

Part Four
GARDEN CITY PRESERVATION FRAMEWORK

Introduction

The final section of this study outlines a preservation framework for the Stein communities that can be used by government officials and preservation professionals who will be working with these communities. It also presents recommendations for the Baldwin Hills Village's application to the Los Angeles City's Mills Act.

Preceding and supporting the above work are the summaries for the two sections of this study. The first deals with historical research on the characteristics of planned communities. The second describes and evaluates comparative case studies of two groups—the seven Stein communities and the five leading NHLs in Los Angeles County.

Sources: The first source includes fieldwork of these twelve historic sites, conducted during 2008 to 2009. The result was twenty transcripts—thirteen taped onsite at the leading NHLs and seven interviews from the Stein communities. These transcripts are included in this study.

The leadership of the leading NHLs who participated were--- Pamela Seager of Los Rancho Alamitos, Ted Bosley of the Gamble House, Ellen Calomaris and Marie Barnidge McIntyre of Rancho Los Cerritos, Jeffrey Herr of the Aline Barnsdall Complex, and Virginia Kazor of the Watts Towers. Pamela Seager generously contributed eight of these transcripts that present an in depth survey on the proper management of a historic site.

Kristin Larsen and Larry Koplik gave taped onsite evaluations of the Stein communities. Others who gave e-mail interviews include Louis DiGeronimo and Maureen Moriarty of Radburn; Herbert Reynolds at Sunnyside Gardens Historic District; David Vater of Chatham Village; and Terri Hruby at Greenbelt, Maryland.

The second sources were theoretical and historical works that contributed to the foundation for the Stein communities' preservation framework. They included those in history, town planning, psychology, political science, biology, and human rights. The result was "Characteristics of Planned Communities" (Part One).

The final sources were various printed sources that supported "Garden City Preservation Framework" (Part Four). They included selected interview transcripts, literature from CAI (Community Association Institute), *LandmarkWatch.org's* resources on preservation, and California condominium laws as related to the Mills Act.

Summaries:

Characteristics of the Planned Communities and the Stein Garden Cities

Part One of this study describes the historic roots of the Stein communities and the impact that it has on their current leadership and management behavior. These historic roots, covering three centuries, began during the Industrial Revolution that reshaped the human community and was responsible for the dramatic evolution of individual human rights which culminated in the Universal Declaration of Human Rights (1948).

The Stein communities can trace their roots to the utopias of the early 1800s as a reaction to the negative conditions, particularly in the urban areas, created by the Industrial Revolution. The characteristics of these early utopias are separation from the existing malfunction society; a centralized authority with residents giving up their rights in the management of the community; an authority that plans the economic and social activities of the community; a community that share common land and assets to promote the above economic and social objectives; and a resistance to accountability and monitoring from the outside.

The Stein communities shared this same legacy with the early political movements of socialism and communism. The study evaluates the results of socialist and communist communities during the 20th century. It compares them to capitalistic communities, which has a de-centralized political structure and is regulated by competing and unplanned events of the marketplace. Consequences of these two diverse political systems have produced both negative and positive effects on human communities.

This study analyzes how the Stein communities have been hindered in their preservation efforts and funding opportunities by the early utopian characteristics that they have adopted. It also analyzes how their unique characteristics, properly organized, can advance preservation efforts and attract outside funding, similar to what is being accomplished by the five leading NHLs in Los Angeles County.

Case Studies Comparisons

The case studies for the five leading NHLs in Los Angeles (Part Two) indicate the following common practices. These are: comprehensive knowledge of the site's history; a working archives with an organized retrieval system; involvement of highly qualified preservation professionals; long-term preservation plans that were validated by outside experts and agencies; an educational plan that are closely related to public benefits; a legal structure that advances preservation; and oversight procedures for maintaining the site's high historic integrity.

In contrast, the case studies for the seven Stein communities indicate various levels of successful preservation practices (Part Three). Those that are organized as co-ops (Chatham Village and Greenbelt, Maryland) are more successful in maintaining historic integrity and attracting outside funding. They are open to working in partnership with highly qualified professionals. Those least successful in their preservation efforts as NHLs were homeowners associations (Baldwin Hills Village and Radburn) which are largely managed by homeowners and are least likely to work with qualified preservation professionals

Those sites that are rentals (Phipps Gardens and Hillside Homes) reflect a wide disparity in maintaining historic integrity. It is in direct correlation to the owners' commitment to historic preservation. For example, developers (Hillside Homes) show no interest in preservation, as their intent is to make cosmetic changes that will help to sell a property quickly in the future.

