasses Buffalo's port – and a general decline in the local steel economy led to the loss of thousands of jobs in the area. Despite the economic downturn, which would continue to plague the local economy over the next few decades, development continued and new buildings were constructed. During a downtown urban renewal campaign of the late 1960s and 1970s, M&T Bank (1964-1966), Marine Midland Bank (1969-1974), and Main Place Mall (1965-1969) were all constructed in an effort to revitalize the core of the City.

Restructure and Renewal.

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[5] "Pan-American Exposition, 1901 Buffalo, New York." Buffalo & Erie County Historical Society website http://bfn.org/~library/local/pan-am.html retrieved 4.3.2004.

Realizing that renewal efforts and a declining economy were both posing threats to the historic resources of Buffalo, preservationists began advocating the designation of historic preservation districts during the mid-1970s. During that time, National Historic Districts were designated for the Delaware Avenue, Allentown, Pierce Arrow Factory Complex and West Village areas. Four more districts received designation during the 1980s and 1990s. Other important events of this time period include the completion of Main Street's Light Rail Rapid Transit, which sought to connect the downtown core with northern parts of the city and beyond, and a renewed interest in the development of the downtown waterfront. Recent developments include the revitalization of commercial strips on Hertel Ave., Elmwood Avenue, and an emerging vitality on Jefferson. the Chippewa Street entertainment district, a renewed interest in the Theatre District, the ongoing expansion of the Medical Corridor on High Street, and designs for a restored Erie Canal Harbor along the waterfront moving north to link up with Erie Basin Marina. In a push towards residential development in the downtown area, efforts are being made to revitalize old buildings into market-rate loft-style apartments and condominiums. The City of Buffalo and its downtown core are well positioned for a new age of prosperity building on its unique history.

The Strategy

In General. To date, the Preservation Plan Program has three parts. First, the Preservation Board is bringing together all those community based organizations with an interest in the city's built heritage to help develop and achieve the goals defined above. It is recommended that the advisory committee and steering committee of the Preservation Plan Program be used as a base to further such collaboration and that a Preservation Leadership Council be formed to advance the work from the date of this plan forward. In addition, the OSP has produced and is implementing a land, building and facilities management program. The participants in the Preservation Plan Program were impressed with the OSP work and strongly suggest continuing efforts to implement the program. And finally, preliminary work is underway to build a strategic investment fund as a revolving loan source for preservation work and as a possible source of future grants.

The Preservation Plan Program also recommends incorporating all the previous work in a simple expression of strategy in four parts. The first calls for a continuous emphasis on the inventory of historic resources as required by local as well as State and Federal law. The second part involves several components designed to protect those resources. The third element of the strategy calls for the education of the broad range of audiences that influence our ability to inventory and protect historic resources. Finally, the fourth element seeks to create the administrative, financial and technical capacity to do the first three tasks well.

An underlying concept of the Preservation section of the Comprehensive Plan is that while the designated heritage structures and Districts have inherent value and interest in their own right, they also have a positive impact on their surroundings. The greatest community benefit is gained when the surroundings, as well as the structures and districts themselves, are preserved.

This more widespread influence has a two-fold effect. First, whole street facades, precincts and surrounding neighborhoods will be included in the ambit of the Preservation Plan. Second, this broader geographical coverage widens the socioeconomic impact of the plan. Because of the volume and widespread distribution of landmarks and the number and range of Historic Districts, almost half the city could be covered by this plan.

A second underlying concept is that the Preservation Plan is based on the "web of urbanism." This concept places individual heritage and preservation/conservation projects in the context of well-landscaped and pedestrian friendly streetscapes to ensure that the surrounding urban fabric is preserved along with specific historic structures and sites.

The "web of urbanism" called for by participants in the Preservation Plan Program is incorporated in other parts of the Comprehensive Plan. For example, The *Queen City Hub* proposes a moratorium on demolitions for the sole purpose of making surface parking lots in the downtown that would apply except when such demolitions are necessary for the preservation of public health and safety.

Other aspects of urbanism stressed in the design guidelines section of the comprehensive plan call for pedestrian oriented (re) development, unified landscapes and streetscapes, and limitations on new surface lots as part of the urban design guidelines. In addition, the guidelines and the Local Waterfront Revitalization Plan call for providing connections and public access to Buffalo's waterfronts.

Inventory. A way of estimating the potential scale of the Preservation Plan is to assess the number of potential buildings and areas that could be affected. There are 74 landmarks and ten Historic Districts in the city, with some 7,000 buildings within the Districts. There are also 1,206 vacant lots in and around the Historic Districts, and some 4,205 vacant lots around the landmarks. The number of properties within the half-mile circumference of each Historic District has not been analyzed but could easily double the number of properties that would qualify to 14,000 or 15,000. Add to this the goal to conclude a comprehensive resource inventory throughout the city as required by environmental protection laws and the number of resources climbs still higher. This comprehensive inventory should include a classification of the heritage designation of each individual property and district, and the measure of protection afforded to it. The ownership, use, age and physical condition of each property should be cataloged as required by law.

According the U.S. Secretary of Interior Guidelines for Historic Preservation, individual properties should be considered for heritage designation if they meet one or more of the following criteria:

- The property is associated with the life of a significant member in the community;
- The property has played a significant role in an important historic event;
- The property has architectural significance, value or interest due to building type, architectural style or period, or if it is the work of an important architect or builder;
- The property has contextual significance because of its position as an integral part of the surrounding streetscape or fabric.

Additional districts should be considered for designation if they meet the following criteria:

- The area contains a grouping of buildings that are architecturally significant due to workmanship, age, beauty or uniqueness;
- The area has historical significance, value or interest through an association with an important person, event, or community activity;
- The area offers a definite sense of place and time through a series of common elements, focal buildings and landscape features.

The inventory should include the vacant lots and buildings in the areas covered by the plan, and those that are abandoned, blighted or derelict. It builds on existing inventory work as referenced in the goals for the preservation plan.

Protect. Protection is dependent on using the results of the comprehensive resource inventory to set priorities, prepare national or local historic property nominations and maintain an updated listing of historic properties and districts. From this base the strategy for preservation calls for the alignment of Comprehensive Plan strategic investment areas and preservation districts. The areas of overlap single out three preservation areas as well positioned to receive the leverage affects of the comprehensive plan investments.

