Historic Preservation Plan for the Town of Warren, Rhode Island

Roger Williams University

May 2011

The Roger Williams University

Graduate Historic Preservation Planning Students

Proudly Present the Following

Historic Preservation Plan

to

The Town of Warren, Rhode Island

May 2011

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How to Use this Plan

IN ORDER TO BE COMPREHENSIVE, A PRESERVATION PLAN must be a large document covering the many diverse issues that affect historic resources and community character. The *Historic Preservation Plan for Warren* is organized into clearly defined sections for ease of use. In order to utilize this Plan effectively, readers should locate the sections that apply directly to the issues that they seek to address.

The **Introduction** provides a broad context for planning for historic resources, and provides the crucial Vision Statement; the preferred future for Warren's historic resources.

The **Methodology** explains the legal basis for preservation planning, and clearly documents the steps used in the creation of this specific plan, including a directory of all participants involved. Understanding the context for preservation is vital, therefore the **History of Warren** section provides a brief history of the town, a distillation of Warren's historic character, and a history of preservation efforts to the present.

The functional heart of the *Historic Preservation Plan for Warren* is the **Preservation Efforts and Systems in Warren** section. Each of the major elements of a vibrant program for preserving the town's historically and architecturally significant resources is included, organized by major topics and resource types. Each topic consists of a frank assessment of existing conditions and a set of goals and actions steps to improve preservation for that aspect of preservation.

Finally, the **Unique Preservation Issues** section addresses three special resource types: Historic Open Spaces, Churches, and Archaeology. These are each important to the character of Warren and require trans-disciplinary solutions to enable preservation.

The **Appendices** provide detailed information that will allow preservation leaders in Warren to quickly identify resources that may be helpful in understanding key preservation issues and will allow rapid implementation of solutions.

Acknowledgements

THE AUTHORS WOULD LIKE TO THANK THE CITIZENS AND LEADERS OF WARREN, RHODE ISLAND for their time, patience, and insights as they participated in the creation of the Historic Preservation Plan for Warren. Special thanks are extended to Town Planner Caroline Wells, AICP, who was always available to answer questions and provide just the right guidance on key issues. The members of the Project Advisory Committee must also be recognized for their central role as the local volunteers who provided detailed information and insights into the preservation, environmental and overall planning concerns in town. We thank them for their time and commitment to improving their community.

From a logistical standpoint, this Plan would not have been possible without the many volunteers, colleagues, and organizations who lent their expertise and time. We would like to formally recognize the following individuals and groups:

Warren Town Council
Warren Planning Board
Warren Conservation Commission
Warren Voluntary Historic Preservation Committee
Warren Economic Development Committee
Warren Preservation Society
Massasoit Historical Association
Warren Land Preservation Trust
Mosaico Community Development Corporation
United Methodist Church
Bristol-Warren Regional School District
Roger Williams University School of Architecture, Art, and Historic Preservation
Prof. Kathleen Micken

Introduction

RWU Historic Preservation Planning Workshop Class

During the course of the 2011 spring semester, the RWU Historic Preservation Planning Class has worked to create a Historical and Cultural Resources Plan for the Town of Warren, RI. The Town is in the midst of updating its Comprehensive Community Plan and has genuinely looked to the RWU Preservation Planning Workshop course for leadership and innovation in the area of historic preservation planning.

During the fifteen weeks the students have worked with a sixteen (16) member Project Advisory Committee composed of Town leaders from Town Council, the Planning Board, Conservation Commission, Preservation Society, Historical Society, Land Trust, neighborhood organizations, and other interest groups involved in preservation issues.

Students	**Professor**
Kasey Beckwith	Arnold N. Robinson
Laura Briggs	
Christine Greeley	
Duane Houghton	
Sarah Janeczek	
Martine S. Rousseau	
Sydney Schoof	
Alison Talbot	

Objectives

1. To understand a community in sufficient depth to be able to participate in community/preservation planning efforts.
2. To understand the history of preservation efforts in order to be effective in current planning efforts.
3. To interact with elected town officials, paid town staff, volunteer/appointed town boards, special-interest groups and citizens at large in planning for historic resources.
4. To perform an efficient, community-wide survey of historic resources upon which to base planning efforts,
5. To understand key issues in preservation from all viewpoints in order to assist in the identification of possible solutions and facilitation of solution selection.
6. To synthesize empirical information about the community, opinions and preferences by organizations and individuals in order to fully understand the environment in which decision-making for historic resources takes place.
7. To facilitate productive dialogue between a diverse set of groups and individuals in order to identify commonly-held beliefs/values in order to begin decision-making.
8. To design and implement productive forums for citizen participation in community and preservation planning.
9. To research best practices for solving preservation problems and apply them to the community at hand.
10. To formulate an integrated preservation plan for a community and to deliver that plan in writing and in public presentations in clear, understandable, and persuasive methods.

What is Historic Preservation?

Historic Preservation is the careful management of a community's historic resources; avoidance of wasted resources by careful planning and use; the thrifty use of those resources. To use or manage those historic resources with thrift or prudence; to avoid their waste or needless expenditure; to reduce expenses through the use of those historic resources. – Donovan D.

Rypkema, historic preservation economist, author of *Economics of Historic Preservation: a Community Leaders Guide.*

Why Preserve?

Sustaining the Past and Making it Work for its Community[1]

Wonderful things happen when communities take stock of their historic resources and put them to work for public benefit: for Warren, RI, it means rebuilding a proud heritage found in its historic homes and waterfront; it means fueling economic development by turning an abandoned building into an industry that draws business from around the state; it means saving and restoring historic farmland that defines the area.

The Town of Warren should be using preservation approaches to build civic pride, revitalize its downtown, spur economic development, generate tourism, and educate residents and children about their local heritage. Communities do this in part by taking stock of the historic resources they have, identifying the most significant among them, adding them as integral elements in long-term planning, rehabilitating them using tax credits, and interpreting them for education and tourism. Each step calls for many levels of partnership, consensus, and commitment. The result is a community-wide process of input and inclusion that yields a focused vision for the future and a citizenry excited and contributing to that future. Through a broad range of incentives and services, the Town of Warren, the State of Rhode Island, and the Federal Government can help Warren residents and business owners help themselves. The results can be exponential: through partnerships and leveraged resources, communities accomplish thousands of times more than what one state agency could do alone.

[1] Much of the ideas here come from the Virginia Department of Historic Resources

Economic Development[2]

According to Donavon D. Rypkema, when preservation has been tried and then measured, there has been but one conclusion: Preservation pays.[3]

Historic preservation emerges as an economically sound, fiscally responsible, and cost-effective response to the challenges of today's economic environment. Perhaps most importantly, historic preservation is not a strategy that pits one group against another or one location against another. To achieve economic development goals, community development goals don't have to be sacrificed. To attract tomorrow's jobs, yesterday's physical heritage needn't be destroyed.[4]

Quality of Life

Historic preservation has been proven, study after study, to enhance the quality of life of through economic and cultural contributions to an improved sense of place.

Why Plan?

An historic preservation plan establishes a clear set of goals agreed upon by the community, town officials, and non-profit organizations. The plan outlines preservation goals, best practices, and implementation strategies and deadlines.

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[2] Refer to *Economic Development,* 88.
[3] Rypkema, Donovan D., *The Economics of Historic Preservation, A Community Leader's Guide*, National Trust for Historic Preservation, Washington D.C., 1994.
[4] Ibid.

What is a Preservation Plan?

The purpose of an historic preservation plan is to provide the comprehensive plan the foundation for the protection and enhancement of the Town of Warren, RI's historic resources including buildings, structures, sites, districts, objects, historic open space, and archaeological sites.

Vision Statement

Historic preservation will be understood as a rational approach for protecting irreplaceable historic and cultural resources and managing change, offering proven, fiscally conservative, cost-effective community improvement strategies that:

- Revitalize, strengthen, and enhance The Town of Warren, Rhode Island, while making use of existing infrastructure and transportation systems and conserving farmland, open space, and natural areas;

- Produce a wide range of distinctive, centrally located, affordable and market-rate housing alternatives as well as cost-effective retail and office space options for the entrepreneurs and small businesses that are becoming the economic generators of the 21st century;

- Generate substantial, well-paying jobs, income, tourism, and tax revenues;

- Support Warren, Rhode Island's efforts to competitively position, enhance, and promote local communities within the maturing global economic environment;

- Enhance and complement numerous programs that promote and strengthen local communities;

- Represent the most intensive form of recycling, reusing existing building materials and conserving embodied energy, history, and infrastructure.

Historic preservation will be a significant catalyst for, and contributor to, Warren, Rhode Island's economic recovery, environmental sustainability, and smart growth efforts.

Historic and cultural resources, including National Register properties, historic sites, historic districts, archaeological resources and heritage areas, will be protected and recognized as foundations of community pride, authenticity, and local character – as important economic and educational assets, tourism destinations, and community anchors that strongly complement and support Warren, Rhode Island's extensive arts, culture, education, recreation, entertainment, and natural resources.

Warren, Rhode Island will strengthen policies, laws, and incentive programs that protect and revitalize its downtown, waterfront, and historic open space to be centers of investment, infrastructure, education, culture, creativity, and entrepreneurial and social interaction.

Methodology

During the spring semester of 2011, the graduate-level course in Historic Preservation Planning (HP682) at Roger Williams University (RWU) was charged by instructor Arnold Robinson to prepare a historic preservation plan for a local community as a way of providing the students with a "real-world" application of preservation planning principles, and as a way of meeting RWU's mission of assisting local communities.

Class at work at RWU campus

Several communities were considered as possible locations for the historic preservation plan exercise. The Town of Warren, RI was chosen because the Town is in the midst of updating its Comprehensive Community Plan, one of the elements of which is Historical and Cultural Resources. In addition, it had been over 35 years since the initial preservation plan for the community was created in 1975. For these reasons, there was the potential for a unique cooperation between Warren and RWU to examine and plan for the preservation of the community's historic resources. The exercise set out to achieve two main objectives in its work from January to May, 2011:

- Provide RWU historic preservation students with a real-world experience in working with knowledgeable, committed individuals and organizations working to improve and preserve their community and,

- Provide the Town of Warren with updated information about its historic resources and "best practices" methods of preservation and conservation for use in its Comprehensive Community Planning process.

The RWU Preservation Planning Team

The core of the effort was carried out by the students and faculty from the Historic Preservation Program at Roger Williams University. The Program is a part of the University's School of Architecture, Art and Historic Preservation. The graduate students who made up the Team were Kasey Beckwith, Laura Briggs, Christine Greeley, Duane Houghton, Sarah Janeczek, Martine Rousseau, Sydney Schoof, and Alison Talbot. The course was taught by Visiting Assistant Professor Arnold N. Robinson, AICP. The team met each Monday for two three hour work sessions, and team members researched key issues, interviewed stakeholders, carried our field survey and prepared draft plan elements during the days between Monday team meetings.

Precedent Analysis

Throughout the course of the project, the Team researched "best practices" and models for historic preservation. At the outset of the project, the team analyzed major guides for historic preservation planning such as Richard Roddewig and Bradford White's *Writing the Preservation Plan* and the *Secretary of the Interior's Standards for Preservation Planning*. After the key preservation issues had been identified, team members were assigned key areas of responsibility based on the needs of the community and the personal interests of the team members. These topics were researched using international, national, and regional sources to identify the best practices for address threats to historic resources and build community capacity for action and preservation.

Public Input and Community Engagement

As an objective party, the RWU Preservation Planning Team was able to research the history of the town and to survey the historic resources in Warren as an independent unit. However, it was imperative to understand the opinions and perspectives of Warren residents, property and business owners, and community leaders. In order to understand the key issues, and to prioritize preservation goals and action steps, public input was sought from Warren residents as well as business owners, employees and visitors. This kind of engagement is also vital to build a clear community understanding or preservation, its role in the town and to obtain maximum support

for preservation efforts in the future.
There were three methods in which the RWU Preservation Plan for Warren engaged leaders and citizens in the community:

Project Advisory Committee (PAC): The PAC was composed of leaders of existing government agencies and non-profit organizations which have an interest or mission in the preservation of historic resources, as well as interested citizens. In January of 2011 the following organizations were invited to designate 2 members of their leadership structure to represent the organization throughout the RWU Preservation Planning process: Warren Planning Board, Warren Conservation Commission, Warren Economic Development Board, Warren Tree Commission, Warren Voluntary Historic Preservation Committee, Warren Preservation Society, Warren Land Preservation Trust, Massasoit Historical Association, and Develop Warren Wisely. In addition, members of the Warren Town Council were invited to attend all PAC meetings and were provided with the dates. Finally Town Planner Caroline Wells was also invited to be a member of the PAC.

The following individuals made up the PAC:

Planning Board: Jane MacDougall (chairman) and Andre Assellin
Warren Conservation Commission: Kurt Jamiel (chairman) and Butch Lombardi
Warren Economic Development Board: Sarah Volino (chairman) and Spencer Morris
Warren Voluntary Historic Preservation Committee: Eileen Collins and Edward Theberge
Warren Preservation Society: Keri Cronin and Brandt Heckert
Warren Land Preservation Trust: Marilyn Matheson
Massasoit Historical Association: Patricia Read and Debra Jobin
Develop Warren Wisely: Alexander “Sandy” Scott
Town Planner Caroline Wells, AICP
Town Council member Davison Bolster

The PAC met approximately every three weeks and served as a local “sounding board” to advise the students, serve as connectors to key organizations and the broader community, review plan drafts and discuss key issues.

Public Opinion Poll

The Warren Historic Preservation Public Opinion Poll (the Poll) was created with the purpose of reaching a large number of people to assess their views on historic resources and possible method of preservation. The Poll was created in collaboration with RWU Professor Kathleen Micken, of the Marketing Department within the Gabelli School of Business at RWU. The primary distribution method was the internet, through the Roger Williams University subscription to Qualtrics.com. The online poll was accessed through an address on the World Wide Web, and a link to this site was e-mailed to all PAC members so that they could forward the link to the Poll to all of their organizations, colleagues and Warren residents via email. The Poll and link was also publicized and made available through articles in the *Bristol-Warren Patch* (an on-line daily newsletter)and several articles in the *Warren Times-Gazette*. Information about the Poll was also posted on flyers around Town. Paper copies of the poll (and drop boxes for completed copies) were available at the Coffee Depot, Town Hall and the George Hail Library. The Poll was open for responses from April 4-21, 2011.