Sunnyside Gardens is an unusual case study in that it is a mix of private homes, co-ops, and rentals. This site's New York City Landmark designation provides preservation protection and assistance from a government agency (New York City Landmark Commission).

A comparative study of the Stein communities to the five Leading NHLs indicates a wide disparity in preservation practices between the two groups (Part Three, page 2). These Stein communities do not have working archives and are not participating in the HABS and HALS programs. These Stein communities in general do not have a plan for educating its residents on the community's landmark history. As a result, these residents do not fully understand their history and the significance of the NHL status.

None of these Stein communities have engaged a qualified preservation architect and a preservation landscape architect for preserving and monitoring the historic fabric. As a consequence, none of these sites have the plans that are used by the five leading NHLs. These plans (which are prerequisites for funding) are the Historic Structure Report, Cultural Landscape Report, and interpretative history. Unlike the leading NHL, these sites do not have a mission statement nor do their governing documents include historic preservation. The concept of public benefits, which is important for future funding, is an unfamiliar concept to these communities.

The only exception to the above evaluation is Greenbelt, Maryland. As of this date, Greenbelt is the only Stein community that is able to attract substantial preservation funding. It understands and practices long-term preservation planning and continues to work in collaboration with

professionals and state agencies. Also, its extensive educational activities include weekly tours, two published books and a community website.

A General Preservation Framework

A background for this framework begins with a discussion on the challenges peculiar to preserving living historic communities and the strategies in working with its leadership that is unfamiliar with preservation.

Then a generic framework, using a sequential preservation process, will be presented. This framework is based on the common practices of the leading five NHLs and case studies of the seven Stein communities.

This work continues with the application of this general preservation framework to the case study of Baldwin Hills Village. It concludes with recommendations for this community's participation in the Mills Act.

Preservation Challenges

The challenges for the preservation of the Stein communities can be organized into two categories. The first is the physical component that consists of preserving the buildings and landscapes. The second is the human component that interacts, both negatively and positively, in the preservation process of these historic assets.

Buildings and landscapes. The most obvious challenge in this area is the large size of these historic communities and the multitude of historic fabric that needs to be monitored and protected. Another challenge is the aging infrastructure (most are approaching a hundred years old), which in some cases have been mismanaged for decades by the community leadership. Thus, the maintenance costs can be unusually high for some of these sites.

Finally, there are external challenges in regard to the buildings and landscapes. This includes mandatory monitoring of the Stein communities by the federal government as part of the NHL program. It also includes state laws that are becoming more stringent in a planned community's long-term management of the common areas, such as the buildings and landscapes.

People—leadership and residents. Another major challenge is the people who occupy these communities. Currently, both the centralized leadership and the residents of these communities have limited knowledge of their history and proper preservation practices. As in other living communities, self-interest and competing agendas can be an obstacle to the long-term preservation of the existing historic fabric.

It is important for government officials and preservation professionals to be aware of the history and psychology involved with historic planned communities.¹ Historically, political control is an important issue for the centralized leadership (usually the board). Individuals associated with this

type of leadership usually have limited accountability to the community and outside entities. If the community is a co-op or homeowners association, the leadership has been give legal or fiduciary responsibilities by the state.

This type of organization has a strong tendency to attract those individuals who are authoritarian in their leadership style. Thus, community participation and outside professionals are secondary. This leadership style discourages a system of checks and balances, which is essential in a democratic environment. Thus, negative conditions, such as the compromise of the community's historic fabric, can persist for an unusually long time.

This authoritarian approach (which shares its historic roots with socialism and communism) is contrary to preservation as it is practiced today in the United States. As indicated in Part One of this study (pages 9 to 11), several external factors are at work in the future that will reshape these Stein communities and modify the current centralization of political power. At present, fieldwork for this study has indicated that a few Stein communities are modifying this type of governance.

Adding to this complexity is the continuous change in the residents of the community and also the leadership. In a decade, new residents may have replaced approximately one-third of the original population and the members of the leadership may have left, as this is an elective position for two to four years. This situation is in contrast to the stability of the five leading NHLs where the leadership is on site continually for two to three decades.

The Strategies

Currently, the Stein communities and its leadership take great pride in the NHL status and are willing, if given the proper direction, to do what is necessary to maintain this status.