The protection strategy is to focus the next body of inventory and survey work on three preservation districts. The first is the Allentown District in order to take maximum advantage of investments in the Buffalo Niagara Medical Campus, the Theatre District, and the Downtown Neighborhood Development Corporation 's priority area for a new downtown neighborhood. The second is the West Village in order to take maximum advantage of the investments in the finance and government district, on Niagara and Prospect Streets near the new Tops Market and including the investments in Hope VI, and finally the area reinforces the connection between downtown and the immediate inner ring of neighborhoods. Both Allentown and the West Village are in, or abut, the central Comprehensive Plan investment corridor and are strongly supported by the logic of the *Queen City Hub*. The third district is Hamlin Park in order to build on the energy of constituencies already there and to leverage investments in nearby Jefferson Ave. as well as Canisius College.

These three districts are not singled out as top priority because their historical significance is thought to be greater or less than any other historic resource. Rather, they are singled out as a place to start because of the close relationship to other significant investments. All of the districts represent the vast majority of significant resources in the city and, if all had their futures assured in a systematic concentration of investments coordinated with economic development and quality of life goals, then the city would achieve both the preservation goals and its revitalization aspirations.

A brief review of all of the districts is provided below to illustrate the range and richness of using district priorities to create a critical mass of investment and revitalization.

Historic District	Date
Allentown Historic District	1980
Delaware Avenue Historic District	1974
Delaware Park - Front Park System	1982
Forest Lawn Cemetery	1990
Parkside East Historic District	1986
Parkside West Historic District	1986
Pierce Arrow Factory Complex	1974
West Village Historic District	1980

Table 1 - Historic Districts in Buffalo

Allentown - The Allentown Historic District lies within the city of Buffalo about one-half mile north of the downtown business district. Containing approximately 733 buildings on 29 blocks, the district is largely residential in nature but also includes some 1890's commercial buildings and residential hotels as well as three churches. The architectural features of most buildings are remarkably intact and most are well maintained especially in the east and north sections of the district. There are three park areas in the district, all of which Frederick Law Olmsted was involved with. The two residential greens were redesigned by Olmsted in the late nineteenth century, and Symphony Circle was the first circle he laid out in Buffalo as part of his comprehensive park plan for the city. The street plan of Allentown is formed by two distinct

early nineteenth century grid patterns, those of the Holland Land Company and of the New York State's village of Black Rock. The resulting irregular intersection of the two regular block patterns running north and northeast respectively forms the angular blocks found in the west section of the district. The physical characteristics of Allentown today are mostly the same as they were during the late nineteenth century. Most residential streets have many trees, and houses built close together with between two and three stories.

** Excerpted from the National Register of Historic Places Inventory – Nomination Form*

Cobblestone - Both Joseph Ellicott's 1804 map of the Village of New Amsterdam and the 1820 map of the Village of Buffalo show the perimeters of the Cobblestone District. The Cobblestone District is known for its visible and quasi-archeological specimens of stone pavement, which reveal an important stage in the evolution of municipal public works techniques. The surviving examples of historic paving materials outline the development of one of the city's earliest industrial districts, which is the only area in the vicinity of the waterfront to have retained a critical mass of historic fabric along with one of its historic street connections to the shoreline. The paving blocks, both exposed and invisible, are valuable cultural resources and evidence of changes in street engineering that reflects both technological and political factors. The sequence of street paving materials used in the Cobblestone District did not follow a straightforward evolutionary line; there were instead two intervening stages between the original stone blocks and modern asphalt. The various generations in this local family tree can be identified as: antebellum sandstone blocks; late 19th-century Trinidad (natural) asphalt; a second round of stone blocks, chiefly Medina sandstone or granite, laid down between the early 20th century and the Great Depression; and, finally, the gradual ascendancy of manufactured petroleum-based asphalt surfaces more suited to motor vehicle traffic and mechanized road construction methods.

** Excerpted from the Application for Designation of Preservation District, Buffalo Landmark and Preservation Board, submitted 9 April 1998.*

Delaware - The Delaware Preservation District is in the heart of the city. It is noted for its excellent residential sections and its parklike settings. Homes in this section represent almost every grand style of architecture in the city. Renaissance, Georgian, English Gothic and Greek revival, all are faithfully represented. The former owners of many of these homes were intricately involved with the development of the city. Edward H. Butler, Sr., at 672 Delaware Ave., helped found a cancer research center here which became Roswell Park Memorial Institute. Mrs. Frederick L. Pratt's family at 690 Delaware founded the Children's Hospital on Bryant Street and contributed a great deal to its growth. Westminster Church at 724 Delaware is one of the oldest Presbyterian churches in the city. The Red Cross Chapter House at 786 Delaware served the city and county in three wars since 1941 and is now the blood collecting center. Oliver Cabana at 824 Delaware began the Central Park Clinic which later became St. Francis Hospital. He also assisted in the development of Canisius College and the Liberty Bank Building. George Brewster Mathews at 830 Delaware gave the money to build the YMCA on Michigan Ave. Thomas Lockwood at 844 Delaware left a collection of rare books valued at $700,000 to the library named for him at the University of Buffalo. The unwavering presence of these and other properties are thought to be a stabilizing force for other homes along upper Delaware Avenue. The residential side streets running west from Delaware at North Street to Gates Circle owe their value to the changeless quality of the mansions in the district.

** Excerpted from the Application for Designation of Preservation District, Buffalo Landmark and Preservation Board, submitted 13 January 1977*

Joseph Ellicott - In 1802 the Holland Land Company authorized Joseph Ellicott to layout the village of Buffalo. Ellicott's plan for the village, influenced by L'Enfant's plan of Washington, was for two and one half squares with radiating streets superimposed on a grid plan. It is the southern and western portion of Ellicott's plan that forms the proposed preservation district, Ellicott's original street layout being largely intact in this portion. Niagara Square, the principal square of Ellicott's plan, did not have a central landscaped area because it was the crossing point of four streets. Chicago planner and architect D. H. Burnham gave Niagara Square its present form in 1907 and recommended that it become site of government buildings. Despite the growth of Buffalo and its metamorphosis from village to city throughout the 19th and early 20th centuries, Joseph Ellicott's plan remained largely intact. The proposed district became part of the central business district of the city. As a result examples of virtually all architectural styles from 1850 on can be seen, including several buildings by nationally renowned architects.