In total, one hundred and eighty (180) responses were received through both the internet and paper copies. The internet was the primary method of response, tallying 148 completed online polls, with 40 copies being completed and submitted on paper. A complete summary of the responses to each of the questions is included in Appendix A as well as a copy of the poll.

The Planning Team analyzed the results and drew the following conclusions from the survey responses:

What defines the character of Warren: Survey respondents valued the following elements of Warren and believe they define the town's character:

- Historic Downtown
- Open Spaces and Working farms
- Waterfront Cottage Neighborhoods

Interestingly, Franchise Retail (like that found on Metacom Avenue) and housing in modern subdivisions, were not considered character-defining elements of the town.

In addition, respondents felt that historic churches, Mill Buildings, Barns and School Buildings were important to the Town's character.

Role of Historic Preservation in Warren: There was a strong belief (across several Poll questions) that historic buildings and resources have multiple benefits for the town and its residents. In particular, the following reasons received high responses rates:

- Attracts and Retains Residents
- Attracts and Retains Businesses
- Supports Tourism
- Improves Quality of Life
- Preserves Memories and History for Future
- Promotes Economic Development
- Makes Town More Sustainable/Green

Threats to historic resources in Warren: respondents to the Poll had strong opinions on the threats to the preservation of historic resources in Warren. The following were seen as the top threats:

- Lack of supportive financial resources
- Lack of general public interest/education
- Property owner neglect
- Leniency in regulatory control
- Lack of political support

Warren's actions/areas of focus for the future?

- The following all received high support rates:

- Preservation of Open Space
- Addressing Vacant Buildings/Blight
- Improving Image/Beauty
- Attracting New Businesses to Downtown

The issues of "Improving Infrastructure" and "Zoning/Regulatory Reform" were also supported, while "New Development" was rated much lower as a priority for the future.

Regulatory systems: There was a wide range of views about the capability of the existing regulatory system to protect Warren's older buildings. Some respondents felt was inadequate, some felt it was fine and most rated the issue with the equivalent of "No opinion". From this response it is possible to infer that most respondents are not aware of the exact nature and/or effectiveness of existing regulatory systems.

Role of new development in Warren's future: By a wide margin, most respondents felt that new development was not more important than maintaining older buildings. Combined with a focus on new businesses in Downtown and in preservation of mill buildings, it is possible to infer a preference for the redevelopment of existing/historic buildings instead of new development.

Warren Historic Preservation Public Workshop

The final source of public input into the RWU Warren Historic Preservation Plan was a Public Workshop. While the Poll gathered broad information from a larger audience, the Workshop was designed and held to gather more detailed feedback from a smaller audience.
The Workshop was publicized through the organizations participating in the PAC, articles in the *Bristol-Warren Patch* (an on-line daily newsletter) and several articles in the *Warren Times-Gazette*. Information about the Poll was also posted on flyers around Town. The Workshop was open to anyone who wanted to attend, and was advertised simultaneously with the Poll.
The Workshop was held on April 13, 2011 at the Kickemuit Middle School from 7PM to 9PM. The workshop brought more than 50 attendees. Dinner was served to all attendees and background information on Team and PAC work to date was available for review. Attendees were randomly

placed in working groups where focused discussion could take place. There were five discussion groups, and each group was asked to first focus on two key questions relation to preservation planning in Warren: 1) What are Warren's Historic Resources? and 2) What are the threats to those Historic Resources? RWU students acted as Group facilitators to support the conversation and gather responses in an organized way. There was also a member of the PAC in each group.

Workshop attendees

All groups then reported their results from the two questions, and the responses were grouped into categories (resulting in twenty distinct categories of resources and associated threats). Then all workshop participants were asked to rate the priority in which they would want to see the historic resources preserved and the threats addressed. Each participant was given only five votes in order to force a choice of the resources that they felt were most valuable. The prioritization of key preservation issues in Warren (with the number of votes each item received) was:

1. Downtown (35)
2. Education/Attitudes Towards Preservation(34)
3. Waterfront (30)
4. Legal Framework for Preservation (28)
5. Leadership/Politics (19)
6. Economic Factors (17)
7. Mills (16)
8. Open Space/Farms (15)
9. Public Buildings (10)
10. Circulation of People and Vehicles (10)
11. Churches (9)
12. Maintenance of Historic Buildings (9)
13. Infrastructure (8)
14. Fences/Trees (7)
15. Archaeological Resources (4)

Attendees voting on historic resources and threats

Finally, each group reassembled and was asked to discuss the final question: 3) What are possible solutions to the threats to the top four historic preservation issues in Warren. Each group discussed possible methods and the evening concluded with a thank you to participants, PAC

members and organizations and food donors. The list of attendees, responses to all questions and prioritized issues and solutions is included in Appendix XX).

Writing the *Historic Preservation Plan for Warren, RI*.
With all public input in hand, the planning team analyzed all responses and identified a series of key issues for historic preservation in Warren, and assigned key Plan elements to team members for research and writing. These draft elements were collaboratively researched, written and edited by the team as a whole. Finally, the draft plan came together in early May, 2011. It was presented to the PAC on May 9, and finalized by the Team the following week.

A Brief History of Warren

Excerpted from *Warren, Rhode Island Statewide Preservation Report B-W-1* by the Rhode Island Historical Preservation Commission (April 1975)

Settlement 1621-1746

The geographical location of Warren has influenced its development from the beginning of colonial history. Warren lies at a strategic halfway point between modern Providence and Newport, has a deep river channel, and is easily accessible by both land and water. Here, the Wampanoag tribe had established a great camp site known as the Indian village of "Sowams." Just before the Pilgrims settled at Plymouth a great plague had reduced the Wampanoag warriors from 3,000 to a mere 300.

In July, 1621 Governor Bradford of Plymouth sent Edward Winslow and Stephen Hopkins to visit the Sachem Massasoit, chief of the Wampanoags and ruler of ‘Pokanoket" including all the land from Plymouth west to Narragansett Bay. Massasoit sought the friendship of the English in an attempt to strengthen his position against the powerful Narragansett tribe living on the west side of Narragansett Bay. Two years later news of the Sachem’s illness brought Winslow and John Hampden again to Sowams. Winslow restored Massasoit’s health and won the Sachem’s enduring friendship for the English. By 1632, an English trading post had been established on the west bank of the Kickemuit, now part of East Warren. Today, Massasoit’s spring is commemorated by a plaque at the foot of Baker Street.

In 1653 Massasoit sold a large section of ‘Pokanoket" to certain worthy gentlemen" for thirty-five pounds sterling including the "Sowams Lands" which were incorporated by the Court of Plymouth as the town of Swansea, Massachusetts in 1667 including the present towns of Warren and Barrington, Rhode Island and Somerset, Massachusetts. Exempt from the purchase were the uplands of "Mount Hope Neck" the central part of present Warren and Bristol that had been reserved for the Indians until they "should remove therefrom." Two years later in 1669, King

Philip, Massasoit's son, sold to "Hugh Cole and others" five hundred acres in Swansea "on the west bank of Coles River." Hugh Cole was a town official, farmer, surveyor, and early land speculator. Records indicate that he and other town officials granted Dormit Smith "ten acres at Kecamuet" in 1670. Here the first houses and "ways" roads of present-day Warren clustered around the Cecamuet or Kecamuet River (and Indian place name meaning "at the great spring".

After Massasoit's death in 1661, his oldest son Alexander Wamsutta became sachem. The death of Alexander on his way home from Plymouth about 1665, after his forcible arrest on a false rumor that he was plotting an uprising, broke the long friendship between the English and the Wampanoags. Philip Metacomet, Alexander's younger brother and new chief, started the bloody war that ranged throughout New England until 1677. On June 20, 1675, King Philip's War broke out with the plunder of Sowams. Troops from Boston and Plymouth joined with the forces at Miles Garrison Barneyville and marched down Mount Hope Neck chasing Philip, who fled to Pocasset, now Tiverton. Just south of King's Rock in
present day Warren they found newly burned homes and the "heads of eight Englishmen stuck up on poles." None of the settlers' houses survived King Philip's War.

Following peace in 1677, the settlers returned to rebuild Sowams. The Sowams Purchase of 1653 was divided into farm and building lots. Development of the main part of Warren began in 1682 with the "Brooks' Pasture First Division" of lots extending from the old Bristol line Franklin Street north to present-day Wood and Liberty Streets. In 1725, "Brooks' Pasture Second Division" occurred dividing the north section of Warren.

The old "Back Road" or "Bristol Highway," now Metacom Avenue, was the original Indian trail from Mount Hope. Market Street, marked by a grooved flat stone at King's Rock on the Warren-Swansea line, was the trail past the "National Grinding Mill" of the Wampanoags. Main Street was the trail from Poppasquash Bristol north to the present bridge to Barrington.

Warren became a town in 1746. After a dispute dating from 1664, Rhode Island gained Attleborough Gore, Little Compton, Tiverton, Bristol, part of Barrington, and Swansea from Massachusetts. By royal decree, "Swansea and Barrington, with a small part of Rehoboth" evolved into a new town called Warren honoring the Naval hero of Louisbourg, Sir Peter Warren.

Barrington remained part of Warren until 1770. The first town meeting, a political form of organization still in existence today, was held on February 10, 1747.The first census of 1748 lists the total population of Warren at 380 with thirty Indians.

Colonial 1700-1776

The development of the Town of Warren is typical of Rhode Island seaport communities. Shipwrights, carpenters, coopers, and merchants from Swansea, attracted by the deep river, settled along the old Indian trail or "Highway" to Bristol, "Ways" were then cut out from this Main Street spine to the waterfront. There was no formal town plan which was laid out around a square or ‘common," as was typical in Massachusetts and Connecticut towns, existed in Warren.

The original pattern of narrow streets is still clearly discernible. Miller and Church Streets were "thrown out" before 1750 as "ways" to the river, where Sylvester Child opened a shipyard before 1764. Lyndon, Manning, Broad, Wheaton, and Queen now School Street were laid out by Governor Lyndon, John Wheaton, and Caleb Carr between 1756-1765. Baker Street from Water Street to the river was opened about 1767. South Water Street existed as "Carr’s Street" before 1760. Caleb Carr operated the Ferry to Barrington at the end of Ferry Lane, leading west from Main Street to the river. Ferry Lane was renamed King Street. After the American Revolution, however, the name was changed again to Washington Street. State Street opened in 1791, Baker Street by 1796, and Liberty Street originally Ropewalk Street in 1803. By 1796 the old "Shore Road" from north to south end was officially incorporated as Water Street. All these streets exist today, creating a compact waterfront district.

Revolutionary War Era 1776-1783

By the beginning of the American Revolution, Warren was a prosperous maritime community with some agricultural development in the outlying areas. Cromwell and Caleb Child operated a shipyard at the foot of Miller Street, Jesse Baker and his four sons operated a cooperage, Caleb Carr kept a tavern in addition to operating the ferry to Barrington, and a man named Kelley ran a second ferry at the north end of Water Street. Caleb Carr and Caleb Eddy were also shipbuilders along with Samuel Miller and James Easterbrook Bowen. Warren sailors were engaged in coasting, the West India trade, the merchant service, and some whaling. Warren shipyards were noted for variety and excellence throughout the colonies.

For a community almost completely dependent upon maritime commerce, the opening of the American Revolution threatened ruin and during this period Warren suffered near-starvation and chaos. From a population of 1,005 including slaves in 1 776, Warren was reduced to 789 inhabitants in 1778. Business was destroyed, twenty-three vessels amounting to 1,090 tons were lost, shipyards were empty, farms neglected, and the population destitute. Two hundred and seven "dwelling" houses and other buildings remained.

In Warren, William Turner Miller was appointed lieutenant-colonel of the first regiment raised in Newport and Bristol Counties to prepare for war after the Battle of Lexington. The bombardment of nearby Bristol in October, 1775 startled all the Bay towns and led to the establishment of a watch house at Burr's Hill. The British occupation of Newport in December, 1 776, caused many of that town's inhabitants to seek refuge on the mainland, including Governor Josias Lyndon who later died in Warren during a smallpox epidemic early in 1778.

May 25, 1778 witnessed the disastrous British raid on Warren. Five hundred British and Hessian troops commanded by Lieutenant Colonel Campbell came up the Bay under cover of darkness and landed in Bristol about a half mile south of Peck's Rocks. Colonel Campbell split his party, the larger part going through Market Street to the Kickemuit to burn seventy flat-bottomed boats built at Cromwell Child's shipyard and hidden at the Kickemuit stone bridge in preparation for an American raid against the British. The smaller party hurried to guard Kelley's Ferry and Carr's Ferry in the main part of Warren. Colonel Campbell's men then burned the Baptist Meeting House and Parsonage on the corner of Main and Miller Streets, blew up the powder magazine across the street, burned seven houses including Caleb Child's house, looted and vandalized homes, and partially destroyed the frigate *General Stark.* The British took about sixty prisoners who were sent aboard the notorious prison ship *Jersey.* Upon leaving Warren, the British continued south to burn Bristol until Colonel William Barton, alarmed by a messenger, raced from Providence with a troop of mounted men to overtake the British at Bristol Ferry. A Warren native and local hero, Barton had led the daring capture of British General William Prescott in Middletown on July 5, 1777.

Following the battle of Rhode Island on July 13, 1778, the Marquis de Lafayette took charge of troops on the eastern shore of the Bay. From Bristol, he removed them to Warren, joining

Varnum's brigade at Windmill Hill. During the severe winter of 1778-1779, Windmill Hill was abandoned and troops were quartered in the wharf buildings and private Warren houses. The French army under Count Rochambeau arrived in July, 1780. French troops were quartered on the old Windmill Hill site in October.