In working with these communities, government officials and preservation professionals can begin with this fact--- historic designation, particularly an NHL, is an economic asset, and not merely a cultural designation. The leadership needs to understand that certain strategies, observed by other NHLs across the nation, are required to benefit economically from this rare historic designation.

These include collaboration with qualified professionals; proper long-term preservation plans; organization of the historic records; community education and involvement; and a system of accountability that is aligned with the standards established by funding sources and the National Parks Service for NHL properties.

Finally, government officials and preservation professionals must remind the leadership of the Stein communities that it is legally bound to follow

federal and state laws in regard to the management and preservation of the site. These fiduciary duties include the proper practice of historic preservation, which has been proven to be both an important economic and cultural benefit for the community.²

The Preservation Framework and its process

The objective of this section is to recommend sequential and structured preservation activities that will produce the proper preservation procedures and documents to meet both funding requirements and the National Parks Service's standards in monitoring all NHLs. For the Stein communities, this lengthy process in producing these documents is equally as important as the final results. It is mandatory that highly qualified professionals work with the leadership and residents.

The sequence and types of preservation activities described are based on an analysis of the common practices of five leading NHLs in Los Angeles County. These practices are also observed by other successful NHLs across the nation because of national standard funding requirements and federally supported preservation procedures. The author's thirty year experience with the Stein communities has also been a valuable addition to this research.

For this section, the major supporting documents are interviews with Pamela Seager of Los Rancho Alamitos, Ted Bosley of the Gamble House, and Kristin Larsen with the University of Florida. Also included are resources from CAI (Community Association Institute) and LandmarkWatch.org.

This preservation process recognizes that the seven Stein communities are at different levels of development in knowledge and skills in historic preservation. Thus, the sequenced activities have been divided into three stages. The first is the preliminary stage where the fundamentals of preservation are introduced to the leadership and the community.

The second stage is the actual preparation of the various preservation documents related to the buildings and landscapes with additional documents for proper governance and education of the historic community. The third stage is establishing a monitoring and accountability system to insure that the intent of the various documents is being followed and that the historic integrity of the site is protected.

Some Stein communities are very mature in their preservation history, and thus may skip some of the preliminary sequenced activities. Others may just want to focus on the beginning stage. Too often, reports or documents (Stage Two) are not sufficiently developed because the Stage One fundamentals are not in place. An example is a lack of a mission statement

(and a site's identity) that needs to be reached by a community consensus before beginning long-term planning for the buildings and landscapes

Stage One—Fundamentals of Historic Preservation. This stage is the most critical and the most difficult for many of the Stein communities because of their historic roots that have created an authoritarian leadership and its people's passivity. This preservation process introduces activities that require a collaborative approach, which is more aligned with preservation practices and funding successes of leading NHLs.

As indicated previously, the co-ops (Chatham Village and Greenbelt, Maryland) are more familiar and comfortable with the behavioral strategies of Stage One than those communities organized as homeowners associations (Radburn and Baldwin Hills Village). Consequently, it may take some communities a longer period to adjust to these new sets of values and skills before effective preservation practices can actually take place.

The first stage includes these major activities:

a. Working in partnership with preservation professionals. In their interviews, Pamela Seager and Ted Bosley both emphasized the importance of working with the most qualified preservation professionals, particularly for those properties who have achieved high historic significance (see Bosley's transcript, pages 4 and 8 and Seager's transcript, page 2).

They spoke of the various functions that these professionals can perform. This includes organizing long-term preservation plans for the buildings and landscapes (such as the Historic Structure Report and Cultural Landscape Report); monitoring the historic integrity of the site quarterly and yearly; and serving the Board as an advisory group on an ongoing basis. These professionals can help to prevent potential litigation problems that can occur on a property that is owned in common. This team of qualified professionals can recommend outside funding, help with the application, and eventually monitor the successful grants.

Pamela Seager pointed out the need to establish a long-term relationship with these professionals to insure continuity in the preservation of the site. For the Stein communities, this is especially important because of the many changes in leadership and community population that can happen within a decade.

Ted Bosley summarized the importance of these preservation professionals:

"...they [volunteers] will be beating their heads against a wall frankly, if they don't have professional guidance and professional effort in making sure that the outcome, the final product, whatever it is, is done properly because otherwise it's a wasted effort on the part of a lot of people" (page 8 of transcript).

b. Establishing an archives. Archives serve two important purposes for the community. First, it is the permanent storage memory of the community of how it started, what it went through, and why it is important. Thus, the archives provide continuity to the community's identity. Archives are especially important in the Stein communities with the large number of people involved and the many changes in leadership and the community membership.