** Excerpted from the Application for Designation of Preservation District, Buffalo Landmark and Preservation Board*

Hamlin Park - The Hamlin Park Historic District is bordered by Jefferson Avenue, Main Street, Humboldt Parkway and East Ferry Street. The area was open farmland until well into the nineteenth century. The subsequent development of Hamlin Park embodies themes that are significant in Buffalo's history. The area was home to Cicero J. Hamlin's famed Buffalo Driving Park, a national center for harness racing and a prominent feature of nineteenth century Buffalo's social and sporting life. The popular Driving Park was also included in Frederick Law Olmsted's plan for Buffalo's park and parkway system. The advent of Buffalo's quick and reliable electric rail service in the 1890s spurred the quick residential development of the sparsely populated area surrounding the sports arena. In 1912 the Driving Park itself was converted into a residential subdivision by a Canada-based real estate concern. The history of the subsequent settlement of the Hamlin park area exemplifies American middle class idealism. Generations of residents bent on improving their situation have flocked to Hamlin Park over the past decades.

** Excerpted from the Application for Designation of Preservation District, Buffalo Landmark and Preservation Board, 21 December 1994*

Linwood - The earliest known use of the Linwood district can be connected to the existence of the natural springs known as "Cold Springs". West Ferry, then an Indian trail, led from the River to the "Cold Spring" which served as one of Buffalo's first fresh water supplies. The Linwood-Delaware area developed for two reasons. First, as the City grew, the area became a natural extension of the neighbor- hood to the south; now known as Allentown. Buffalo was expanding rapidly and land on the periphery became more desirable as sites for homes. Secondly, after the Civil War Buffalo experienced phenomenal growth. Many of those who became the wealthy of Buffalo selected Linwood and Delaware as the location of the new homes befitting their status and position in society. Even though some construction was evident during the Civil War period, the major residential development occurred in the late 1800's. At the turn of the century Delaware, Linwood and their cross streets became the most fashionable location in the City in which to reside, with its fine homes set back on large lots and the streets lined with many trees. Today, the concern and desire for older well-built homes has resulted in much reinvestment in the area. Those who have invested have shown an interest in the quality of life and the preservation of the structures as links with their heritage.

** Excerpted from Application for Designation of Preservation District, Buffalo Landmark and Preservation Board, not dated.*

Olmsted Parks and Parkway - The public park system originated by Frederick Law Olmsted for the city of Buffalo consists of a group of parks connected to each other by a series of broad, tree-lined residential avenues and parkways. It is the first such plan for an American city. Conceived in 1868, drawn by 1870, and substantially completed by 1876, the forward-looking program of informal parklands and formal park- ways, which was carefully related to Joseph Ellicott's 1804 street plan, met the recreational needs of a swelling urban population and provided a monumental framework within which the city could expand. Building upon the success of his initial effort, Olmsted and his successors proposed additional parks and parkways for Buffalo in the 1880's and 1890's. Exhibiting his comprehensive plan for Buffalo at the 1876 Centennial Exposition in Philadelphia, Olmsted proudly described it as showing "the most complete system of recreation-grounds of any city in the United States." Two years later the plan won international recognition at the 1878 Exhibition in Paris where it received honorable mention. Today, much of the park system remains in its original state.

** Excerpted from the National Register of Historic Places Inventory – Nomination Form submitted in 1981.*

Theatre Place - The heart of the Theatre Place Historic District are the 600 and 700 blocks of Main Street. This section of Main Street was originally called Van Staphorst Avenue by Joseph Ellicott when he laid out the city of Buffalo in the early nineteenth century. The commercialization of these blocks occurred in the later nineteenth century, when mercantile development began to creep northward from the downtown business district which was centered around lower Main Street. In the process, elegant mansions gradually gave way to businesses. One of the noteworthy features of these two blocks today is that they preserve many of the structures that were erected during this initial phase of commercialization, which lasted until the 1920's. For this reason, there is a general uniformity of scale, style, and materials that sets these two blocks apart from others in the downtown area. The commercial, automotive, pharmaceutical, and theatrical significance of the 600 and 700 blocks is reinforced by the large number of architecturally noteworthy buildings found within that area. In addition to a considerable number of notable exteriors, the 600 and 700 blocks of Main Street possess two of the city's outstanding architectural interiors.

** Excerpted from the Application for Designation of Preservation District, submitted to the Buffalo Landmark and Preservation Board in August 1983*

West Village - The West Village is one of the oldest and most venerable residential neighborhoods in the city of Buffalo. Its street patterns and street names reflect the 1804 city plan of Joseph Ellicott as well as the angled thoroughfares that once belonged to the village of South Black Rock, an early settlement formed from the New York State Reservation that bordered the Niagara River. In the area, a remarkable number of both modest and substantial domestic and commercial structures built between 1850 and 1900 survive. These buildings provide important local examples of the major stylistic developments in American architecture in the latter half of the nineteenth century. As a modern residential neighborhood, the West Village, which saw its period of greatest development in the decades after the Civil War, retains a significant portion of its original character. Traces of even earlier history also remain most notably at Johnson Park, the site of the home of Ebenezer Johnson, the city's first mayor.

** Excerpted from the National Register of Historic Places Inventory – Nomination Form*

The emphasis on districts is one of several ways we set up priorities for preservation planning in the City of Buffalo. The districts are also not the only place where resources will be expended in service of historic preservation. For example, investment in the Erie Canal Harbor project, on the

H.H. Richardson Psychiatric Center, and for stabilizing the Central Terminal are also key as are the investments in the Darwin D. Martin House and in the preservation of the fabric of whole neighborhoods that are revealed in the current inventory work in four of our Good Neighborhood Planning Alliance districts.

Data management

Maintaining the list of historic properties and districts as part of protection means that the computer systems that track buildings and facilities related activity need to clearly flag historic properties. This is the first step in the creation of clear and accountable processes of deliberation related to the protection of historic resources. Such processes, in turn, should include full notification to interested parties including the preservation community and neighborhood constituencies of demolitions or other actions that relate to the protection of historic resources. It should also include opportunities to appeal decisions, and should establish consequences for the failure to enforce such processes.

Preservation Leadership

The protection of historic resources also requires the Preservation Board with the new Preservation Leadership Council, to establish indices that will be incorporated into the process of protecting historic resources to enable the public to set priorities on protection measures identified by the Secretary of Interior standards or other reference standards suited to the Buffalo context. These indices should include the use of preservation as a tool to enhance economic development as well as quality of life.