Federal- Early Republican Era 1780-1810

Following the destruction incurred during the Revolution, Warren recovered rapidly and re-emerged as a prosperous maritime community. The merchant service, trade with the West Indies and Africa, freighting, and the coastal packet trade all flourished. Shipbuilding remained for many years the major industry of Warren; allied industries including sail-making, coopering, iron-molding, and blacksmithing thrived along Water Street. From 1790-1810, Warren was second only to Providence as a shipbuilding center.

One of the most successful industries was Caleb Wheaton's ropewalk. Ropewalking in the late eighteenth century in Rhode Island was an export industry. The 1810 census reported thirteen ropewalks in the state – two located in Warren. Until the middle of the nineteenth century, the large Wheaton and Baker ropewalk existed along the entire length of present-day Warren Avenue, beginning at Liberty Street. No trace today remains of this or the other ropewalk on the north side of Green Street owned in 1810 by William Barker and John Hill.

Slaving was resumed after the Revolution in spite of the 1787 act of the Rhode Island General Assembly forbidding Rhode Islanders to carry slaves into foreign ports and the 1794 action by Congress making it a federal crime to violate state laws against the slave trade and imposing strict penalties on slavers. Warren merchants, including leading citizens Ebenezer Cole, Caleb Eddy, Samuel and Sylvester Child, all owned slavers. From 1803-1807 approximately 600 slaves were carried primarily from Guinea to the Charleston market in Warren ships. By 1808 Congress had closed the slave trade. The wealth generated by this maritime commerce is clearly manifested in several outstanding Federal-style mansions built by leading citizens and sea-captains.

Early Industrial 1810-1870

In spite of the general decline in maritime commerce throughout Rhode Island caused by the Jeffersonian Embargo of 1808 which halted all European trade, the War of 1812, and unstable conditions in the Caribbean and South America, Warren remained the second leading ship-building center in Rhode Island. From 1790-1860, 30,000 tons were added to the Warren fleet. Construction peaked in 1793, declined in 1808, and remained depressed until whaling stimulated a revival in the 1830's. The following table reveals that Warren led Rhode Island in ship construction from 1840-1860, amounting to three times as much shipping as Providence and twice as much as Bristol.

Whaling, begun in Warren before the Revolution, was revived in 1821. Joseph Smith, a prominent ship owner, fitted out the *Rosalie* for a trip to the Pacific and on her second cruise 101 whales were taken. This venture began a whaling boom which lasted for nearly forty years with many merchantmen converting to the whaling trade. By 1845, twenty-two whalers, the last of their class in Rhode Island, were sailing from Warren. Warren was the leading Narragansett Bay whaling center with over 7,000 tons of shipping employed in the trade.

The Census of 1850 shows Warren's population totaled 3,103. The town contained thirty-six farms, 380 dwelling houses, and thirty-two productive establishments. Twenty-three types of businesses enumerated in the Census were located in the Water Street area. Whaling made many Warren fortunes, and public and private buildings all reflected the new wealth and changing architectural tastes. Buildings in the Greek Revival manner are found throughout Warren. Dating from the opening of the nineteenth century, the classic temple form came to dominate American building until almost 1850

By the middle of the nineteenth century, textile manufacturing had been introduced into Warren. Freighting and coastal trade had shifted to larger, more convenient ports, and by the start of the Civil War whaling had become virtually non-existent due to the advent of cheap kerosene and the scarcity of whales. The introduction of steam power, pioneered by Samuel Slater in Providence in 1827, accelerated industrialization. Any locality with easy access to coal supplies, particularly a waterfront town, became a potential mill site.

In 1847, the Warren Manufacturing Company constructed its first small stone mill on the north end of Water Street to make sheetings and shirtings. Two brick mills were added in 1860 and 1873, forming practically one continuous building. They were the precursors of the textile industry which would dominate Warren's economy well into the twentieth century. In 1851, two other factors helped to change the economic base of the Warren community from maritime commerce to textile manufacturing: the introduction of gas with the organization of the Warren Gas-Light Company, and in the same year the opening of the Providence, Warren and Bristol Railroad. By 1865, service to Fall River was established and a new era of cheap transportation began which strongly affected the growth of Warren for the next three decades

During this period of early industrialism, Northeast Warren and Touisset Neck remained prosperous farming areas which utilized the new railroad to ship dairy products and farm produce to Providence and Fall River markets. Relatively large farms averaging fifty to one hundred acres remained in the hands of a few families.

Late Victorian Era 1865-1910

Following the Civil War the textile industry flourished in Rhode Island. Warren, once glorious in' her ship-building and whaling days, gradually became a mill town. In 1875 Warren was the fourth most densely developed town in Rhode Island with 678.8 persons to each square mile. The Warren Manufacturing Company complex was one of the largest in Rhode Island. "Warren goods" included sheetings, shirtings, and jaconets and were known throughout the country for good quality. Social conditions, however, did not reflect a great improvement as the average daily wage for women under the age of 15 in Warren was 33 ½ cents, the lowest in Rhode Island; the average daily wage for men under the age of 15 was 37 ½ cents per day; and one hundred ninety-eight children under the age of 15 were employed as operators in the cotton mills.

Starting about 1880, Boston merchants brought southern oysters up the Warren River to be opened. Warren men then began to grow and market oysters themselves. 'Stubbs Wharf" between Broad and Washington Streets was the nucleus of the present-day shell-fish industry.

By 1850, immigrants accounted for one-half of Rhode Island's population increase and by the Civil War made up one-fifth of the total population. From 1865 to 1 875 the foreign population in

Rhode Island increased by 80.41% to equal 27.73% or over one-fourth of the population by 1875. This influx of Irish, French Canadian, and European workers swelled the labor pool and changed both the social and political fabric of the Rhode Island cities and towns.

In Warren, the population which had peaked at 3,103 in 1850 steadily declined until 1870. From 1870 to 1875 nearly 1,000 persons were added to the town's population. Irish-born families constituted 50% and French Canadian families 25% of this influx seeking employment in the mills and the nearby Barrington brick-yards.

By 1900, Warren had become essentially a solid manufacturing community not distinguished by great wealth or prosperous merchant families. Consequently, very few large "Queen Anne" cottages or Colonial Revival mansions popular in the domestic building of this Late Victorian era are found in the densely built up central part of Warren.

The Touisset Point development dates from 1901 with platting of the old Coggeshall Farm into lots 50 feet wide by 100 feet deep. For a decade construction of small one and two story wooden summer houses was sporadic until organization of the Touisset Point Tennis Club in 1919 sparked a building boom. "Minnie" Coggeshall's dance hall was moved and remodeled into the present Touisset Point Community Club hall.

1900-present

The opening of the twentieth century in Warren witnessed the electrification of the Providence, Warren, and Bristol railroad which ran trains every hour, 1900 also saw the beginning of the suburban trolley line which ran right down Main Street. The September 21, 1938 hurricane disrupted passenger rail service, and buses replaced the old trolleys. The tracks to Fall River were eliminated and only a single daily freight line to Bristol remained in use. Throughout the first half of the twentieth century, the location of the railroad right-of-way cutting a north/south arc through Warren structured the growth of the town, Land east of the tracks is predominately industrial and commercial in use; west of the tracks remains a densely built up residential, commercial, and industrial waterfront-oriented historic community.

By 1900, growth within the waterfront section completely stabilized. The Waterman Manufacturing Company continued to operate the great mill complex on North Water Street until 1920; in 1934 Berkshire Associates obtained the complex and also the old Parker Mill built in 1899 on Metacom Avenue. By the 1950's, with loss of the textile industry to southern states, the Warren Manufacturing Company's great mill complex became the home of American Tourister Company. Demand for more space led to construction of a huge cinder block addition by American Tourister located on prime waterfront land on North Water Street.

The decade following World War II saw economic depression and modernization of the Town of Warren. Commercial structures replaced many historic buildings of the eighteenth and nineteenth centuries. To cite a few, the Sequino Block replaced the magnificent Early Victorian mansion built by Dr. Otis Bullock on the east side of Main Street in the early 1860's; a modern store stands on the site of historic Burr's Tavern on the southwest corner of Main and Washington Streets; a contemporary medical building recently replaced the early eighteenth century home of Captain Wheaton Cole at 634 Main Street; and a "Dunkin Donuts" and large asphalt parking lot claimed the Turner Cottage built in 1753, the Barton Mansion, an Italianate villa built in 1863, and the Saugy Building, an excellent Academic Revival commercial structure constructed in 1913 on the northwest corner of Main and Miller Streets.

Demolition for parking claimed the important Waterman House, formerly on the southeast corner of Water and Broad Streets built by James Maxwell in 1820, with its famous eagle door frame. The interior of this outstanding mansion was chosen for reproduction as one of the Thorne miniatures by the Art Institute of Chicago. Parking for industrial needs also claimed the Factor's House c. 1860, an Early Victorian, cross-gable house with excellent bargeboard, which stood at 95 Water Street. Late in the twentieth century there was widespread conversion of eighteenth century and early nineteenth century structures to business use. In addition, modernization of store fronts with loss of original details created a visually chaotic streetscape along Main Street. Many of the fine sea-captains' homes on Water Street were altered and sub-divided into apartment buildings.

Very little twentieth century architecture exists in the older part of Warren except for the Old Stone Bank 1967, and St. Mary's of the Bay 1970. Outside the town center, residential

development in East and South Warren was widespread as historic farms were subdivided and new housing development constructed. In South Warren, a construction of hundreds of single family housing has created a completely suburban character. In East Warren this included the construction of at the High Cole School and Warren High School (now the Kickemuit Regional Middle School) off Asylum Road.

Historic Contexts

Using Historic Contexts

A HISTORIC CONTEXT IS AN ORGANIZATIONAL FRAMEWORK which organizes information from broad patterns of history based on a cultural theme and its geographic and chronological limits.[5] They are developed based on background data on the community's history. The establishment of a community's historic contexts is an important tool in the identification and evaluation of historic properties.

The importance of this tool in identifying Warren's historic resources cannot be overlooked. Historic contexts allow us to view the individual properties in relation to other properties from this same historical time period. This helps to guide survey and research work and leads to an unbiased understanding of Warren's historic resources.

Warren's Historic Contexts

The Rhode Island Historical Preservation & Heritage Commission established a list of historic contexts which pertain to Rhode Island communities. These are the historic contexts that provide the framework for historic resources in Warren:

1. Pre-Contact
2. Settlement (1621 -1700)
3. Colonial (1700 -1776)
4. Federal/Early Republic (1775 – 1810)
5. Early Industrial (1810 – 1870)
6. Industrial (1871 -1929)
7. Great Depression through Post-War Change (1939 – 1961)

[5] U.S. Department of the Interior, "Secretary of the Interior's Standards and Guidelines for Preservation Planning," National Park Service, http://www.nps.gov/hps/pad/PlngStds/guideintro.htm.

Warren's Historic Character

THROUGHOUT SECTIONS OF WARREN'S COMPREHENSIVE PLAN and in the design guidelines for the Warren Waterfront Overlay District, there are recommendations to preserve the town's "historic character" yet nowhere is the town's historic character defined.

Warren has been shaped by a rich and varied history and elements of that history can still be seen and felt today. It is important to note that Warren is composed of a few distinct areas that differ in development and character. These areas are roughly categorized as follows:

Town Core

The 'town core' which roughly follows the borders of the National Register Warren Waterfront Historic District is where Warren developed the most densely. The area is characterized by its working waterfront (the last in Rhode Island), commercial district along Main Street, dense building stock representing various styles and time periods, mill housing constructed by the Warren Manufacturing Company (now Tourister Mill), grid street pattern, and mixed-use nature where residential, commercial, and industrial uses all existed historically side-by-side.

Touisset

Touisset developed historically as agricultural area followed by early 20th century vacation colonies. The area is characterized by farmland and open space, structures related to agricultural use (barns, stone walls, etc.), and small-scale summer cottages.

South Main Street

Until the early 20th century, South Main Street (beginning roughly at the old town line and running to the current Bristol-Warren town line) was open space and agricultural uses with sparse development. In the early 20th century, as Warren's population grew, land was subdivided for early suburban development. The area is characterized by small summer cottages along the waterfront and early 20th century suburban houses of a myriad of styles.

Serpentine Road/North Market Street

This area was historically agricultural and still contains some 18th century farms and related structures (stone walls, barns, cemeteries, etc.) However, in recent years the area has been built with new housing developments and commercial pad-site development along Route 136 so that it no longer retains much of its historic character.

Metacom Avenue

Metacom Avenue was historically the back road for Warren which contained agricultural lands. During World War II, the road was paved as a safety measure and since that time has seen rapid and poorly restricted development. The area now is characterized by strip malls, pad-site commercial development, and newer housing developments.

The History of Preservation Efforts

IN ORDER TO UNDERSTAND WHAT THE CURRENT PRESERVATION EFFORTS and organizations that are active in Warren, it is important to know the history of how they developed. It is also necessary to understand the political context in which these activities took place to know how best to proceed in the future.

Though the idea of historic preservation in Warren has at times been contentious in the past, there have been many groups and organizations that have taken it upon themselves to maintain and promote the historic and cultural resources of the town. Most of the preservation efforts in the Town of Warren took place since the 1970s, thought there were a few in the previous years. There are a variety of organizations within Warren dedicated to the preservation of different aspects of the town's history. Each organization has created different programs to accomplish their missions. Some of these preservation efforts were controversial within the town while others have been quite successful.

Timeline

1880 Collection for the monument to Massasoit began.

1907 The Massasoit Historical Association was incorporated under the name Massasoit Monument Association. Their purpose was erecting a monument to Massasoit.

1908 Massasoit Monument Association dedicated the Soldiers and Sailors Monument.

1915 George Hail was allowed to dig in Burr's Hill before it was to be turned into a gravel pit for the rail road. Burr's Hill was a Native American royal burial ground, and while he documented what he found in the graves, he never created a map of the locations of the artifacts.

1951 Massasoit Monument Association changed their name to the Massasoit Historical Association and began programs such as the dedication of a marker for Burr's Tavern

historic site and several other historic sites over the years, as well as the management of the Museum of the George Hail Free Library.