Second, the archives play a critical role in advancing preservation work of the historic site. Pamela Seager and Ted Bosley mentioned the importance of photographs and historic documents in their preservation projects. Marie Barnridge McIntyre uses a range of materials from the archives of Rancho El Cerritos in reconstructing and maintaining its historic garden. Virginia Kazor tells how her computerized archives have helped to gain substantial funding in earthquake recovery projects.

It is recommended that a professional organize the archives' basic structure and its retrieval capability. Later, volunteers can be trained to perform certain aspects of archival work. In addition, professionals can analyze how the materials can be digitalized and be placed on a website. In the Stein communities, a digital environment can provide wider access to the community members and it also can safeguard the original documents and photographs. In addition, a website provides a public benefit in helping the larger community in understanding the site's history.

Examples of working archives in the Stein communities are ones in Greenbelt, Maryland that is housed in the public library and the limited on-line versions at Sunnyside Gardens and Baldwin Hills Village.

c. Educating and involving the Community. It is common practice with successful NHLs that the community is to be informed, educated, and encouraged to participate in preservation projects. For the Stein community, education and involvement are especially important, as the site is owned in common by the homeowners. Under a closed or authoritarian leadership, friction can take place within the community and compromise its solidarity to move forward with activities that will benefit the community.

In the Stein community, the following successful practices have been observed. The leadership keeps the homeowners informed of monthly Board meetings by issuing minutes to each homeowner within 30 days. It provides periodic newsletters with articles on history and preservation

issues. It organizes scheduled public programs that feature speakers on various historic and preservation topics. An open leadership takes a proactive approach in soliciting volunteers from a wide span of people in the community.

d. Developing a mission statement.

The mission statement serves as a compass for the leadership and community as they make various decisions, particularly those involving preservation. In constructing a mission statement, the members of the community can first reflect on what is unique about the site, and through consensus decides what special qualities they want to preserve. Ted Bosley in his interview gives a comprehensive overview of the Gamble House's mission statement and tells how it guides the policies and practices of this site (transcript, page 5 and 6). Pamela Seager also states the importance of the mission statement (transcript, pages 3).

Stage Two—Preparing the Preservation Documents

The sources for this section include case studies of the successful NHLs and the author's thirty-year experiences living in a Stein community and studying common interest communities.

Ideally, the Stage One activities would have created a community's interest in its history and a need to preserve it. Properly done, these activities also would have created a social dynamics that involved collaboration between the leadership, members of the community, and preservation professionals. Those two accomplishments are prerequisites for the successful preparation of long-term preservation plans.

Based on the case studies of the five leading NHLs, the following documents will meet preservation and funding requirements: Historic Structure Report, Cultural Landscape Report, financial plan, educational plan, and proper governing documents. Also important are documented monitoring procedures for the buildings and landscapes.

The value of these plans are stated by Ted Bosley of the Gamble House: "The investment was a wise one as it turned out because the price of admission to grant funding, for implementing any treatments on historic properties is to have such report [Historic Structure Report and/or cultural landscape report]" (transcript, page 6).

In helping the Stein communities to prepare these preservation documents, government officials and preservation professionals need to understand that the Stein communities are not museums like the successful NHLs'. Thus, their preservation documentation needs to be more comprehensive to meet the following characteristics: the unusually large

size of the site, the unusual large number of people living onsite, the continual changes in population, and the community and its leadership's limited knowledge in historic preservation.

In addition, it is important for government officials and preservation professionals to understand both the legal structure and on-going legal development of homeowners associations and co-ops as they help the Stein communities in preparing the various preservation plans. The state legislature and courts are continuously making efforts to mitigate abuses of common interest properties. During the past decade in California, the author has observed many complex legal changes in condominium laws that continue to have an impact on historic preservation. Thus, the successful preservation plans are those that have incorporated these legal guidelines.³

a. Plans for the buildings and landscape.

The Historic Structure Report and Cultural Landscape Report are essential for the on-going management of all historic sites. They also provide the foundation for long-term financial planning and future funding. The successful preservation plans involve both the community and government agencies.

Thus the development of these plans does not work well in an authoritarian environment where a few are involved without adequate participation and consensus from the immediate and larger communities. It is important for government officials and preservation professionals to insure that all stakeholders have been given the opportunity to participate in the process and then to comment on the final plans.