Finally, protection of historic resources all this is understood as more than "preservation for preservation sake." It is important to note that tourism and sustainable development are addressed as part of protection because of the strong contribution preservation makes economically as well as socially and culturally to the City. The goal of protection is part of the way we maintain, revitalize, and rebuild our neighborhoods by placing historic resources in the full context of their abutting neighborhoods.

Educate. The second goal Buffalo's preservation plan is to educate all parties that influence the ability to protect historic resources as to the full benefits of preservation as well as legal obligations related to the preservation of historic resources. An early task of the new Preservation Leadership Council related to this goal is the revision and republication of *Protecting Buffalo's Best. . . Operations and Procedures of the Buffalo Preservation Board.* Originally published in July of 1990 by the City of Buffalo, this is an excellent guide to preservation in the City with important information on *Landmarks and Historic Districts, The Legal Framework*, the actions of *The Buffalo Preservation Board,* the *Requirements of The Preservation Standards,* and where to go "*For Additional Information*." The publication also includes a map of all historic districts and identifies designated landmarks. A draft narrative of the revision and updated mapping are provided as an appendix to this report.

The goal to educate includes programming and publishing that would be more fully coordinated through the Preservation Leadership Council. Specifically, calendar coordination of events is already well underway through the collaborative calendar hosted at the Landmark Society of the Niagara Frontier and linked to multiple sites throughout the city. A more focused program of tours, conferences, workshops, and publications where different participants in the Council accept responsibilities would establish a more efficient and effective public outreach on the subject.

Such collaboration would make the work of all the members of the Council more attractive to funding agencies and still enable healthy competition and individual organizational identity.

Other education venues to be targeted include building on work by the Buffalo and Niagara Convention and Visitors Bureau to align heritage and cultural tourism "industry" workers with those sites that are significant to tourism. Educational programs for taxi cab drivers, hospitality and hotel industry workers, and service workers at the venues themselves all add value to the tourist experience and create opportunities for increased visitation at key sites.

Consideration should also be given to continued work with the area colleges and universities as part of a broader resource base in service of preservation. They have been part of a focused effort to reach the children of Buffalo through public and private educational institutions teaching at the K-12 levels. Partnering with professional planning and architecture organizations and with finance and legal associations is also recommended as part of new programming and support documentation related to financing historic preservation. Finally, a comprehensive program of education on preservation would support documentation and staff education related to the day-to-day management responsibilities of the City and the courts.

Finance, Administration and Technical Support. Implementing the inventory, protection and education components of the preservation plan will require significant increases in financial, administrative and technical support. The public sector both cannot and should not do it alone. Precedents from other cities illustrate a number of ways to create the partnerships of leadership needed to affect a successful preservation program. First and foremost is the necessity to take preservation projects "to the Bank." This was a major lesson underpinning the success of the preservation programs of the Pittsburgh Landmarks and Trust Foundation. It has successfully developed a ninety million dollar endowment that now supports much of Pittsburgh's continuing efforts to protect its historic resources.

The Buffalo preservation plan includes developing a strategic resource fund blending sources from government, foundation, and financial institutions. Such a fund is to be designed to create capacities to secure endangered properties and to develop resource support to implement the Buffalo Preservation Plan. Key functions of the fund defined to date are that it (1) establish the capacity to leverage public resources, foundation resources, and financial institution resources; (2) establish a shared-risk policy on all investments; (3) develop funds to "button up" or "mothball" historic structures that are not ready for commercial or governmental investment; (4) define additional resources as required for plan implementation. The ultimate aim of the fund is to facilitate a community capacity to inventory, protect, and educate, as it develops a self-sustaining preservation capacity in the community.

The Economic Case for Preservation

In 1931, pioneering legislation in Charleston, South Carolina established an historic district in order to protect a neighborhood of architectural significance and preserve it for educational purposes. Since that time, numerous other cities have employed that very same technique as a means of preserving their historic resources. Now, nearly 75 years later, the cultural and educational benefits of historic preservation are both well known and well documented. What are less often discussed, however, are the economic benefits associated with preservation efforts. Despite the host of successes documented in historic districts across the country, we have continually questioned the economic benefits of historic preservation. However, a new awareness is emerging. In today's difficult economic climate, cities are being forced to develop innovative economic development strategies in order to maintain a competitive edge. Many cities are now finding that some of their oldest resources may in fact be their strongest assets in the 21st century.

Historic resources can bring numerous benefits to a city when they are used wisely. However, many critics will point to discouraging trends:

1) Far more historic buildings merit being saved than can possibly be museums.
2) There are not nearly enough tax dollars to save all the buildings that ought to be preserved.
3) Most historic buildings are not owned by historic preservationists.[6]

In order to counteract these dispiriting facts, preservationists need to continue teaching their communities about the many benefits of historic preservation. In Buffalo, such efforts will likely require preservationists to make the economic case for historic preservation. The first step in doing this is to understand that economy and preservation are not mutually exclusive concepts. A synergy exists in which economic and preservation efforts are intertwined, working in concert towards a mutually beneficial end. The results of this powerful combination can be seen in the job creation, significant and widespread economic impact, stabilization of declining cities, attraction of industrial and manufacturing firms, and the improved quality of life that are often attributable to historic preservation efforts.

Historic preservation and economic development

"In New York, economic development is a major goal for public officials, unions, and business leaders. Their quest for new jobs often means building new offices, new convention centers, and a new infrastructure. But New York's most visionary leaders are taking another path that offers a significant competitive advantage. They are using historic preservation as a central component to long-term economic development, and the strategy is working."

- From New York: Profiting Through Preservation[7]

A recent study, conducted by the Government Research Center for the National Trust for Historic Preservation examined historic districts in Savannah, Georgia, the Old Town of Alexandria,

[6] Donovan D. Rypkema (2002). The Economics of Historic Preservation: A Community Leader's Guide. National Trust for Historic Preservation: Washington D.C. p. 1.
[7] Preservation League of New York. New York: Profiting Through Preservation.