1966 The National Historic Preservation Act was passed, stating that historic preservation is important and the within the purview of the government.

1968 The Rhode Island Historic Preservation Act created the Rhode Island Historic Preservation and Heritage Commission. It is within the Commission's responsibility to survey historic buildings and sites throughout the state, and nominate properties to the National Register of Historic Places.

1969 The Town of Warren Planning Board completed a Neighborhood Analysis. The document designates the downtown area as Neighborhood 1 and recommends that a further survey is completed of the area but suggests that "historic area zoning" be investigated, along with the possibility of "spot clearance or spot rehabilitation of specific structures" or "historic preservation and restoration activities."[6] Total clearance is not recommended for Neighborhood 1. In addition the Neighborhood Analysis encourages the Massasoit Historical Association to create a local history museum in an historic building.

1969-1972 The Rhode Island Historical Preservation Commission, now the Rhode Island Historical Preservation and Heritage Commission, conducted a statewide survey, leading to the Statewide Preservation Report

1970s Massasoit Historical Association conducted two walking tours of the town and ran a series of lectures about architecture. They also published two books, *Fireplace Cooking at The Maxwell House,* which has since been expanded and updated, and *Fixing Up–A Bilingual Handbook for the Restoration and Renovation of Older Homes*(1979).[7]

1970 The Conservation Commission was incorporated as part of the government. It is a municipal group that also protects open space and public rights-of-way as well as

Maxwell House, c. 1752

[6] Town of Warren Planning Board. *Neighborhood Analysis*. May 1969.

[7] Massasoit Historical Association, "The Massasoit Historical Association of Warren, Rhode Island," The Maxwell House, http://www.massasoithistorical.org/massasoit_historical_association.htm (accessed March 15, 2011).

"maintaining Warren's scenic and environmental qualities"[8]

1971 The Warren Methodist Church was nominated to the National Register of Historic Places.

1971 A comprehensive zoning ordinance was adopted and changed to include a waterfront zone and a multi-family zone.[9]1973 Methodist Parsonage was nominated to the National Register of Historic Places.

1974 Waterfront District was nominated to the National Register of Historic Places. The Waterfront District nomination includes a selective inventory of 156 structures.

1975 The Rhode Island Historical Preservation Commission, published a Statewide Preservation Report for Warren. The document contains the history of development in the town as well as recommendations for future preservation efforts. The Report notes that a historic district commission with the ability to designate historic areas and structures would prevent decay. Their recommendations include the expansion of the Waterfront National Register district to include the Central Business District, encouragement of rehabilitation and reuse of structures whose original use is no longer appropriate, creation of an open space plan, creation of an educational program within the Warren school system, and publication of a restoration manual. Specific districts and individual buildings were also recommended for nomination to the National Register of Historic Places.

1975 Massasoit Historical Association purchased and renovated the Maxwell House on Water Street to create the living history museum it continues to run.

1976 Northern Gateway at Main and Water streets began to be developed by Brito Development. Historic buildings were demolished without any controversy.

1980s Historical buildings were razed to create the parking lot behind Town Hall. Community Development Block Grants were used to fund the demolition and to move some of the buildings. The project was opposed by the Citizens Advisory Committee.1980s, much of the Massasoit Historical Association's work focused on document preservation for the archive they maintain

United Methodist Parsonage

[8] Walter Nebiker, "Municipal Groups," in Warren 250th Anniversary Commemorative Book: Years 1747-1997 (Springfield, MO: Master Services 1998) 226-227.
[9] Rhode Island Historical Preservation Commission, "Warren, Rhode Island Statewide Preservation Report B-W-1" (April 1975) 35.

1980 The George Hail Library completed a renovation and restoration project.

1986 The Conservation Commission began a series of programs that included an inventory of "unique, aesthetically pleasing places and views that contribute to Warren's character and are valued by residents."[10] 575 acres of wetlands were also mapped and other important habitats were listed as well.

1987 The Warren Land Conservation Trust was founded. It acquires land or conservation easements either through purchase or donation "for the purpose of engaging in or otherwise promoting for the benefit of the general public the preservation and conservation of the natural resources of the Town of Warren…and unique scenic, natural and historic sites"[11] though now they only focus on protecting natural resources, open space, and wildlife in Warren, with a focus on farmland.[12]

1988 Several members of the Massasoit Historical Association left the group to form the Warren Preservation Society which was incorporated in 1989, because they "felt a need for an organization that would be more actively involved in preservation issues"[13] The objectives of the Warren Preservation Society are "to promote an interest in the history of Bristol County and Warren in particular, to preserve their historic integrity and cultural resources and to educate the public to the historic value of the area."[14] The Society has plaqued several buildings throughout town and sponsored lectures on several topics, including history and architecture.

1988 The Haile-Nunes farm was slated to be developed into approximately 450 condominiums, but the developer went bankrupt before the plan could be enacted. The Warren Preservation Society was actively involved in the preservation of the Haile-Nunes Farm, as it continued to face development pressure. The Preservation Society created a video documenting the barn and house and hired an architect to

George Hail Library

[10] Nebiker, "Municipal Groups," 227.
[11] Walter Nebiker, "Private Organizations," In Warren 250th Anniversary Commemorative Book: Years 1747-1997 (Springfield, MO: Master Services 1998) 233.
[12] Private Landowner Network, "Warren Land Conservation Trust," Website, http://www.privatelandownernetwork.org/yellowpages/resource.aspx?id=259 (accessed March 15 2011).
[13] Nebiker, "Private Organizations," 239.
[14] Ibid.

create drawings for the Historic American Building Survey, though these were never completed. The 1682 farmhouse, the oldest house in the town, was saved. The barn was replaced by a new structure that resembles the original but was built using modern construction techniques. The land was platted for residential and industrial buildings with town-owned conservation easements on the wetland area. [15]

1990 Voters supported the passage of bond issues that preserved open space by allowing the town to purchase development rights on certain parcels of land. Similar bond issues have been supported every year since.

1990 The Conservation Commission adopted the Recreation, Conservation and Open Space Plan with the goals to "enhance the quality of life in Warren, to retain its special character and to assure that new development takes place in an environmentally sensitive matter."[16]

1991 A Comprehensive Plan for the Town of Warren was begun by Everett and Associates.

1994 Walgreens made tentative agreements with nearly every property owner on one block on Main Street, with one exception, to purchase the properties in order to demolish them and build a store with a parking lot and drive-through window. The Walgreens would have required the removal of these eight historic buildings and would have changed the character of Warren's downtown area. Nearly half of the registered voters in the Town signed a petition to prevent the project from continuing because it was felt that local businesses would be hurt and it would destroy the "small town character" of Warren. Contradictorily, the movement was not billed as a "preservation" movement within the town, but was primarily a local economic issue, though the change of size and scale of the downtown area were a critical concern[17]

1994 Local historic district zoning for the Waterfront National Register Historic District was proposed to the Town Council by the Preservation Society. They and several other citizens felt that local zoning would offer more protection for the historic resources. The Town Council created a commission to study the creation of a local historic

Haile-Nunes Farm

[15] Davison Bolster, Town Council Member, Founder of the Citizens Advisory Committee, interview by Sydney Schoof. Warren, RI, March 11, 2011.
[16] Nebiker, "Municipal Groups," 227.
[17] Bolster, March 11, 2011.

district. The commission included several members of the Warren Preservation Society and was then joined by a group of "concerned citizens."[18]

1995 The Recreation, Conservation and Open Space Plan was updated.

1996 The proposal to establish an HDC went to the Town Council and was rejected early in 1997. It was a very contentious process, with several of the property owners in the National Register District opposed to local zoning because they felt that it would restrict their rights and harm their property values.

1997 A demolition ordinance was enacted in response to the potential development of a Walgreens on Main Street.

1998 Warren Preservation Society purchased the Samuel Randall House at 31 Baker St with the intention of restoring it and renting it as a source of income.

1998 A Study Committee was created to investigate how best to create regulations protecting Warren's historic resources. They determined that a voluntary district would be most appropriate.

1999 The Warren Voluntary Historic Preservation Program was created to allow interested property owners to participate while others are not restricted. The Town offers a 20% tax credit on external work and waives all fees for associated building permits as incentive to any qualified restoration project. Eligible properties are located within the Voluntary District or are over 100 years old anywhere in Warren. The 100 year designation was chosen to reflect the fact that there was relatively little development in the town after the 1920s, and because it was felt that it was an appropriate designation based on the history of the town. Because the program is voluntary, renovations that do not meet the standards and guidelines are not reviewed, and demolition is allowed for historic structures.

2001 The Warren Preservation Society moved its headquarters to the Samuel Randall House

2001 The Waterfront Development Plan was created in order to control new development in the Waterfront area.

2002 The Town of Warren worked with the Trust for Public Land, a national not-for-profit, to ensure continued public access to the waterfront while creating opportunities for development, and to maintain the maritime heritage of the Warren National Register

Samuel Randall House, c. 1808

[18] Nebiker, "Private Organizations,"239, quotations original.

Historic District. The partnership was dissolved in 2005 when it was felt that the two groups had achieved these goals.

2003 The Waterfront National Register Historic District was updated and expanded

2003 The Warren Comprehensive Plan was updated. It describes the character of the Town by noting that there are two distinct areas: the built up area containing the waterfront, historic district, and Main Street, and the rural/suburban area noted for its large open spaces that are often fronted by housing or commercial strip buildings and the largely undeveloped farmland.[19]However, the small-town character seems to be important to much of the town as there are some private organizations whose goal it is to protect that character. They often define the character differently. It also recommends that the Haile-Nunes farm become a museum and that historic district zoning be implemented, among other suggestions.

2005 Restoration of the Samuel Randall house was begun by the Warren Preservation Society

2005 The oldest house on Main Street, built in the 1740s was razed despite the demolition ordinance.

2007 A developer proposed a reuse design for the American Tourister Mill which included the demolition of most of the surrounding mill-related buildings and the creation of two new apartment towers. This plan was rejected by the Planning Commission. The developer then held a charette which included 80 people from all over town and with various backgrounds. Most of their design suggestions were very similar and included connections to the neighborhood, streets, public transportation and the bike path; parks; and getting rid of the proposed apartment towers. The next proposed design was seen as “even more of a violation” by some members of the town. It added two floors to the mill, turned the new apartment towers slightly and included green space, but had very little access for the public. The Town Planning Office approved the proposal with several conditions, including more commercial space. The developer appealed the decision and approximately 90% of the conditions were overturned. The developer then sued the Town over the decision and the court sent the decision to the State Historic Preservation and Heritage Commission for mediation who decided that

Warren Preservation Society plaque

[19] Warren, Rhode Island, *Town of Warren, Rhode Island Comprehensive Plan*, 1991, as amended in 2003, 13

most buildings should be preserved. It is now being reviewed by the Costal Resources Management Commission and the HPHC.

2011 The sewer under Water Street was in need of repair but it was determined that construction had the potential to disturb Native American archaeological sites. It was scanned with ground penetrating radar and found that there was nothing of significance in the construction area but that the parking lot at Burrs Hill Park is likely a significant archaeological site.

2011 The Warren Preservation Society with the Town Department of Public Works restore Parsonage Way also known at Stingy Alley.

Ground penetrating radar: a non-destructive method to determine the presence of archaeological remains. Electromagnetic radiation is sent into the ground and visualized on a screen.

Warren Preservation Society Pancake Breakfast fundraiser for Stingy Alley restoration
March 23, 2009

Identifying & Recognizing Warren's Historic Resources

IT IS MANDATED BY THE NATIONAL HISTORIC PRESERVATION ACT (1966), in Section 101(b) that all states, in conjunction with local communities, conduct comprehensive surveys of historic resources and maintain inventories of historic properties. It is also mandated that all states, in conjunction with local communities, identify and nominate eligible properties to the National Register of Historic Places.

Current Conditions

Previous Surveys

A town-wide survey of historic resources was published by the Rhode Island Historical Preservation Commission (now known as the Rhode Island Historical Preservation & Heritage Commission) in April of 1975. However, no updates to the survey have been made since that date. The 1975 survey recommended three districts and nine individual properties as being worthy of National Register of Historic Places status. They are as follows:

1. Main Street Commercial District
2. Barton Avenue – Touisset Road District
3. Serpentine Road – Kickemuit River District
4. Burr's Hill Park (before 1621, 1775), South Water Street
5. Butterworth House (1728), Child Street & Long Lane
6. George Cole House (c. 1860), 18 Turner Street
7. William Cole House (c. 1840), 97 Child Street
8. George Hatch House (c. 1855), 963 South Main Street
9. L. B. Hatch House (c. 1860), 901 South Main Street

10. Mason Farmhouse (c. 1870), north side of Maple Road
11. Louis R. Seymour House (c. 1870), 976 South Main Street
12. Captain Benjamin Usher House (c. 1780), 1080 South Main Street

Windshield survey: gathering data and other information via observations instead of directing questions to participants. Usually performed by driving or walking around the area in question.

Our Survey of Historic Resources

We, the Roger Williams University Graduate Preservation Planning course, conducted a windshield survey of the entire town in the spring of 2011. We used the same criteria for evaluation set forth by the U.S. Department of the Interior for evaluating properties for the National Register of Historic Places. That is, that all properties must be 50 years or older and meet at least one of the following criteria:

A. That are associated with events that have made a significant contribution to the broad patterns of our history; or

B. That are associated with the lives of significant persons in or past; or

C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. That have yielded or may be likely to yield, information important in history or prehistory.

Historical integrity: the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic period.

In addition to meeting these criteria, the property must retain its historical integrity. Our survey is not meant to be exhaustive, there are other historic properties that exist in Warren which may not be mentioned here and merit preservation activities.