Because of the Stein communities' characteristics, these preservation plans will require a higher specificity of standards for the management of the buildings and landscapes. Also, it will include more professional oversight that certain activities are accomplished according to these standards. For example, maintenance plans would be more detailed and professional record keeping would be more complex than those found in the successful NHLs.⁴

As mentioned, appropriate legal guidelines for the building and landscape plans need to be incorporated. In California, this includes reserve studies, estimation of major components' life span, duties of the architectural committee, proper record keeping, and required annual reports to the homeowners.

In conjunction with the above documents, the design of an information technology component is necessary. This system could keep track of the various preservation tasks for the landscapes and buildings and also provide

the necessary reports for monitoring by the leadership, the preservation professionals, and the National Parks Service. Related to these activities, an electronic document program needs to be considered. For instance, participation in the National Parks Service's HALS and HABS programs are vital for the Stein communities in disaster recovery.

It is important for both the Stein communities and the professionals to understand the extraordinary expense and time devoted to preparing the Historic Structure Report and the Cultural Landscape Report. For example, Ellen Calomaris at Los Rancho Los Cerritos stated that the entire process took almost a decade. This involved raising the funds for hiring a team of experts to create the plans, creating the plans, and then the long process of modifying this plan by obtaining consensus among all the stakeholders, including the surrounding neighbors, Long Beach city government, the California State Office of Historic Preservation and the National Parks Service. Once the plans were completed, Rancho Los Cerritos was in a position to apply for the millions of dollars in grant money.

In the case of the Gamble House, Ted Bosley also went through the same process. Funding had to be raised for a matching grant, the historic resource report was created, and then it went through a long series of reviews by several individuals and government agencies (transcript, page 4 and 5). The completion of the long-term preservation plan may have been shorter at the Gamble House for two reasons. It is smaller and less complex than Rancho Los Cerritos and the political environment for consensus is less complicated.

Given the above information, it would be advantageous for government officials and preservation professionals to evaluate whether a community is ready to prepare these comprehensive documents that are lengthy and expensive, particularly for the buildings and landscapes. As mentioned, those communities that are comfortable and committed to Stage One's collaborative activities are more likely to be successful. Of particular importance is the quality of the archives and the experiences of the leadership and the community in working with preservation professionals.

Communities that are not ready may want to remain with the Stage One activities. Another alternative is that these communities may want to undertake the beginning portions of these preservation plans for the buildings and landscapes. This include compiling the history and bibliography; and also conducting the inventory of the historic resources. It is mandatory that these activities be done under the supervision of professionals to insure that funding and National Parks Service standards will be properly met.

Fieldwork for this study indicates the following challenges for Government officials and preservation professionals who are working with Stein communities in developing long-term preservation plans for the buildings and landscapes.

Priority of preservation plans. Usually, historic sites would first begin developing the plans for the buildings and then the landscape. However, both Kristin Larsen and Pamela Seager state that the Stein communities need to work first on the Cultural Landscape Report. Kristin Larsen points out that the landscape or open spaces is the major character defining features of the Stein communities rather than the buildings (transcript, page 1). Pamela Seager states that the Cultural Landscape Report should have first priority because of the fragile condition of the landscape. It cannot be deferred as in buildings (transcript, page 3).

Completed preservation plans may not be used. In her research, Pamela Seager stated that most preservation plans are not used. For instance, she found that out of ten recommended long-term preservation plans that she studied, only two were being used. Pamela Seager concluded that the historic resource report and the Cultural Landscape Report be organized and prepared with the intention that they be used on a continual basis.

In a Stein community, there is a danger of the plans being ignored or lost when an authoritarian leadership feels that these documents can threaten or curb its political power. Therefore, it is highly recommended that these plans be placed on a website for easy access by government officials, preservation professionals and the Stein community.

Life cycles of preservation plans. Pamela Seager stated that these long-term preservation plans usually have a cycle of ten to fifteen years, and then the planning process starts over again in preparing a new set of plans for the buildings and landscapes. Thus, a community's budget has to factor in this additional cost.

Possible liabilities. It is important that the community be educated on the importance of the two plans at the beginning and that this process be continued throughout the project. This will avoid any potential liability issues. During the fieldwork, it was reported that a site went through three years of a lawsuit because part of the community felt that it was not consulted adequately. In addition, government officials and preservation professionals may want to consult with appropriate attorneys when these various plans are close to completion to limit future liabilities.