Virginia, and the Strand in Galveston, Texas. The study found that property values in many historic districts were higher or increased more quickly than those in other sections of the city.[8] Research has also found that historic preservation designation can be linked to growth in new businesses and creation of jobs. A study of Tifton, Georgia's Main Street Program found that the number of downtown businesses nearly doubled (from 95 to 185) during the first seven years of its adaptive reuse and revitalization programs.[9] On a broader scale, historic preservation efforts in New Jersey have accounted for an increase in jobs, higher incomes, increased tax revenues, and an increase in gross state and domestic product. Each year, preservation efforts in that state pump more than half a billion dollars into the local economy through the improvement of historic buildings, increased heritage tourism, and increased spending by the historic sites and organizations. [10]

It is often the case that historic preservation designations act as a vote of confidence for otherwise unstable areas. When an area or structure is designated for preservation listing, the preservation community is effectively sending out a message of support and commitment to the greater population. The National Trust for Historic Preservation has argued that public targeting of historic areas often provides a comfort level for private investment and demonstrates public commitment to an area.[11] Designation may act as the much needed symbol of faith in an area that otherwise may not be able to attract new investment from either inside or outside the community.

Historic preservation and tourism

Cultural tourism, including historic preservation, is an international growth industry.[12] In their book, Marketing Places, Kotler, Haider and Rein predict an increase in foreign visitors to the United States, many of whom will be in search of unique historical or cultural experiences. Knowing that tourism spending is now a very important part of economic growth, many cities are looking for ways to capture that spending. Some cities have successfully captured that share of the market through strategic investment in historic preservation efforts. Specifically, cities that have been able to protect their historic architecture are often able to attract visitors to their unique built environment and surrounding ambience. With a host of nationally known and widely popular architectural cornerstones, an increase in cultural tourism is good news for the City of Buffalo. In the presence of a slow economy, little development has been able to threaten our precious architectural masterpieces. A healthy combination of both external marketing and internal historic preservation efforts may assist Buffalo in capturing a larger share of the cultural and historical tourism market.

Historic preservation and building economics

It is often thought that the cost of rehabilitating a historic structure is more than the cost of building a new building. Although that may sometimes be the case, it is certainly not *always* true. The National Trust for Historic Preservation notes that each case is unique and should be

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[8] Dennis E. Gale (1991). "The Impacts of Historic District Designation: Planning and Policy Implications." *Journal of American Planning Association*; Summer; 57, 3, p. 325.
[9] Athens-Clarke County Planning Department. "Economic Benefits of Historic Preservation in Georgia, A Study of Three Communities: Athens, Rome and Tifton." *Dollars and Sense of Historic Preservation.* Vol. 8, p. 12
[10] Lisanne Renner. "Partners in Prosperity: The Economic Benefits of Historic Preservation in New Jersey." *Dollars and Sense of Historic Preservation.* Vol. 13, p. 1-2.
[11] Rypkema p. 40.
[12] Rypkema p. 77.

examined on its own basis. They have found that over the past 20 years, three trends have emerged:

When complete renovation is required, it is usually possible to build something new that is cheaper. But that something will almost inevitably be a structure of vastly lower quality and shorter life expectancy than the quality rehabilitation of a historic structure.

1) When the cost of a high-quality new building is compared to the quality rehabilitation of a historic building – even considering the costs of complying with the Secretary of Interior's *Standards of Rehabilitation* – the high-quality new building will generally be more expensive.

2) While sometimes more expensive and sometimes less expensive, historic rehabilitation - square foot for square foot – is nearly always a cost-competitive alternative.[13]

Similar findings from the Urban Land Institute and the Department of Commerce conclude that major rehabilitation projects not requiring demolition will probably cost from 12 percent less to 9 percent more than the cost of new construction. If demolition is needed for new construction, the cost savings from rehabilitation will usually fall within the range of 3 to 16 percent. More importantly, rehabilitation of existing buildings provides long-term benefits that often outweigh the benefits associated with new construction.

Historic preservation and the economics of the 21st century

Preservationists have often argued that any city trying to maintain its competitive edge must have historic preservation as part of its strategy. Never has that been more important than it is today. A city that is successful in the 21st century needs a healthy downtown, one that instills in its residents a sense of pride and a source of strength. Preserving our historical resources is just one of the many ways that these goals can be accomplished.

Buffalo's array of historic resources provides the city with a uniqueness and individuality that allows it to be differentiated from all other cities. Protecting a city's special identity and cultural heritage is the driving force behind the historic preservation movement. Contrary to popular belief, the historic preservation movement also welcomes change. New uses for historic buildings are continually researched. Many cities have found historical properties to be particularly adaptable to a variety of new uses as technology and market demand change the economic landscape.[14] Buffalo has already experienced successes in the rehabilitation of historic buildings for the purposes of residential and cultural uses. Most recently, Buffalo has seen increased interest in the revitalization of existing buildings for the purposes of loft-style and other residential development.

Successful Economic Cases from Upstate New York

During the 1970s, the historic buildings of Armory Square in downtown Syracuse were largely unoccupied and at risk of being demolished. In hopes of turning things around, a group of investors decided to take a chance and invest in that area's former warehouses, commercial row

[13] Rypkema p. 87.
[14] Rypkema p. 99.

buildings, and 1928 Landmark Theatre. By the mid-1980s the five-block area was recognized as a national historic district and was beginning to see signs of change. The Preservation League of New York has identified two specific actions that were integrally linked to the successful turn-around of this area:

1) The listing of Armory Square on the National Register of Historic Places, which extended federal historic tax credits to anyone restoring a building consistent with preservation guidelines; and
2) The formation of the merchant's Armory Square Association, which promoted the use of historic tax credits as a way to create a thriving mixed-use neighborhood.

Armed with these tools, citizens were able to enact change and rehabilitate Armory Square. In addition to a revitalized shopping and entertainment district, Armory Square also boasts a rehabilitated armory that is home to a Museum of Science and Technology and an IMAX Theatre. Most recently, the $7 million Centre Armory project developed extensive retail space, condominium units and a parking garage nearby.[15]

In Utica, New York, public/private partnerships have been used as a means of revitalizing the downtown core. Initial efforts stemmed from concerns about the declining 1912 Hotel Utica. The Chamber of Commerce, who saw the historic building as both a potential opportunity and a growing danger, acquired an option to buy the hotel in 1997 and then attempted to attract a developer to restore it. Ultimately, it took endless support from the Chamber and a combination of state, city and Oneida County funds to attract developer Joseph Carucci to the job. The end result was highly successful – the project has created sixty jobs during the $5 million construction process and will create 100 more permanent jobs once the hotel reopens.[16]

Together, the examples from both Utica and Syracuse remind us that innovative ideas and partnerships between government, private and not-for-profit sectors allow preservation efforts to reach fruition and in many cases act as a catalyst for further investment in the area. Examples from Savannah, Georgia, and Alexandria, Virginia also attest to some of the positive spin-offs associated with historic preservation efforts. Other research has pointed to the increasingly important role of historic preservation efforts in the emerging heritage tourism sector. The underlying theme in all cases is that historic preservation can be an economically viable option for a city like Buffalo.