Recognizing Warren's Historic Resources

The Town of Warren currently has one district and one individual property currently listed on the National Register of Historic Places. They are as follows;

- Warren Waterfront Historic District, listed to the National Register in February 1974, updated & expanded October 2003

- Warren United Methodist Church/First Methodist Church (and Parsonage amendment), 27 Church Street, listed to the National Register in August 1971

Conclusions

We evaluated the properties and districts which were deemed eligible for the National Register in the 1975 survey. The Main Street Commercial District was incorporated into the Warren Waterfront Historic District in October 2003. But, astoundingly, none of the other National Register eligible properties have been listed since the 1975 survey. Warren has fallen short in maintaining an updated survey of its historic resources and recognizing historic properties through National Register listing. Before any preservation initiative can begin, Warren needs to have an updated and complete list of all of its historical resources.

Recommendations

Goal: Have an updated and complete list of all of its historical resources in Warren.

- **Action:** We recommend that the Warren Preservation Society (WPS) undertake an updated survey of Warren's historic resources, with the oversight of the Rhode Island Historical Preservation & Heritage Commission. The WPS should explore the possibility

of partnering with Roger Williams University (RWU) to complete the survey.

- **Action:** Complete an inventory of Warren's pre-historic and historic archaeological resources. *(WPS)*

- **Action:** Include street features such as historic cobblestone crosswalks in town-wide survey of historical and archaeological resources. *(WPS)*

- **Action:** Inventory publically owned historic properties and buildings. *(Tax Assessor)*

- **Action:** Survey and keep and inventory of all historically significant viewsheds. *(WVHDC, TP, CC)*

Goal: Identify Warren's historic resources.

- **Action:** Throughout the course of the windshield survey conducted by the RWU Graduate Preservation Planning class, we identified a few properties and districts that had the most potential to be listed on the National Register of Historic Places. The following properties are eligible for the National Register of Historic Places (NR). We recommend that they be documented and nominated for the NR by the Warren Preservation Society.
    - Individual Properties
        - Mason Farmhouse, c. 1850
        - The Flaggery, c. 1895
        - Fireproof House, c. 1915
        - Augustus H. Fiske House, 1921
        - Country Club Cleansers, c. 1950

    - Districts
        - Burr's Hill Park/Greene's Landing

Public Perception of Historic Preservation in Warren

GENERALLY, THE PUBLIC PERCEPTION OF HISTORIC PRESERVATION revolves around two concepts: the public does not understand what historic preservation is and/or the public thinks negatively about historic preservation, believing it to be restrictive, elitist, and expensive. Despite this general attitude, people usually do value history, historic resources, and sense of place; they do not realize that these values go hand in hand with historic preservation and that historic preservation is the key for communities with a rich history. Warren is no exception to this belief of historic preservation. Warren is a community with significant historic resources and a rich history that provides a sense of place to community members. Community members value these things but shy away from historic preservation either because they don't know what it is or they have a negative attitude towards it.

Current Conditions

Historic Preservation in Warren is viewed by members of the community as a priority, but it is not being treated as a priority by the Town or preservation advocacy groups. There is a disconnect between how the public feels about historic preservation and what actions are being taken towards preservation. The historic preservation actions taken by the town and/or preservation advocacy groups, or rather, lack of preservation actions taken, display a passive attitude towards historic preservation. There is suggestion from the community that historic preservation is important but the reality of actions taken suggests that it does not play an important role in the decision process within the Town. Warren has experienced a considerable loss of historic resources and has made little effort to resolve this dilemma. An example of this loss would be the demolition of the oldest residence on Main Street.

The reality is that many people in Warren feel very strongly about historic preservation and the preservation of historic resources and a sense of place. Through various ways of collecting public input from community members, it has been determined that the community does indeed value

its historic resources. The Public Advisory Committee (PAC) member's attitudes and the results from the public opinion poll and public workshop showed that people believe preservation issues should be a priority for the town.

The disconnect between the general positive attitude surrounding historic preservation in Warren and the actions taken regarding historic preservation comes from a lack of financial resources and a lack of general education. Historic preservation is not clearly understood by the community because there is not enough well known information about what historic preservation does to benefit communities. Community members value historic resources and would like to apply historic preservation actions to Warren but are unfamiliar with how to do so.

Educational outreach groups like Mosaico CDC, a community development organization, are making excellent efforts to teach elementary school students about the rich history in the Warren area. The program was successful in the neighboring town of Bristol and was extended to reach the community in Warren. Efforts like these are successful in reaching a specific audience, but information gathered from the public opinion poll and the public workshop showed that the main problems are lack of financial resources and lack of general historic preservation knowledge.

The public workshop and public opinion poll (Please refer to the Public Input section of this document) conducted also show that there is a lack of understanding of different areas of preservation in Warren. The attitudes of many people who took the public opinion poll and who participated in the public workshop showed that the downtown area was the most significant source of historic resources, although the entire town is rich in historic resources. It was determined that many people are unaware of historic resources outside of the downtown area.

Conclusions

The current evidence about the public perception of historic preservation in Warren proves that the community considers it a priority, but the actions taken by the town and preservation

advocacy groups do not reflect this attitude. If the public perception about historic preservation is positive, then actions need to be taken by advocates to demonstrate this attitude and preserve historic resources in Warren.

Recommendations

Goal: Increase public understanding of historically and architecturally significant resources

- **Action:** The Warren Preservation Society and /or Massasoit Historical Society (MHS) should create a history of the town using an updated survey of historic resources. *Massasoit Historical Society (MHS), Warren Preservation Society*

Goal: Increase public awareness of historic preservation related resources.

- **Action:** The Warren Voluntary Historic District Committee should increase awareness of state financial incentives. The VHD committee should use signage to promote awareness of tax incentives. Warren *Voluntary Historic District Committee*

- **Action:** The publication *Fixing up: a Bilingual Handbook for Older Homes* is a book about caring for older buildings that including recommendations for appropriate repairs, published in 1979 by Massasoit Historical Association, should be re-released. *MHS*

Goal: Create a clear voluntary historic district process for resident convenience and ease.

- **Action:** The VHD committee should use examples of other historic commission and committees guidelines to demonstrate a clear process. This includes creating clear district guidelines. The process should be easy to follow for all property owners in Warren. *Town Council, Town Planner, WVHDC*

Other Town Planning Documents and Studies

WHEN CREATING A HISTORIC PRESERVATION PLAN, IT IS IMPORTANT TO LOOK AT ALL other town planning documents as well as studies commission by and produced for the town. By analyzing other plans, it helps to see where the town is excelling and where they are falling short in terms of historic preservation at least on paper.

According to the collective vision statements of most of Warren's planning documents, preserving historic resources and the historic character are of the upmost importance. Therefore, all the plans should work with one other and not contradict themselves. Recommendations will be given where appropriate with the goal of creating a strong historic preservation front between the plans.

Current Conditions

2003 Comprehensive Plan[20]

Warren's Comprehensive Plan was originally created in 1991 in accordance with the Comprehensive Planning and Land Use Regulation Act[21]. The Plan "identifies and examines Warren's planning needs as it charts its future over the next several years, establishing a framework for more specific actions."[22] The Plan has subsequently been updated over the year with its last update occurring in 2003.
The Comprehensive Plan is broken down into seven elements as well as a goal and policy statement and an implementation program as stipulated by Comprehensive Planning and Land

[20] Warren, Rhode Island, *Town of Warren, Rhode Island Comprehensive Plan*(1991, as amended in 2003).
[21] Rhode Island Comprehensive Planning and Land Use Act, Title 45 "Towns and Cities," Chapter 45-22.2 (1990).
[22] "Introduction," in *Warren Comprehensive Plan*, 1.

Use Regulation Act. Although the Plan does not state broad goals within the Introduction, it should be noted that citizens were highly in favor of historic restoration and the acquisition of open space as part of a 1990 public opinion survey.

The Natural and Cultural Resources Element is "an inventory of the Town's significant natural, cultural and historic resources; a discussion of their importance, ways in which they are threatened and policies and strategies for their protection."[23] As is to be expected, the majority of this element is very pro-historic preservation. In reference to historic preservation, this Element calls for but is not limited to:

- Preservation, protection, and acquisition of open space
- Preservation and protection of scenic and historic views
- Creation of a revolving fund for rehabilitation
- Expansion the downtown historic district
- Establishment of a Historic District Commission
- Adding sites and district to the National and State Register of Historic Places
- Recognition of the significance of archaeological sites
- Providing historical education opportunities
- Promotion of historically sensitive site planning

Cutler Mills

For the most part, the policies and goals in the *Natural and Cultural Resources Element* have either not been completed or have only been partially completed such as the expansion of the National Historic District. Although expanded, there are other sites and areas that could be added to the District or listed individually as illustrated in the 1975 and the RWU Planning Workshop class's survey.[24] A Historic District Commission and incentives for rehabilitation have been created as well as open space being acquired. There is room for expansion and improvement, however.

[23] "Natural and Cultural Resources Element," in *Warren Comprehensive Plan,* 1.
[24] Refer to *Identifying & Recognizing Warren's Historic Resources*, 40.

A questionable policy and goal statement within the element is the call for the area between Child and Franklin streets and Arlington and Railroad avenues to be used as a commercial park. This includes the Cutler Mills complex and the land to the east and south of it. This "action" states that it would emphasize preservation of more significant areas of town.

The Land Use Element is the central element to the entire Comprehensive Plan. "[T]he character of the town is described, existing land use inventoried and a future land use plan developed."[25] The element not only covers the entire town but then addresses eleven planning areas individually within the town. Once again, for the most part, this element is pro-historic preservation. In reference to historic preservation, this Element calls for:

- Preservation of the "town character" as it is defined by its settlement patterns, historic buildings, farmland, et cetera
- Preservation of the town's scale according to the area
- Establishment of site review procedures
- Providing incentives and guidelines for revitalization
- Allowing and encouraging reuse of older buildings including multi-family use

The *Land Use Element* can be confusing when it addresses multi-use areas. One policy will encourage diverse land uses while another will encourage cohesive land use patterns in areas that are historical multiuse areas.

The Recreation, Conservation, and Open Space Element is the implementation plan section of the Warren Recreation, Conservation and Open Space Plan (RCOS)(1990, 1995). As defined by the Element, the RCOS "provides an inventory of existing recreational facilities and natural resources and serve as the town's guide for acquiring and protecting said facilities and resources."[26] In reference to historic preservation, this Element calls for:

- Preservation of Warren's historic landscapes and vistas

[25] "Land Use Element," in *Warren Comprehensive Plan*, 1.
[26] "Recreation, Conservation, and Open Space Element," in *Warren Comprehensive Plan,* 1.

- Revision of subdivision regulation and zoning to protect farmlands
- Preservation, protection, and enhancement of historic and archaeological resources
- Working with local and state organization to inventory historic and archaeological sites
- Creation of historic districts
- Amended land use regulation to encourage historic preservation

Circulation system: vehicular and pedestrian transportation, the bike path, intermodal transportation, parking, planned transportation improvements, and dangerous intersections

The Circulation Element "inventories the town's circulation systems and analyzes their effectiveness and impact on economic development, town character and other aspects of life in Warren. The [p]olicies and [a]ctions… provide a framework for improving town wide circulation to support the needs of Warren residents and businesses."[27] The Element provides six goals for itself, none of which are directly related to historic preservation.
This Element is neither obviously for or against historic preservation. No red flags are put up such as demolition in the downtown core for parking lots. The Town's policy for reusing the Narragansett Electric site as a gateway for the town does illustrate their commitment to their historical past. However, there is room for improvement within this element. [28]

George Hail Free Library

The Services and Facilities Element is "an inventory and discussion of the services and facilities provided by Warren and other community groups that help to ensure the public's health safety and welfare"[29] as well as an implementation plan to reach the Element's eight goals. In reference to historic preservation, this Element calls for:

- Maintenance of Hail Library, which is describes as one of the most cultural significant assets in Warren.
- Restriction of sewer extensions outside current populated areas in order to maintain Warren's rural character

The Economic Development Element[30] "inventories and analyzes employment statistics and trends; gives a breakdown of the tax base; assesses the status of industry and manufacturing;

[27] "Circulation Element," in *Warren Comprehensive Plan,* 1.
[28] Refer to *Publically Owed Historic Properties*, 107.
[29] "Service and Facilities Element," in *Warren Comprehensive Plan,* 1.

discusses the location and condition of retail commerce and recommends policies and actions."[31] The Element has only two goals, but one of them is to promote a sound economy that draws upon and enhances Warren's historic character. The policies and actions outlined within the element reflect this goal. In reference to historic preservation, this Element calls for but is not limited to:

- Allowing multi-use residential zoning Downtown Warren
- Promotion of heritage tourism
- Water Street to be zoned for historically appropriate uses
- Investigation of historic rehabilitation incentives
- Conducting feasibility studies for the mills
- Economic development enhancing, not detracting, from historic heritage

The Housing Element "provides an inventory and analysis of housing types, costs, needs, conditions, assistance programs, and other factors as they relate to the people and image of Warren."[32] There is also an implementation plan including policies and actions to meet the Element's eight goals. All but one of the goals directly or indirectly relates to historic preservation, which is to be expected since this element deals with residential structures. In reference to historic preservation, this Element calls for but is not limited to

- Allowing additional units in appropriate existing buildings
- Supporting the Warren Home Repair Program
- Creation of historic districts where affordable housing would be feasible
- Encouragement of the rehabilitation of the older and historic building stock
- New development being well integrated and have appropriate scale and mass according to the area
- Discouragement of standard "plat" subdivisions

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[30] Refer to *Economic Development* for recommendations, 88.
[31] "Economic Development Element," in *Warren Comprehensive Plan,* 1.
[32] "Comprehensive Plan, Housing Element," in *Warren Comprehensive Plan* ,1.

Overall, this Element is pro-historic preservation, and therefore, there will be no recommendations.