Other alternatives. Because of the time and expense in compiling these preservation plans, the Stein communities may want to do it in stages as suggested by Pamela Seager. In addition, portions can be done by

community volunteers under the supervision of professionals, such as the history, bibliography, and inventories of the historic elements. It can also be completed as a supervised student project that is described by Kristin Larsen (transcript, page 2). It is recommended that a team of supervising preservation professionals coordinate these activities. On-going evaluations need to be conducted in terms of potential liability issues and future funding standards.

However, the Stein communities must realize that funding agencies require the completed professional plans for the buildings and landscapes before requests are submitted. The long-term preservation plan also includes (in addition to the above items) identifying the period of significance, assessment of conditions, recommendations, the listing of priorities, a long-term financial plan, suggestions for future projects, and an educational component. In addition, the critical maintenance plans need to be included.

b. Financial Plan

Financial plans, both immediate and long term, are critical in implementing building and landscape projects. They are vital in soliciting future outside funding and support from homeowners for increases in monthly assessments. Kristin Larsen presents the importance of the financial plan (transcript page 2):

“I think a budget implementation plan is the only way one is going to go about to critically document, how are we going to protect these places, what are our maintenance consideration, and in planning we think of this as a strategic plan in a sense that we actually put into the document a key timeline that says, ‘... in these three months or in this year we are going to achieve the following’. We’re going to use this funding to make this happen. We’re going to use these sources of funding, and it’s going to be equal to this dollar amount so that it’s all laid out.

I think this is an aspect of planning that is sometimes not addressed and it creates problems. What one needs to do is say if we’re going to maintain this place, how do we decide what comes first. We want to make sure that we document what exactly we plan to do in what timeframe and what sources. And a lot of agencies really like to have that included.”

In terms of the finances for preservation projects, the Board needs to work with both preservation and financial professionals in determining the long-term allocated resources that is balanced for the buildings and the landscapes. These professionals will also have knowledge of the legal guidelines related to budgets and finances for its particular locale. These guidelines need to be incorporated into the Financial Plan. Again like the other preservation plans, the education and participation of the community are important.⁵

c. Education Plan

The education plan is equally important as the plans for the buildings and landscape. It provides an assurance that the history and the identity of the community are kept intact. This is particularly necessary in the Stein community where at least one-third of the population may have been replaced within a decade, and new residents have to be educated.

The common practices of the five leading NHLs can help the Stein communities to develop their education plan. Each NHL began by creating its interpretive history. This history answer these questions: what events have made this site significant in the nation's history and what lessons are to be learned. A professional historian or scholar usually prepared this work. At Rancho Los Alamitos, two historians prepared its interpretive history--- one was a noted historian in California history and the other is a scholar in California historic landscapes.

All of these leading NHLs have prepared lesson plans in teaching their history to different groups. They also have on-going programs, such as lectures and workshops, for the public. Exhibits are also an important part of the education plan along with printed materials, such as books and leaflets. All these NHLs have an extensive web presence.

The leadership of these leading NHLs understands that the various educational program will provide the important support that will enhance their relevancy and survival. Survival involves attracting outside funding and avoiding demolition or extinction (see Bosley transcript, page 9).

However, the Stein communities, compared to the leading NHLs, have special challenges in preservation education. As mentioned, the large number of residents and the community's shifting population make it mandatory to educate continually. Also, there is a need to educate the residents on the proper treatment of the historic fabric that they are interacting with on a daily basis.

Another challenge, not faced by the leading NHLs is educating the leadership on the value of preservation. This commitment to preservation involves working with qualified professionals to establish preservation standards and programs for the community. It also involves the leadership's continual education in preservation through attending formal courses and meetings of preservation organizations.

In addition to educating the residents, the community's preservation education program needs to include support personnel that have an impact on the historic fabric. This includes the manager, the workmen, and the real estate agents.

In the Stein NHL communities, the quality of education is usually associated with how well the site is managed by the board and the manager. A well-managed site is distinguished by its leadership's commitment and sophistication in collaborating and communicating, both within and outside the community. These particular communities have an open philosophy that fosters education (including preservation knowledge) of its members. In contrast, those communities that have an authoritarian leadership are proprietary in sharing information and are limited in their ability to collaborate and communicate. The result is that the education of its members suffers. These types of sites generally are not managed well.

Consequently, the management of a site has a direct correlation to how well a site is preserving its historic fabric. Thus, it is important that the leadership has continual education on community management. One important educational source for the leadership is CAI's training courses for new board members and its seminars on the latest development of legal, financial, and management issues related to common interest communities.