[15] Preservation League of New York. New York: Profiting Through Preservation. P. 5.
[16] Preservation League of New York. New York: Profiting Through Preservation. P. 7.

Glossary[17]

Artifact: An object manufactured or produced by human workmanship.

Built environment: That portion of the environment that has been created by human efforts

Clean Water/ Clean Air Bond Act of 1996:

- ***Historic Preservation Program:*** A matching state grant program for the acquisition and/or rehabilitation of properties listed on the State or National Registers. Funds are available to municipalities and not-for-profit organizations. Funded projects must be accessible to the general public for a specified period of years.
- ***State Heritage Area Program***: A state grant program for legislatively designated Heritage Areas to fund the expansion or enhancement of public access to water bodies, and to promote water-based recreation to enhance the natural, cultural or historic aspects of water bodies. Funded projects must be available to the general public.

Determination of eligibility: An action through which the eligibility of a property for State and National Register listing is decided but the property is not actually listed.

Effect: A term referring to the result that an undertaking will have on a historic resource in a local, state or federally funded, licensed or permitted project.

Eligibility: Ability of a property to meet the State and National Registers criteria.

Environmental Protection Fund (EPF)Historic preservation program: A matching state grant program for the acquisition and/or rehabilitation of properties listed on the State or National Registers. Funds are available to municipalities (including state agencies) and not-for-profit organizations. Funded projects must be accessible to the general public for a specified period of years.

- ***State Heritage Area program***: A state grant program for legislatively designated Heritage Areas to find facilities, exhibits and programs.

Federal Preservation Investment Tax Credit program (ITC): A provision of the federal Tax Reform Act of 1986 that allows for a tax credit worth 20% of the cost of rehabilitation of a historic income-producing property.

Geographic Information Systems (GIS): An integrated computerized geo-reference database that can provide information about a particular site or group of resources.

Historic context: An organizing structure for interpreting history that groups information about historic properties that share a common theme, common geographical location and common time period.

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[17] Taken from the New York State Historic Preservation Office 2002-2006 Strategic Plan for Historic Preservation

Historic district: A significant concentration, linkage or continuity of sites, buildings, structures, open spaces and/or objects united historically or aesthetically by plan or physical development.

Historic landscape types:

- ***Designed:*** A landscape that was consciously designed and laid out by a landscape architect, master gardener, architect, engineer or horticulturalist according to design principles or an amateur gardener working in a recognized style or tradition.
- ***Vernacular:*** A landscape that evolved through use by people whose activities or occupancy shaped it.
- ***Cultural:*** A geographic area associated with a historic event, activity or person or exhibiting other cultural or aesthetic values.
- ***Ethnographic:*** A landscape containing a variety of natural and cultural resources that associated people define as heritage resources.
- ***Site:*** A landscape significant for its association with a historic event, activity or person.

Historic or cultural resource: A site, property, object, or district determined to have significance in history or prehistory.

Impact: A term referring to the result that an action will have on a historic resource in a publicly funded, licensed, or permitted project.

Integrity: The ability of a property to convey its significance. Evaluations of integrity are grounded in an understanding of a property's physical features and how they relate to its significance.

Intermodal Surface Transportation Efficiency Act (ISTEA): Authorized in 1991 and administered by the New York State Department of Transportation, the federal ISTEA Transportation Enhancements Program was designed to fund projects outside the norm of traditional transportation programs. The enhancements program enables the funding of projects targeted towards cultural, aesthetic, historic, and environmental aspects of the state's transportation networks. The act was re-authorized in 1998 as the federal Transportation Equity Act for the 21st Century (TEA-21).

Listing: The formal entry of a property on the State and/or National Registers of Historic Places.

Local preservation legislation: A local law that designates and attempts to protect a historic place or neighborhood. The law typically provides for the existence of a review body to oversee a local preservation program and specifically to make evaluation decisions. The legislation may also spell out the scope of the authorities assumed by the review body and the preservation program it oversees. Local laws usually set forth the procedures and standards that will be used by the preservation program in evaluation decisions and in decisions about approval or disapproval of particular kinds of activities that may affect historic properties.

Mitigation: If a listed or eligible resource cannot be avoided during the historic preservation environmental review process, some form of mitigation is necessary. Mitigation may include the reduction of the direct impact on the resource as well as documentation and/or data recovery for the portion of the property to be impacted.

Multiple properties listing: A group of historic resources related by common theme, general geographical area, and period of time for the purpose of National Register documentation and listing.

National Historic Landmark: A historic property evaluated and found to have significance at the national level and designated as such by the Secretary of the Interior.

National Register criteria for evaluation: Established criteria for evaluating the eligibility of properties for inclusion on the National Register of Historic Places.

National Register of Historic Places: Official federal list of districts, sites, buildings, structures and objects significant in American history, architecture, archaeology, engineering, landscape and culture. To be listed, a property must meet at least one of the following criteria: association with historic events or activities; association with historic events or activities; association with important persons; distinctive design or physical characteristics; or potential to provide important information about history or prehistory. A property must retain integrity to its period of significance and generally be at least fifty years old.

Quality Communities Task Force: A statewide initiative for studying community growth in New York State and developing measures to assist communities in implementing effective land use, preservation and renewal strategies that promote economic development, environmental protection and quality of life enhancements.

Rehabilitation: The act or process of returning a property to a state of utility through repair or alteration that makes possible an efficient contemporary use while preserving those portions or features of the property that contribute to its significance.

Restoration: The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time.

Section 106: The portion of the National Preservation Act of 1966 that requires federal agencies to consider what effects federally funded, licensed, or permitted undertakings might have on historic and cultural resources.

Section 14.09: The portion of the New York State Historic Preservation Act of 1980 that requires state agencies to consider what impacts state funded, licensed, or permitted undertakings might have on historic or cultural resources.

Site: The location of a significant event, a prehistoric or historic occupation or activity, or a building or structure whether standing, ruined or vanished, where the location itself possesses historical, cultural or archaeological value regardless of the value of any existing structure(s).