Low and Moderate Income Housing Plan[33]

Warren's Plan for the Low and Moderate Income Housing "examine[s] the Town's housing policies, to determine how housing affordability has changed over the past decade, and to identify and develop strategies that the Town can follow to meet the housing needs of the future… [the] Plan identifies specific steps that the Town can take to increase the supply of low and moderate housing and identify resources to be used in this regard."[34]

Under the Low and Moderate Income Housing Act[35], each town in Rhode Island is supposed to have a housing stock that is 10 percent low or moderate income (LMI) housing. As of 2004, only 4.6 percent of Warren's housing qualified as LMI. Under the Act, Warren was allowed to create the LMI Plan as a supplement to their already existing Comprehensive Plan. The Plan, which was created soon after the last amendment of the Comprehensive Plan, contains the eight goals of the Housing Element as well as two additional goals that are specific to creating LMI housing. The goals within the LMI Plan are expanded to be more pro-active. For example, the fourth goal is to retain existing historic housing and strengthen neighborhood identity. The new version of the goal also includes discouraging demolition and encouraging rehabilitation.

The LMI Housing Plan lays out six strategies[36] for Warren to reach ten percent LMI housing. The strategies do not favor new construction or rehabilitation over one another but looks at them both as means of reach an overall goal of more LMI housing. However, the Plan clearly states "[re]habilitation and adaptive re-use of existing residential, commercial and industrial building is a key element."[37] It also provides a number of buildings that would be suitable for LMI housing locations.[38]

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[33] Kleinschmidt Consultants and Anthony W. Lachowicz for the Town of Warren, "*Plan for Low and Moderate Income Housing*" (2004).
[34] Ibid.,Section 1, 8.
[35] *Low and Moderate Housing Income Act*, Rhode Island General Laws, §45-53.
[36] *Low and Moderate Income Housing Plan*, Section 8, 2 – Section 9, 5.
[37] Ibid., Section 6, 14.

In addition, the Plan also points out vacant, unused lots that could be sites for potential new LMI housing. Much of this land is currently open space and was historically farmlands.[39] New construction in these areas will further derogate their historic and environmental character if not done with much forethought and progressive, alternative planning. The plan does admit that there are many limitations on new development such as the market and cost but also states the town should find ways to limit these costs.

Harbor Management Plan[40]

The *Harbor Management Plan* "identifies the issues associated with the harbor area and waterways" and "suggests goals, objectives and policies for guiding public and private use of land and water in the defined harbor area" It also "provides an accurate inventory of both coastal and water resources of the Town" and "sets forth an implementation program which specifies the strategies for achieving the desired patterns of use on and adjacent to the harbor."[41]

Since this plan deals almost entirely with water. Historic preservation is therefore not in its purview. It does direct the user to the *Warren Waterfront Development Plan* for matters that apply for the historic waterfront. The Plan also calls for the acquisition of open space and farmlands to protect water quality. This is also good for retaining the historic landscape. No recommendations will be made in reference to this plan since it does not deal directly with historic preservation and purposely direct the reader to another plan.

Waterfront Development Plan[42]

The *Waterfront Development Plan for Warren, RI* "establish[es] a "Vision" for the area, to capitalize on its assets, resolve its liabilities and provide a decision-making framework for town

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[38] Ibid., Section 6, 15.
[39] Refer to Figure 1 (Ibid., Section 9, 7).
[40] Warren Harbor Management Commission and Warren Harbormaster's Office, *Harbor Management Plan* (1989, 2010).
[41] Ibid., 5.
[42] Urban Design Group for the Town of Warren, *A Waterfront Development Plan*(2001).

officials in guiding the waterfront's future over coming years." For the purpose of this Plan, the waterfront's boundaries are the water on the west, the easterly properties boundaries on the east side of Water St, the Narragansett Electric property on the north, and Beach St on the south.[43] Like historic preservation, the overall goal of the plan is to manage inevitable change in a way that balances the needs of the community and is historically sensitive.

The Plan covers a broad array of topics that relate to the Warren River waterfront. When speaking about historic preservation, the Plan calls for but is not limited to:

- Development of heritage tourism
- Educating owners on historic rehabilitation tax credits
- Discouragement of historically insensitive materials such as vinyl siding
- Promotion of historically accurate waterfront activities
- Revision of zoning in the area to have a 0 foot front yard setback
- Stricter demolition ordinance
- Adaptively reusing the American Tourister Mill
- Conversion a historic structure into a museum

Although historic preservation is only part of the *Waterfront Development Plan*, it is still well represented in a unique way compared to other Warren plans.

Hazard Mitigation Plan[44]

The *Hazard Mitigation Plan* recommends actions and policies for the Town of Warren that will minimize "the social and economic loss of hardships resulting from a hazardous event. These hardships include the loss of life, destruction of property, damage to crucial infrastructure and critical facilities, loss/interruption of jobs, loss/damage to businesses, and loss/damage to

[43] Ibid., 3.
[44] Warren Hazard Mitigation Committee for the Town of Warren, *Warren Hazard Mitigation Plan* (2005).

significant historical structures. Hazardous events include severe weather, hurricanes, conflagration, floods, and earthquakes."[45]

Arguably the *Hazard Mitigation Plan* is one of the least pro-historic preservation plans that Warren has. Despite having as one of its four goals be "[i]mplementing actions which protect Warren's cultural, historic, natural, and economic resources,"[46]the Plan does little to actually achieve this in respect to cultural and historic resources. The Plan does recognize that many of Warren's historic resources are under threat because they are located within the 100 year flood zone and they are susceptible to fire and other hazards. The plan offers no means of protection for historic resources or plans for if a historic structure is damaged.

The current zones state that if a historic building's use is changed that it must comply with modern floor building regulations.[47] This could deter adaptive reuse, which is suggested in other Warren town plans, and reduce possibilities for economic development or low and moderate income housing development. There is only one "action" step within the plan that directly related to historic structures. It calls for the periodic inspection of privately owned historic structures in order to make sure that they are apply to current building codes.[48] The flood zone building regulations and the building codes could make a historic structure's existence illegal.

A second "action" step related to historic preservation but applies to new construction. The action calls for the all new construction in the Waterfront National Historic District to be built in a way that "preserves the cultural integrity of the area."[49] Although a necessary policy, it is worrisome as there is not much room for new construction with the District. It almost implies there will be demolition of historic structures since there is nothing within this Plan that would suggest otherwise.

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[45] Ibid., Section 1, 1.
[46] Ibid., Section 1, 2.
[47] Ibid., Section 2, 4
[48] Ibid., Section 4, 2.
[49] Ibid., Section 4, 7.

This Historic Preservation Plan does recognize that a new Hazard Mitigation Plan is currently being drafted. Any observations and recommendations made only reflect the 2005 *Hazard Mitigation Plan*.

Emergency Operation Plan [50]

The *Emergency Operations Plan* for the Town of Warren "addresses the planned response to extraordinary emergency situations related to natural disasters, hazardous material or nuclear accidents, terrorist incidents and any other national emergencies."[51] The Plan is only meant to address the immediate aftermath of an emergency and therefore is not the place to address historic preservation. No recommendations will be made.

Studies

A number of studies have been completed in regards to Warren. Studies can show where both the interest of the Town lies as well as where outsiders' interests are. Generally studies also provide a much needed unbiased, professionals opinion.

The Warren Metacom Avenue Corridor Study[52]is an existing conditions study of Arlington Avenue between Kickemuit Road and Metacom Avenue (Route 136), and Metacom Avenue (Route 136) between Kickemuit Road and the Bristol Town Line. It was completed by Pare Corporation to assist Warren with planning issues in these areas. The study notes that the Parker Mill and the what is left of the agrarian landscape of Metacom Avenue are positive landmarks for users of the street. Since this is an existing conditions study, no recommendations will be made.

The Wind Energy Project Final Report[53]was the result of a Phase I preliminary wind energy feasibility and siting study. The study took place in nine towns in the East Bay Area including

[50] Sanford H. Gorodetsky for the Town of Warren, *Emergency Operation Plan*(2004).
[51] Ibid., 2.
[52] Pare Corporation, *Warren Metacom Avenue Corridor Study* (2010).
[53] Mendelsohn, Daniel; Crowley, Deborah; Applied Science Associates, Inc; and East Bay Energy Consortium, *Wind Energy Project Final Report* (2010).

Warren, Bristol, and Barrington. Warren and Barrington were both deemed to have wind speeds that were not high enough for wind turbines. Bristol had fast enough speeds but a location was not found that was suitable. Therefore, no viewsheds are within Warren will be impacted at this time by wind turbines.

The Evaluation of the Bristol County Water Authority Sources, Interconnections and Treatment Plant[54]is an evaluation of "the water quality and treatment process at the BCWA [Bristol County Water Authority] Child Street WTP [Water Treatment Plant] in order to develop treatment alternatives to increase the reliable treatment capacity of the WTP while meeting all regulatory requirements."[55] The recommendations made by the report appear to relate to the systems within the Child Street WTP and the infrastructure outside of it. Therefore the Child Street WTP or any other historic structures or areas will not be affects by the recommendations if they were to come to fruition.

The Environmental Assessment Water Street Improvements[56]is an environmental assessment which discusses "the direct, indirect, and cumulative environmental effects of the proposed Water Street improvements on the surrounding project area."[57] These improvements include better rainwater drainage and measures to slow traffic.

This study looked specifically at historical and archaeological resources and determined that there would be no impact to them. A parking lot with permeable paving is planned to be installed in Burr's Hill Park, but it would be placed where the current parking lot is.[58]Since this project would receive State and Federal funding, Section 106[59] will be triggered when the improvements start.

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[54] Camp Dresser and McKee Inc., *Evaluation of the Bristol County Water Authority Sources, Interconnections and Treatment Plant: Final Report*(2010).
[55] Ibid., Section 1, 2.
[56] Fuss and O'Niell, *The Environmental Assessment Water Street* Improvements (2009).
[57] Ibid.,2.
[58] Ibid., 9.
[59] Refer to *Federal Regulations*, 65 .

The Touisset Point and Highlands Wastewater Management & Water Supply Impact Study[60]"examines current water supplies and wastewater systems in both the Point and Highland areas," assesses current and future water usage, and formulates problems that will arise from this. It also identifies "potential solutions, both conventional and alternative, and possible funding sources."[61]
This study provides many possibly solutions to Touisset's water problem, some of which could have been detrimental to the rural character and some to the tight, cottage community. The Plan, however, recommends upgrading the private wells and individual sewage disposal systems (ISDSs). Since these systems footprints are already in place, there will be no effect to the character of Touisset.

The Touisset Build-Out Study,[62]which was completed in 1999, "determine[s] the number of single family homes which could be constructed on approximately 460 acres of land in the Touisset Neck section under three zoning scenarios: one unit per 40,000 square feet (R40), one unit per 30,000 square feet (R30), and Residential Cluster Development[63]. Information is provided on potential environmental impact and cost to the town for residential development, utility construction and community services for each of the three zoning scenarios. Also included is the potential tax revenue to be generated under these densities."

The study recommends that development should be consistent with the historic and agrarian nature of the area. It also suggests the town create guidelines as to what they would find appropriate in the area and that would preserve the open space and farmland.

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[60] Fuss and O'Niell, *Touisset Point and Highlands Wastewater Management & Water Supply Impact Study* (2007).
[61] Ibid., 1.
[62] Louis Berger and Associates, *Touisset Build-Out Study*,http://www.touissetgarden.com/touisset-community/buid-out-study_berger_1999/touisset_buildout_study_page_1.htm (1999).
[63] Refer to *Local Regulation*, 69.

Conclusions

Most of the Town's planning documents are quick to point out the importance of the historic character of Warren. In fact, most of the plans are for the most part pro-historic preservation. Of course, all of the plans can be improved upon; but the plan that needs the most work is the Hazard Mitigation Plan. It is the only plan that is clearly anti-historic preservation. It is the hope of this Plan that the Hazard Mitigation Plan that is now being drafted will not be.

As has been stated in other areas of this Plan, the Town of Warren's real problem lies in its ability to act on the plans is develops. What Warren truly needs is clear action steps to achieve its goals and people who are willing to get the job done and are educated on the benefits of historic preservation. All the good intentions in the world will not save Warren's historic resources if Town officials, the non-profit organizations, and the citizenry are not willing to implement the actions that can already be found within the Town's planning documents.

Additionally, all of the applicable studies done state that the Town should slow down development and implement smarter design. Highly controlled development in the past has resulted in erosion of Warren's historic and environmental resources, which also affects how citizens and visitors view the town.

Recommendations

In order to show its strong commitment to historic preservation, the Town of Warren needs to make certain there is a unified message throughout each of their planning documents when appropriate. There are two identifiable way to do this. The first is to adopt clear, substantial goals and policies that are pro-historic preservation whenever possible. It is one thing to say that the Town is in favor of preserving its historic character and environment. It is another to provide a path to doing so. The second way is to make sure that plans do not contract each other. This can create a fragmented vision and potential loopholes. The following recommendations were

inspired by reading each plan and are therefore broken up by plan. Some of these recommendations should be included in updated versions of the plans when the time comes.

Other Town Planning Documents

Goal: Have all Town planning documents be cohesive and pro-historic preservation

2003 Comprehensive Plan[64]
The Comprehensive Plan at this time is in great need of a vision statement. This should be located within the introduction and embody the entire Plan including historic preservation. Bristol, which is located to the south of Warren on the same peninsula, includes a vision statement within the introduction of its 2009 Comprehensive Plan[65]. This could serve not as a model but as an inspiration for Warren's vision statement.

Additionally, at the time of the 2003 Comprehensive Plan, the Warren Voluntary Historic District Commission has not been created. The Committee should be integrated into the next version of the Comprehensive Plan.

Natural and Cultural Resources Element

- Complete an updated survey of all historic and archaeological resources *Warren Preservation Society (WPS), Warren Voluntary Historic District Committee (WVHDC), Massasoit Historical Association (MHA)*
- Expand Waterfront National Register Historic District to the north, south, and east *WPS, WVHDC, MHA, Town Planner (TP)*
- Continue relationship with the Historic Preservation Program at Roger Williams University *WPS, WVHDC, MHA*

[64] Town of Warren, "Town of Warren, Rhode Island Comprehensive Plan," 1991, amended in 2004.
[65] Town of Bristol, Rhode Island, "Bristol Comprehensive Plan," 2009.