The archives is included as part of the education plan. A trained professional needs to be involved in establishing policies and guidelines for its operation. As mentioned, a web-based archives (apart from the standard archives that contain paper documents) would be invaluable for the residents and researchers.

In beginning an education plan, the leadership of a Stein community may first want to work with a preservation professionals from a public agency, such as the National Parks Service. Then a committee can be organized to help with this plan, particularly with residents who have a background in education or archival work. Preservation professionals can provide on-going support and evaluation.

At present, Greenbelt, Maryland has the most comprehensive education plan of all the Stein communities, and is on the same level as the leading NHLs. Its museum, weekly tours, lectures, published books,, websites and archives are designed to educate both the community and the public.

d. Governing Documents

It is necessary to have governing documents that reflect the community's commitment to the preservation of the buildings, landscapes, and the human rights of the people. Without these changes in the governing documents, the effectiveness of the preservation plans mentioned will be compromised, diminished, and eventually lost during a span of time with changes in leadership, management and new residents. Depending on circumstances, some Stein communities may add an amendment to its governing documents

concerning this preservation provision while others may have to make massive changes to its existing governing documents.

As mentioned previously, preservation professionals give continuity to a community's preservation efforts. Therefore, the governing documents need to define this partnership in a clear and concise manner. An important example of professional partnerships is found at Columbia, Maryland. Columbia is a second generation American Garden city that was directly influenced by Radburn in its planning. The Board was recently restructured and governing documents changed to include a partnership with professionals.⁶

Effective governing documents provide oversight for both the welfare of the community and the historic fabric. It is recommended that a system of checks and balances be introduced in the governing documents that will help the centralized governance in treating appropriately the site's historic fabric. Kristin Larsen recommends the following; the leadership is to present an annual report to the membership--Board minutes be readily available; announcement of Board meetings be posted before hand; and term limitations be introduced (transcript, page 4).⁷

Related governing documents can further define the responsibilities of those involved in the treatment of the historic fabric. It includes the homeowners' manual and the various operating policy manuals for the board members, manager, and staff. CAI has published information on developing these types of manuals.

Attorneys who have a specialty in common interest properties need to be consulted when proper governing documents are being prepared. This will insure that these documents will affirm the importance of the Stein communities' historic status and how the site is to be preserved.

Stage Three—Monitoring

Monitoring is critical to insure that the Stein communities are in compliance to the preservation plans that will protect the site's historic integrity. Plans with good intentions can be made, but are not taken seriously if this component is not present. In addition, monitoring gives assurance to the stakeholders that prescribed standards are followed in the management of the buildings and landscapes. These stakeholders include the leadership, residents, professionals, and government agencies, along with potential funding agencies.

As described in "Characteristics of Planned Communities" (Part One), the presence of negative energies is part of living in human communities. These energies can compromise the historic fabric of the Stein communities unless

there is systematic monitoring with stated penalties. This destructive force includes individuals making their way into the leadership with their primary interest in advancing unfinished economic and emotional agendas at the expense of the community. It also includes residents with a strong proprietary drive (particularly in regard to property owned by a group) who find it difficult to be in compliance with a Stein community's architectural rules. Finally, this group may include a vast number of individuals who are simply ignorant of their steward responsibilities as owners of NHL properties.

All five leading NHLs demonstrate the value of monitoring on a systematic basis to insure that the site's historic integrity is maintained properly and that outside funding has been used in a responsible manner. For example, Ted Bosley states that a preservation professional is hired on a quarterly and yearly basis to monitor the property and to report to the administration (Bosley transcript, page 10). Virginia Kazor states that curators from the Getty and the Los Angeles County Museum are involved in monitoring Watts Towers and acting as consultants to protect the site's historic integrity (Kazor, pages 6 to 8).

In a Stein community, a viable monitoring system involves three parties—government agency, preservation professionals, and the community. As NHLs, these Stein communities need to work closely with the National Parks Service on a monitoring system that will protect the site's historic fabric and maintain the NHL status.

Summary of preservation framework. The above preservation framework presents a general idea of what a Stein community may consider in developing long-term preservation plans to protect its history and NHL status. These plans include the Cultural Landscape Report, historic resources report, financial plan, education plan, and a monitoring plan. It also includes making changes in the governing documents to insure that these plans will be maintained. It is recommended that the leadership works with government officials, preservation professionals, and the community in developing these long-term plans and implementing them in a consistent manner.

For this study, a sequential preservation framework was developed in order for each Stein community to evaluate their preservation skills and knowledge. This framework also will communicate what future activities need to be undertaken. It acknowledges that each community is different and thus the development of their preservation plans will reflect their values and particular challenges.