State Environmental Quality Review Act (SEQRA): In New York State, most projects or activities proposed by a state agency or local governments and all discretionary approvals from a state agency or a unit of local government require an environmental impact assessment as prescribed by the New York State Environmental Quality Review Act (SEQRA). SEQRA requires the sponsoring or approving governmental body to identify and mitigate the significant environmental impacts of the activity it is proposing or permitting. If an action is determined not ot have significant adverse environmental impacts, a determination of non-significance is

prepared. If an action is determined to have potentially significant adverse environmental impacts, an "Environmental Impact Statement" is required.

State Historic Preservation Office (SHPO): The office in state or territorial government that administers the federal preservation program under the National Historic Preservation Act.

State Historic Preservation Officer: The official designated by the governor to administer the state's historic preservation program, including nominating properties to the National Register of Historic Places.

State preservation plan: The document that sets forth the process by which a state develops goals, priorities and strategies for preservation planning purposes.

Survey: The process of identifying and gathering data on historic resources. It includes field survey – the physical search for and recording of historic resources oin the ground – but it also includes planning and background research before field survey begins, organization and presentation of survey data as the survey proceeds and the development of inventories.

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Buffalo's Historic Landmarks Name	Address	National Register	Local Landmark	National Landmark	Eligible for National Register
11 Plymouth Avenue			x		
15 Eastwood Place			x		
156, 159 Swan Street (Demolished)	156, 159 Swan Street		x		
170 - 174 Ohio Street			x		
36 Nash Street			x		
60 Hedley Place		x	x		
891 Delaware Avenue			x		
Albright-Knox Art Gallery	1285 Elmwood Avenue	x	x		
Asbury Methodist Church	80 West Tupper Street	x	x		
Berkeley Apartments	24 South Johnson Park	x			
Blessed Trinity Church	323 Leroy Ave	x	x		
Braun Cadillac Showroom	2421 Main Street		x		
Breckenridge Street Church	44 Breckenridge Street		x		
Buffalo and Erie County Historical Society	25 Nottingham Court	x	x	x	
Buffalo Gas Lights Works	249 West Genesee Street	x	x		
Buffalo Lighthouse	1 Fuhrmann Blvd.		x		
Buffalo Main Light		x			
Buffalo North Breakwater Southend Light		x			
Buffalo Plank Road					x
Buffalo Psychiatric Center	400 Forest Avenue	x	x	x	
Buffalo Savings Bank	543 Main Street		x		x
Carroll Street Freight Station					x
Central Park United Methodist Church	216 Beard Avenue		x		
City Hall	65 Niagara Square	x	x		
Colonel William Kelly House	36 Tudor Place	x			
Colored Musician's Club	145 Broadway		x		
Concrete Central Elevator	175 Buffalo River	x			
Connecticut Street Armory	184 Connecticut Street	x	x		
Courier-Express Building (Catholic Center)	785 Main Street		x		

Name	Address	National Register	Local Landmark	National Landmark	Eligible for National Register
Darwin Martin House	121- 125 Jewett Parkway	x	x	x	
Delaware Avenue Baptist Church	965 Delaware Ave		x		
Dorsheimer House	434 - 438 Delaware Ave	x			
Downtown YMCA Central Building	45 West Mohawk	x			x
Dun Building	110-112 Pearl Street		x		
Durham Memorial AME Zion Church	174 East Eagle Street	x	x		
D'Youville College Admin, Building	320 Porter Ave		x		
ECC City Campus/ US Post Office	121 Ellicott Street	x	x		
Edward M. Cotter (former fireboat)				x	
Edwin M. Johnston House	24 Tudor Place	x			
Episcopal Church Home	24 Rhode Island		x		
Erie Canal - Grand canal, Prime Slip, and Commercial Slip Areas					x
Erie County Hall	95 Franklin Street	x			
Fire Engine Company No. 28	1170 Lovejoy	x	x		
Fire Engine House #2 and Hook and Ladder No. 9	310 Jersey Street		x		
First Presbyterian Church	1 Symphony Circle		x		
Forest Lawn Cemetery		x			
Former "Fisherman's Wharf" (destroyed by fire)	64-66 W. Chippewa Street		x		
Former M & T Bank	1036 Broadway		x		
Fosdick Masten high School (City honors)	Masten and East North	x	x		
Franklin Square North (former St. Mary's Seminary	556-564 Franklin Street		x		
Gates Circle Fountain	Delaware and Chapin		x		
Great Northern Grain Elevator	250 Ganson Street		x		
Greater New Hope Church of God in Christ	407 Jefferson Avenue		x		
Guaranty Building		x	x	x	
Hayes Hall Complex	SUNYAB - Main Street Campus		x		
Hellenic Orthodox Church of the Annunciation	1000 Delaware	x	x		
Holy Mother of the Rosary Cathedral	182 Sobieski Street		x		
Hook and Ladder Company No. 3 (Demolished)	308 Spring Street		x		

Name	Address	National Register	Local Landmark	National Landmark	Eligible for National Register
James How House	41 St. Catherine's Court	x			
Johnson Street Firehouse					x
Kleinhan's Music Hall	Symphony Circle	x	x	x	
Knights of Columbus	500 Delaware Ave		x		
Lafayette Avenue Baptist Church	286 Lafayette Avenue	x			
Lafayette Avenue Presbyterian Church	875 Elmwood Avenue		x		
Lafayette High School	370 Lafayette Avenue	x	x		
Lafayette Hotel	397 Washington Street		x		x
Lafayette Square			x		x
Liberty Bank Building	Main and Court Streets				x
M. Wile and Company Factory Building	77 Goodell Street	x			
Macedonia Baptist Church	511 Michigan Avenue	x			
Market Arcade	617-619 Main Street		x		
Masten Avenue Armory		x		x	
McKinley Monument	Center of Niagara Square		x		
Nash Tugboat					x
New York Central Terminal	495 Paderewski Drive		x		
NFTA Building	855 Main Street	x	x		
Niagara Falls Blvd (brick section)	Between Main and Kenmore		x		
Niagara Mohawk Building	535 Washington Street				x
NY Central Terminal Complex	Paderewski and Memorial	x			
Old County Hall	92 Franklin Street		x		
Parkside Lutheran Church	2 Wallace Avenue		x		
Pierce Arrow Factory Complex	1685 Elmwood Avenue	x			
Plymouth Methodist Church	453 Porter		x		
Polish Singing Circle Building	1170 Broadway		x		
Poppenberg Block	921 Main Street				x
Promiseland Baptist Church	243 Mulberry and 225 High Street		x		
Rohlf's House	156 Park Street		x		