Land Use Element

- Establish a clear vision of land use patterns *TP, Planning Board (PP), Town Council (TC)*

Recreation, Conservation, and Open Space Element

- Provide digital copies of all Warren town plans on the official Warren town website *TP*
- Create new vision statement to place in element *TP, Conservation Commission (CC)*
- Devise a program for historic tree, which could include tree plaquing *WPS, WVHDC, MHA, Tree Commission*
- Warren should update and amend the Recreation, Conservation and Open Space Plan (RCOS) as it has been over fifteen years since its last update and it serves as the entirety of the Element *TP, CC*

Circulation Element

- Include historic cobblestone crosswalks in town-wide survey of historical and archaeological resources *WPS, WVHDC, MHA*
- Enact an ordinance for the protection of historic stone walls, hedgerows and other rural remnants on town owned property *WVHDC, TC, PB*

Services and Facilities Element

- Add maintaining Warren's publically owned, older buildings in a historically sensitive manner to the list of goals *WVHDC, Department of Public Works (DPW)*
- Inventory publically owned historic properties and buildings *Tax Assessor*
- Devise a maintenance schedule for historic structures which is historically sensitive and conforms to the Secretary of the Interior's Standards for Rehabilitation *DPW, TC, TP*

Low and Moderate Income Housing Plan[66]

- Revaluate locations of potential new development using historical significance as a criteria *WVHDC, Housing Director (HD), TC, PB*
- Update Plan to reflect the creation of the Voluntary Historic District Committee and Program *WVHDC, HD, PB, TC*

Waterfront Development Plan[67]

- Update Plan to reflect the creation of the Voluntary Historic District Committee and Program *WVHDC, TC, PB*
- Allow multi-family homes in waterfront district *PB, TC*
- Better describe the building types within the district. This should include multi style and functions *WPS, WVHDC, MHA*

Hazard Mitigation Plan[68]

- Assess flood zone building regulations and look into adding exception for changes of use of historic buildings in the Waterfront National Historic District *WVHDC, TP, Building Inspector (BI)*
- Create an inventory of Warren's historic structures via a survey suggested earlier within this chapter *WVHDC, TP*
- Create an inventory of all museum collections, archives, and libraries within the Town as to protect Town history and intellectual knowledge *WPC, MHA, TP*
- Create guidelines on how to approach historic structures that are damaged based on the amount and nature of damage and the historical significance of the property *WVHDC, BI*
- When a structure must be demolished, full documentation should be done unless unsafe to do so *WVHDC, BI*

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[66] Kleinschmidt Consultants and Anthony W. Lachowicz for the Town of Warren, "Plan for Low and Moderate Income Housing," 2004.
[67] Urban Design Group for the Town of Warren, "A Waterfront Development Plan," 2001.
[68] Warren Hazard Mitigation Committee for the Town of Warren, " Warren Hazard Mitigation Plan," 2005.

Studies

Goal: Recommendations provided within studies will be taken into consideration when the Town is making decisions regarding historical resources

Wind Energy Project Final Report[69]

- Survey and keep an inventory of all historical significant viewsheds (*WVHDC, TP, CC)*
- Create guidelines on what is and what is not acceptable development in terms of large scale alternative energy systems and other large infrastructure projects (*PB, TC, TP)*

Evaluation of the Bristol County Water Authority Sources, Interconnections and Treatment Plant[70]

- When public works are located in historic structures, upgrading and retrofitting should be reviewed and done sensitively *DPW*
- When upgrading systems located within publically owned structures, the work should not take away from the historical significance of the structure or disturb architecturally defining features *DPW*

Environmental Assessment Water Street Improvements[71]

- Formulate a town-size version of Section 106 Review for when municipal project do not include State or Federal funding *TC, PB*
- Hire an archaeologist to monitor projects that break ground *TC, PB, TP*
- Created a map of the 2003 updates to the Waterfront National Register District *WVHDC*
- Provide consultant, contractors, and applicable municipal departments with updated map *WVHDC*

[69] Mendelsohn, Daniel; Crowley, Deborah; Applied Science Associates, Inc; and East Bay Energy Consortium, "Wind Energy Project Final Report" (2010).
[70] Camp Dresser and McKee Inc., “Evaluation of the Bristol County Water Authority Sources, Interconnections and Treatment Plant: Final Report” (2010).
[71] Fuss and O’Niell, “The Environmental Assessment Water Street Improvements” (2009).

Touisset Point and Highlands Wastewater Management & Water Supply Impact Study[72]

- Develop long-term plans for natural resource depletion and pollution *TC, PB, TP*

Touisset Build-Out Study[73]

- Conduct updated build-out study of the Touisset area as zoning changes (*TC, TP)*
- Conduct build-out studies for areas outside of Touisset (*TC, TP)*

[72] Fuss and O'Niell, "Touisset Point and Highlands Wastewater Management & Water Supply Impact Study" (2007).
[73] Louis Berger and Associates, "TouissetBuild-Out Study" http://www.touissetgarden.com/touisset-community/buid-out-study_berger_1999/touisset_buildout_study_page_1.htm (1999).

Regulatory Controls that Impact Historic Preservation

HISTORIC PRESERVATION REGULATIONS HAVE BEEN ESTABLISHED TO PRESERVE, conserve, and protect buildings, objects, landscapes, or other artifacts of historic and/or cultural significance. These regulations are enforced on three different levels: Federal, State, and Local. Regulations are the tools that allow historic preservation to be enacted, regulated, and restricted. Without them there would be no order to historic preservation. These regulations help protect historic resources and the people who own or enjoy them. Even though there are regulations that are designed specifically to regulate historic preservation many regulations exist that were not intended to impact historic preservation. However, they still have an effect on historic preservation, including use, appearance, and integrity.

Current Conditions

Federal Regulations

The United States Congress understands that the historical and cultural foundations of the country must be preserved. The United States had three basic preservation initiatives in place in the early twentieth century: the Antiquities Act of 1906, the National Park Service of 1916, and the Historic Sites Act of 1935. In 1966, Congress passed the National Historic Preservation Act. This section will help explain what regulations congress, Rhode Island, and The Town of Warren have created and how they affect historic preservation for Warren.

The National Historic Preservation Act (NHPA) was passed in 1966 to establish a national preservation program and a system of procedural protection. This act was passed to define the spirit and direction of the Nation which was founded upon the Nation's historic heritage. Congress believes that the historical and cultural foundation of the Nation should be preserved as a living part of the Nation's life and development, in order to give the American people a

Regulation: a law, rule, or other order prescribed by authority, especially to regulate conduct.

sense of orientation. In order to enforce this belief Congress passed the NHPA in 1966. This act establishes a national preservation program and a system of procedural protection, which consist of the following:

- Articulates a national policy governing the protection of historic and cultural resources.
- Establish a comprehensive plan for identifying historic and cultural resources for listing on The National Register of Historic Places (NR).
- Creation of Federal-state/tribal-local partnerships for implementing programs established by the act.
- Require federal agencies to take into effect historic properties listed or eligible under the Section 106review process.[74]
- Establish the Advisory Council of Historic Preservation, which oversees federal agency responsibilities governing Section 106 review processes.
- Placement of specific stewardship responsibilities on federal agencies for historic properties owned or within their control (section 110 of the NHPA)[75].

To enforce the NHPA act and the programs/systems in place the following agencies were created:

- The Secretary of the Department of the Interior
- Advisory Council on Historic Properties (ACHP)
- State Historic Preservation Office (SHPO)
- Tribal Historic Preservation Offices (THPO).

The Secretary of the Interior is run through the National Parks Service (NPS), they maintain the National Register of Historic Places and oversee the establishment and operations of state, tribal, and certified local government programs under the NHPA. The ACHP oversees Section 106 of the NHPA; they are an interdependent Federal Agency based in Washington DC. The SHPO/THPO and

Cultural Resources: Cultural resources encompass archaeological, traditional, and built environment resources, including but not necessarily limited to buildings, structures, objects, districts, and sites.

National Register of Historic Places: the United States government's official list of districts, sites, buildings, structures, and objects deemed worthy of preservation.

National Parks Service: the U.S. federal agency that manages all national parks, many national monuments, and other conservation and historical properties with various title designations.

[74]Refer to Glossary, XX.
[75]*National Historic Preservation Act of 1966,*Public Law 89-665,*U.S. Code 16* (2006), §§ 470a to 470w-6.

other Certified Local Governments work in partnership with the Federal Government in implementing the NHPA. [76]

Section 106 of the NHPA is the section the NHPA which allows for the review of all work using any Federal Agencies; this section requires that Federal agencies take into account the effect of their undertaking on historic properties and afford the advisory council a reasonable opportunity to comment. The responsible federal agency then must determine if the undertaking could affect historic properties which are defined as either included in the NR or meet the criteria for the NR. If this is determined to be the case the federal agency must identify the appropriate State Historic Preservation Office (SHPO) or Tribal Historic Preservation Office _THPO) to consult with during the process.[77]

Section 106: Requires federal agencies to take into account the effects that their federally funded activities and programs have on significant historic properties.

State Regulations

Rhode Island Comprehensive Plan and Land Use Act requires that all towns and cities shall update their comprehensive plan at least once every five years. Six elements are required within the comprehensive plan: goals and policies, land use plan, housing element, economic development, natural and cultural resources elements, services and facilities elements, open space and recreation elements, and circulation element.[78]This act allows each city or town the opportunity by state law to place historic preservation regulations into their town laws to help protect local historic and cultural resources. Once a comprehensive plan is adopted by the town or city all planning and zoning regulations must be made to comply with the new comprehensive plan.

The Rhode Island Historical Preservation and Heritage Commission (RIHPHC) is the state organization that exists to help Rhode Island with the NHPA. It aids the state meet and address all the regulations under the act. In 1968, the Rhode Island General Assembly passed legislation

RI Historical Preservation & Heritage Commission

[76]"Section 101," in *National Historic Preservation Act of 1966,*Public Law 89-665,*U.S. Code 16* (2006), § 470a.
[77]"Section 106: Protection of Historic Properties," in *National Historic Preservation Act of 1966*, Public Law 89-665,*U.S. Code 16* (2006), § 470f.
[78]*Rhode Island Comprehensive Planning and Land Use Act,* Title 45"Towns and Cities," Chapter 45-22.2 (1990), § 45-22.2-12: Updates amendments and § 45-22.2-6 Required elements of the comprehensive plan.

creating the RI Historical Preservation Commission, today known as the Rhode Island Historic Preservation and Heritage Commission (RIHPHC). The RIHPHC was created due to the NHPA of 1966, which provides for states to participate in the Federal Historic Preservation Program by maintaining a state historic preservation office. The Commission is an independent agency within the Executive Department and is charged with the responsibility to identify and protect historic properties. The Commission operates a statewide historic preservation program that identifies and protects historic buildings, districts, structures, and archaeological sites. The Commission also develops and carries out programs to document and celebrate the rich cultural heritage of Rhode Island's people. [79]

Executive Department: one of the primary units of the executive branch (which is responsible for the daily administration of the state bureaucracy) of government.

Cultural Heritage: is the legacy of physical artifacts and intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations

The Rhode Island Department of Environmental Management (RI DEM) works to protect all freshwater wetlands. RI DEM preserves, protects, and restores the purity and integrity of all freshwater wetlands in RI. All freshwater wetlands which are classified as in the vicinity of the coast under the exoduses jurisdiction of the Rhode Island Coastal Resource Management Council (RI CRMC), RI DEM shall retain jurisdiction over farming related activities involving freshwater wetlands in the vicinity of the coast, CRMC special area management plan and beyond 200 ft. of a coastal or shoreline feature, and a proposed project or activity which may alter any freshwater wetland may not be undertaken without a permit from the department. [80]

The RI Coastal Resources Management Council (RI CRMC) works to protect historic and archaeological resources within Rhode Island's coastal zone. The RI CRMC has control over all developments or operations within, above, or beneath the tidal waters below the mean high water mark extending out to the extent of the state's jurisdiction in the territorial sea, and those occurring on coastal features or within all directly associated contiguous areas which are necessary to preserve the integrity of coastal resources, or any portion of which extends on the most inland shoreline feature or its 200 ft. contiguous area, or an otherwise set out in the CRMP, require a council assent. Under Section 220 area of Historic and Archaeological Significance in the areas mentioned above the RI CRMC tries to where possible, preserve, and protect

[79] Rhode Island Secretary of State, "Rhode Island Historical Preservation Commission General Procedures," http://sos.ri.gov/documents/archives/regdocs/released/pdf/HP/4477.pdf.
[80] Rhode Island Department of Environmental Management, http://www.dem.ri.gov/.

significant historic and archaeological properties in the coastal zone. They do this by the preservation of significant historic and archaeology properties in a high priority use of the coastal region. Activities which damage or destroy important properties shall be considered low priority. The council shall require modification of, or shall prohibit proposed actions subject to its jurisdiction where it finds a reasonable probability of adverse impacts on properties listed in the NRHP. Adverse impacts are those which can reasonably be expected to diminish or destroy those qualities of the property which make it eligible for the NR. The council shall solicit the recommendations of the HPC regarding impacts on such properties. Prior to permitting actions subject to its jurisdiction on or adjacent to properties eligible for inclusion (but not listed) and/or areas designated as historically or archaeologically sensitive by the HPC as the result of their predictive model, the council shall solicit the recommendations of the commission regarding possible adverse effects on these properties. The council may, based on the commission's recommendations and other evidence before it, require modification of or may prohibit the proposed action where such adverse impacts are likely. Structural shoreline protection facilities may be permitted in type 1 waters provided that the structure is necessary to protect a structure which is currently listed in the NR.[81]

Type 1 Waters: categories of waters are defined by the way they are linked to the characteristics of the shoreline. Type 1 waters abut shorelines in a natural undisturbed condition, where alterations, including the construction of docks and any dredging, are considered by the CRMC as unsuitable.

Local Regulations

Warren Rhode has no specific section designated in the Town's regulations for historic preservation. Warren does have some adequate zoning regulation, but there are still a lot of disconnects within them. Warren's zoning reflects very well what is actively within the built environment. All residential, commercial, and industrial is zoned as such, but there are many disconnects that come from the regulations within those zoning ordinances. Such as, most of the open space that is still agricultural land is zoned as R40 which would not protect the view sheds of the area or keep the dimensional regulations for what is currently within the built environment in those areas historically. Warren also has no regulations to help stop the loss of historic fabric and context within the current built environment. Warren does not take an active role in defining development for unused properties. Additionally, the Town needs to take an active look at parking regulations for new businesses in the downtown area.