The differences in the various Stein communities' preservation plans can be classified into two groups—internal and external. The internal factors are size of the community, its governing structure, its budget, property management experiences, level of development in preservation, the population's cultural backgrounds, the population's age and education, the residents' length of occupancy, volunteer opportunities, the community's outside affiliations, and the leadership's commitment to educating the community. The external factors are cultural background of surrounding communities, local economy, local and state preservation ordinances and laws, local and state preservation resources and organizations, preservation funding opportunities, current political environment of the National Parks Service, and federal support for preservation.

As Pamela Seager states:

“...both internal and external environments need to be taken into consideration and while there will be some philosophical standards that all communities should adhere to, how those standards are implemented will probably need to be tailored for the circumstances and culture of that individual community” (transcript, page 1).

Application of the preservation framework To Baldwin Hills Village

The next section will first present the Baldwin Hills Village case study and its past involvement with the Mills Act. Then it will use the general preservation framework to present recommendations for this community's future participation in the Mills Act.

The case study consists of this community's experiences in preserving its buildings and landscapes. Seven decades cover three historical periods: a new community (1942 to 1972), a homeowners association (1972 to 1994), and a National Historic Landmark (1995 to the present).

Baldwin Hills Village's preservation framework is based on the common practices of the five leading NHLs in Los Angeles County and current legal developments in California homeowners associations.

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- ¹ These sources are helpful in understanding homeowners associations and co-ops.
- a. Hanna, John Paul and Morioka, Grace. *Homeowners Associations—A How-to Guide for Leadership and Effective Participation*. Palo Alto, California: Hanna Press, 1999.
 - b. Recommended by CAI are Treese, Clifford J. *Managing and Governing: How Community Associations Function*. 2007; and Dunbar, Peter. *The Homeowners Association Manual*, 2004.
 - c. Irwin, Robert. *Tips and Traps When Buying a Condo, Co-op, or Townhouse*. New York: McGraw-Hill, 2007.
 - d. Friedman, Jack P. and Harris, Jack C. *Keys to Purchasing a Condo or a Co-op*. Hauppauge, New York: Barron's Educational Series, 2000.

- ² These are important sources concerning the economic benefits of historic preservation.
- a. Reynolds, Judith. *Appraising Historic Properties*. Washington D.C.: National Trust for Historic Preservation, 2002.
 - b. Various studies have been made showing the economic benefits of historic preservation. ACHP (Advisory Council on Historic Preservation), which is a federal agency, has compiled a "Web-Available Studies on the Economic Impacts of Historic Preservation". Posted on October 2008. Other surveys exist on the web, such as from Preservation Chicago (1995 to 2003) and the Los Angeles Conservancy (1982 to 2000).
 - c. LandmarkWatch.org has tracked the impact of NHL designation on housing prices at Baldwin Hills Village (1994 to 2006).

- ³ Various sources exist concerning legal issues.
- a. Homeowners associations and co-ops are regulated by each state, which has the laws on its website.
 - b. CAI has literature and current seminars for legal updates, such as new state legislations judicial decisions. CAI recommends Wayne S. Hyatt's *Condominium and Homeowner Association Practice—Community Association Law* (2003) and its annual proceedings on legal developments across the nation (2007 to 2009). Its on a CD-ROM.
 - c. It is important to consult an attorney, who specializes in this area.

- ⁴ Deferred maintenance is a major problem with common interest properties because of the lack of long-term planning and professional oversight, along with homeowners' resistance to increase in monthly assessments.
- The following article outlines the situation and the current legal consequences in California. See Marc H. Goldsmith, Esq.'s article "Deferred Maintenance and HOA Liability Exposure". *Focus* from Greater Los Angeles CAI, July/August 2008, pages 10 to 11. This document is enclosed with this study.
- CAI has a 2003 publication *Preventive Maintenance and Building Operation Efficiency* which contains spreadsheets, worksheets, checklists, and sample documents.

- ⁵ CAI has a wide range of publications on finances for common interest properties. One that is recommended: *Community Association Finances*. It contains 31 articles of best practices from its magazine *Common Grounds* on various financial topics. Published in 2005.

⁶ O'Connor, Tom. "High Impact", *Common Grounds*, November December 2009, pages 39 to 42.

⁷ For more information consult CAI publications on governance (see endnote one). CAI also has information for amending governing documents in its archives, which are available to its members.