Name	Address	National Register	Local Landmark	National Landmark	Eligible for National Register
Saint Peter and Paul Orthodox Church	45 Ideal Street		x		
Shea's Buffalo Theatre	646 Main Street	x	x		
South Buffalo Northend Light		x			
St. Andrew's Evangelical Lutheran Church	Sherman and Peckham	x	x		
St. Casmir's Church	160 Cable Street		x		
St. Francis de Sales RC Church	407 Northland Avenue		x		
St. John the Baptist Church	60 Hertel Avenue		x		
St. john the Evangelist RC Church	2315 Seneca Street		x		
St. John's Grace Episcopal Church	51 Colonial Circe		x		
St. Joseph's Old Cathedral	50 Franklin		x		
St. Joseph's RC Church	3147 Main Street		x		
St. Louis RC Church and School	780 Main Street		x		
St. Luke's RC Church	325 Walden Avenue		x		
St. Mary of Sorrows RC Church	938 Genesee		x		x
St. Mary's on the Hill Episcopal Church	86 Vermont Ave		x		
St. Mary's RC Church	215-225 Broadway		x		
St. Paul's Cathedral	128 Pearl Street	x	x	x	
St. Vincent de Paul RC Church	2059 Main Street		x		
St. Vincent's Female Orphan Asylum Complex	1313 Main Street		x		
SUNYAB School of Medicine	2211 Main Street		x		
The "Boarding House" Restaurant	140-142 Seneca Street		x		
The Calumet Building	46-58 W. Chippewa Street		x		
The Church of the Good Shepherd	96 Jewett Parkway		x		
The Circle House	25 Richmond Avenue/ 2 Symphony Circle		x		
The Little Harlem Hotel (destroyed)	496 Michigan		x		
Theodore Roosevelt Inaugural Site	641 Delaware Ave	x	x		
Transfiguration RC Church	929 Sycamore Street		x		
Trico Plant No. 2	2495 Main Street		x		
Trico Plant No. 1	817 Washington Street	x			

Name	Address	National Register	Local Landmark	National Landmark	Eligible for National Register
Trinity Episcopal Church and Christ Chapel	371 Delaware		x		
Unitarian Universalist Church	695 Elmwood Avenue		x		
USS The Sullivans	Buffalo Naval and Serviceman's Park	x		x	
Wollenberg Grain and Seed Elevator	133 Goodyear Avenue	x			
Wood Row Houses	1335 - 1345 Michigan Avenue	x	x		
Wood Row Houses	17-21, 33-45, 49, 61 Emerson Place	x	x		
Wood Row Houses	206-216 Glenwood Avenue		x		
Wood Row Houses	75-81, 147-153 Woodlawn Avenue		x		

Preservation Plan Roster

Steering Committee

Baer	Richard	Baer and Associates
Brown	Clinton	CBA
Cottrell	Kevin	Motherland Connextions
Courtin	John	Martin House Restoration Corporation
Hahn-Baker	David	Inside Out Political Consultants
Hogan	Paul	Oishei Foundation
Jones	Angela N	
Kresse	Robert	The Margarete L. Wendt Foundation
Laping	John	Kideney Architects
Lippes	Richard	The Preservation Coalition
Marchese	Thomas	City of Buffalo
Obletz	Ben	First Amherst Development Corporation
Pietrzak	Ted	Burchfield-Penney Art Center
Sengbusch	Dave	Office of Strategic Planning
Smith	Brian	The Community Preservation Corporation
Smith	W. Morgan	Allentown and Buffalo Place Inc.
Tielman	Tim	Campaign for Buffalo
Tobe	Richard	CFAB
Trimble	Debra Ann	Olmsted Parks Conservancy Trust
Young	David	

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Richard	Baer	Baer and Associates/ Preservation Board
Clinton	Brown	CBA
Kevin	Cottrell	Motherland Connextions
John	Courtin	Martin House Restoration Corporation
David	Hahn-Baker	Inside Out Political Consultants
Angela N	Jones	
Robert	Kresse	
John	Laping	Kideney Architects/ Preservation Board
Richard	Lippes	Preservation Coalition
Thomas	Marchese	City of Buffalo/ Preservation Board
Ben	Obletz	First Amherst Development Corporation
Bernard	Obletz	First Amherst Development Corporation
Ted	Pietrzak	Burchfield-Penney Art Center
Dave	Sengbusch	
Brian	Smith	The Community Preservation Corporation
W. Morgan	Smith	
Tim	Tielman	Campaign for Buffalo
Richard	Tobe	CFAB
Debra Ann	Trimble	Olmsted Parks Conservancy Trust
David	Young	
Greg	Bernas	Office of Strategic Planning
Christopher	Brown	Kleinhan's Community Association
Anne	Conable	BECHS
Lucy	Cook	Office of Strategic Planning
Jennifer	DeRose	OSP - Good Neighbor Planning Alliance

Philippe	Deterville	HSBC Bank
Patrick	Fagan	Shea's Performing Arts Center
Elaine	Finbury	National Trust for Historic Preservation
Scot	Fisher	Righteous Babe Records Inc.
Peter	Flynn	Flynn Battaglia Architects
David	Granville	Buffalo Arts Commission
William	Grillo	Office of Strategic Planning
Christopher	Guerra	Hamilton, Houston & Lownie Archs.
Fred	Heinle	
Charles	Hendler	Preservation Coalition of Erie County
Paul	Hogan	Oishei Foundation
Janice	Hohl	New Millenium Group of WNY
Michele	Hope	US Army Corps of Engineers
Gail	Johnstone	Community Foundation for Greater Buffalo
Anthony	Masiello	City Hall
Blythe	Merrill	
Cherie	Messore	WNED-TV
Christopher	Moscati	TRM Architect, PC
Hal	Payne	Buffalo State College
Jan	Peters	Buffalo Federation of Neighborhood Centers
Lou	Petrucci	City Hall
John	Riccione	Office of Strategic Planning
Lynda	Schneekloth	Urban Design Project
Jessie	Schnell	
Robert	Shibley	Landmark Society of the Niagara Frontier
James	Smith	Office of Strategic Planning
Chuck	Thomas	City of Buffalo Department of Planning
Sharon	West	Buffalo Municipal Housing Authority
Sandra	White	OSP - Michigan St. Project