R40: Areas developed at an approximate density of one (1) dwelling unit per 40,000square feet.

[81]Rhode Island Coastal Resources Management Council, http://www.crmc.ri.gov/.

The Kickemuit Reservoir Watershed Overlay District is a productive tool that promotes the health, safety, and general welfare of the towns and the residents of the East Bay. It protects the portable surface water supply within Warren by control, limitation, or preservation of inappropriate development land use such as practices that may degrade the water quality of the reservoir. This district applies to all new construction, reconstruction, or expansion of existing buildings; to all new expanded or modified uses of property; and to any proposed subdivision of land within the defined boundaries of the district. This district is reviewed by the Warren Planning Board except for residential subdivisions; they are referred to the Warren Conservation Commission.[82]

The Rural Business Zoning District (RBD) is a productive tool that was zoned in July 2007. The RBD's responsibility is to establish and maintain a zoning district of mixed commercial uses characterized by architectural and site design standards that are consistent with providing an aesthetically unobtrusive gateway to the town, including sidewalks where applicable; safe vehicular access; shared off street parking dispersed into small, landscaped lots: trees; and access and visual rights of way to the Palmer River and other environmentally rich lands. The RBD is designed to ensure that the development of Warren's commercial gateway is in a manner that ensures it is in a manner consistent with the goals and policies of the Warren Comprehensive Plan; it has orderly and harmonious development (including site and architectural design is compatible with purpose of this article, convenient provisions of automobile access and circulation, landscaping, appropriate signage and lighting, with unobstructed views and access to environmentally rich areas in the district); the preservation of important cultural and historical resources, both natural and man-made; the consideration of development impacts on valuable natural resources, including the Palmer River; and establishing this northern portion of Market Street as a gateway to the town of Warren with a "boulevard feel" of tree-lined streets, pedestrian friendly sidewalks, and curbing.[83]
This sort of district zoning is a step in the right direction for the Market Street area, however there have been a few upsets over certain requirements. For example, there has been some resistance toward the requirement of sidewalks. A study should be conducted by the Town

[82] Warren, Rhode Island, *Town of Warren, RI Zoning Ordinance,* 2003, as amended in July 2007,89-94.
[83]Warren, Rhode Island, *Town of Warren, RI Zoning Ordinance,* 2003, as amended in July 2007, 109-116.

Planning Board to see if this zoning district is effective in maintaining the character of Market Street, and to see if what is required is currently in existence on Market Street. The study should look at the language chosen within the zoning ordinance and whether or not some of the regulations should be changed.

Warren Residential Cluster Development Zoning (RCD) is zoning regulation that has recently been enacted in Warren. A cluster development uses a site planning technique that concentrates buildings in specific areas on the site to allow the remaining land to be used for recreation, common open space, and/or preservation of environmentally, historically, or culturally significant sites, or other sensitive features and/or structures. The RCD is a technique which will serve to implement several of the policies of the Land Use, Natural and Cultural Resources, and Recreation, Conservation and Open Space Elements of the Warren Comprehensive Plan. Any subdivision developments that are within R40, R20, and R10 Districts are required to submit a cluster development plan to the Town Planning Board, however the Town Planning Board does not have to accept the cluster development plan. Submission requirements, procedures, and design criteria relating to RCD are governed by all applicable sections of the Planning Board Regulations.[84]

Cluster zoning: a type of zoning in which density is determined for an entire area, rather than on a lot-by-lot basis. Within the cluster zone, the developer has greater flexibility in designing and placing structures so long as the overall density requirement is met. Developments in cluster zoning often incorporate open, common areas with park-like settings.

The current Cluster Development Plan has not had a chance to be effective to date as no cluster developments have been constructed in Warren since its enactment.

The Warren Demolition Ordinance was enacted in October 1997 after the town came together to stop the potential development of a Walgreens on Main Street in 1994. The ordinance states that to acquire a waiver to demolish a building within the National Historic Waterfront District one of the four must be proven. Either a hazard to public safety, unreasonable financial hardship, not in best interest of the community or complies with all requirements of the state building code. This application is reviewed and voted on by the Town Council.[85]

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[84] Warren, Rhode Island, *Town of Warren, RI Zoning Ordinance,* 2003, as amended in July 2007, 55-56, and *Town of Warren Rhode Island, Planning Board: Rules and Regulations,* 2005, 18.

[85] Section 4- 32-34 Warren RI Ordinances

Warren Off-Street Parking Requirements Currently Warren states that any new business must provide a minimum of five parking spaces, with one for each 250 feet of floor space. [86]

Downtown Warren has a very bad reputation for parking requirements within the Village Business District which is located along Main Street. Currently there is the perception that there is not much space within the downtown area to place new parking without actively demolishing currently existing buildings.

Conclusions

Federal and State Regulations

It is not within the scope of this Preservation Plan to judge the effectiveness of Federal and State Regulations or to suggest any changes to them.

Local Regulations

After examining all of Warren's regulations that effect historic preservation it is clear that Warren's historic resources have survived by either accident or neglect rather than by decisive planning. Every regulation that effects historic preservation was put into effect after a threat arose.[87] The regulations that are now in place are only bandages to stop the threat but were not constructed to help defer future threats. For example, the demolition ordinance came about as a reaction to the threat of a Walgreens coming into Warren and demolishing historic structures to do so. However, the current demolition ordinance does not have enough strength to stop any unwanted demolition within the Warren Waterfront National Register District as currently written. Warren needs to take an active approach to plan for development and to defer threats before they become active.

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[86] Warren, Rhode Island, *Town of Warren, RI Zoning Ordinance,* 2003, as amended in July 2007, 64.
[87] Refer to *The History of Preservation Efforts*, 32.

This ordinance should be strengthened and more stipulations should added. This will be the best way to help stop losing historic structures within Warren since historic district zoning will not be adopted in the near future. Changing the stipulations of the demolition ordinance could save buildings that are defining features within Warren that could otherwise be subject to demolition. Such as Industrial Trust Company building, on the corner of Main Street and Market Street, which was recently put on the market, and is within the Historic Downtown of Warren.

Recommendations

Form-based zoning: emphasizes regulation of building "form" (versus just "use") to assure a building's general shape, massing, height and orientation positively contribute to the existing or desired neighborhood context.

Local Regulations

Goal: Encourage zoning regulations that will stop agricultural land from being developed as strictly R40.

- **Action:** Implement cluster/conservation development zoning in place of the current cluster zoning.*(Town Planning Board)*
- **Action:** Make cluster zoning the mandatory development zoning for all agricultural land.*(Town Planning Board)*

Goal: Stop the loss of historic fabric and context within the current built environment.

- **Action:** Implement form-base zoning.*(Town Planning Board)*
- **Action:** Develop guidelines for building facades, building relations, and building scale.*(Town Planning Board)*
- **Action:** Create a conservation district where there is currently an active threat to historic fabric.*(Town Planning Board)*

Conservation Development example from the RI Conservation Development Manual

- The area is not eligible to become a local historic district.
- There is community is in opposition to a local historic district.
- Protect their neighborhoods from unwanted blight, demolition, or incompatible construction. Therefore the preservation of elements such as lot acreage and house size is of their main concern and does not require a local historic district.

Goal: Encourage new businesses within the downtown area.

- **Action:** Review other town parking regulations for downtown areas. *Planning Board and Town Council*

- **Action:** Make the Village Business Parking requirement zero for new businesses. *Planning Board and Town Council*

Goal: Encourage good redevelopment of the American Tourister Mill.

- **Action:** Set up a public Planning guide committee. *Planning Board*

- **Action:** Establish a cohesive redevelopment guideline for the American Tourister Mill. *Planning Board*

- **Action:** Write guidelines as a regulatory document. *Planning Board*

Goal: Strengthen Warren's Demolition Ordinance to stop unwanted demolition of historic structures.

- **Action:** Review other demolition ordinances.(*Town Council and Planning Board)*

- **Action:** Add definitions to the demolition ordinance for demolition, historic district, significant building, and etc.(*Town Council and Planning Board)*

- **Action:** Expand the ordinance for any structure that is listed on or within a state or federal register.(*Town Council and Planning Board)*

- **Action:** No permit for demolition of a building determined to be significant building shall be granted until all proceedings relating to amendments of the zoning ordinance of the town have been completed. (*Town Council and Planning Board)*

- **Action:** No permit for erection of a new structure on the site of an existing building over fifty years old may be issued prior to issuance of a permit for demolition of such existing building. (*Town Council and Planning Board)*

- **Action:** Enact more regulations into the current demolition ordinance that will help strengthen the ordinance. Please see examples of other regulations listed below from the Cambridge, MA demolition ordinance [88]that could help strengthen Warren's. *Town Council and Planning Board*
    - The building commissioner will send a copy of each demolition application to the Warren Voluntary Historic Preservation Committee for determination whether the building is a historic or significant building.

    - If the subject of the permit is deemed to be significant no demolition permit or building permit for new construction or alterations on the premises shall be issued until six months after the date of such determination by the VHDC. The building commissioner may issue a demolition permit for a preferably preserved significant building at any time after receipt of written advice from the commission to the effect either.

    - If committee is satisfied that there is no reasonable likelihood that either the owner or some other person or group willing to purchase the preferably preserved building, or

[88] Cambridge MA Demolition Delay Ordinance

- No permit will be given until the Warren Voluntary Historic District Committee is satisfied that at least six months has passed since the owner first sought the advice of the committee in locating a person or group that might be willing to purchase such building and to preserve, rehabilitate, or restore the same, the owner of the preferably preserved significant building has made continuing, bona fide, reasonable and unsuccessful efforts to locate such a partner.

- No permit for demolition of a building determined to be a significant structure shall be granted until plans for use or development of the site after demolition have been filed with the building department and found to comply with all laws pertaining to the issuance of a building permit, or if for a parking lot, a certificate of occupancy, for that site. All approval necessary for the issuance of such a building permit or certificate of occupancy including without limitation any necessary zoning variances or special permits, must be granted and all appeals from the granting of such approvals must be concluded, prior to the issuance of a demolition permit.

Design Review

DESIGN REVIEW IS AN IMPORTANT TOOL USED IN HISTORIC PRESERVATION and community planning. A community establishes design guidelines for a target area that is historically or culturally important. These guidelines are intended to ensure the quality, form, and design of new development and rehabilitation meets a certain standard. In historic preservation, most design review is done through a Historic District Commission established with the creation of a Local Historic District.

Current Conditions

In Warren, design review is implemented in two ways; voluntary and mandatory. Any rehabilitation work that makes use of Warren's tax credit is reviewed by the Voluntary Historic District Committee. They use the Secretary for Interior's Standards for Rehabilitations to review each case. Despite their importance to the town, currently there are no regulatory protections that apply specifically to historic resources in Warren.[89] The Town has adopted a demolition ordinance[90],Waterfront Overlay District[91], Residential Cluster Development Zoning[92], and Rural Business Zoning[93]which can be used to protect historic properties but this is not their primary goal.

[89]Refer to *Public Opinion Poll*, XX.
[90] Refer to *Regulatory Controls*, 65.
[91]Refer to *Regulatory Controls*, 65.
[92]Refer to *Regulatory Controls*, 65.
[93]Refer to *Regulatory Controls*, 65.

Conclusions

Currently, Warren has no regulations to help stop the loss of historic fabric and context within the current built environment and does not take an active role in defining development for unused properties within Warren. The lack of design review in the National Register Historic District will ultimately lead to battles in the future (Similar to the fight to keep Walgreens out of downtown)and inappropriate alterations to valuable historic resources. A proactive approach is needed to ensure that Warren's historic resources are maintained for the future.

Cash for Gold, Northern Warren

Recommendations

Goal: Improve current design standards that are used for properties participating in the Voluntary Historic Preservation Program.

- **Action:** We recommend that the Warren Voluntary Historic District Committee adopt more specific guidelines for rehabilitation and new construction within National Register Historic Districts and on National Register properties. *WVHDC*
- **Action:** New guidelines should be illustrated and made available to homeowners through the Warren Voluntary Historic District Committee's website. *WVHDC*

Goal: Establish a proactive legal framework to discourage demolition of historic resources.

- **Action:** Amend the demolition ordinance to require a preliminary archaeological survey when a historic property is demolished. *Town Council, Planning Board*

- **Action:** Amend the demolition ordinance to protect historic resources (copy from laura's section)

- **Action:** Design review can be achieved through local historic district zoning but at this time we do not feel the public will support such measure. If in the future, the public education about the benefits of local historic district zoning is elevated, the topic should be revisited. There are other options we recommend the town to explore in lieu of local historic district zoning
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    - Cluster/conservation development zoning[94]
    - Form-base zoning[95]
    - Conservation districts[96]

[94] Refer to *Regulatory Controls*, 65.
[95] Refer to *Regulatory Controls*, 65.
[96] Refer to *Regulatory Controls*, 65.

Incentives

HISTORIC PRESERVATION IS PERCEIVED BY SOME TO BE an expensive mission to be undertaken by individuals, and by communities. However, with the various incentives that are available to property owners, preservation, restoration, and even general maintenance becomes more cost effective and obtainable. This section will examine the historic preservation incentives offered at the Federal, State, and local levels.

James Driscol House, 1806

Current Conditions

Federal Incentives

The Federal Historic Preservation Tax Incentives Program is one of the most actively used incentive programs for rehabilitation projects. The incentive is a tax credit taken on the owner's income tax equal to 20% of rehabilitation costs. The historic property must be listed on the NR as individual structures or as part of a historic district, must be an income-producing property, and must be depreciable, which means the rehabilitation costs must exceed the adjusted basis of the building or $5,000, whichever is greater. The rehabilitation must also be completed within a 24-month period.[97]

Tax Incentive: is an aspect of the tax code designed to incentivize, or encourage, a certain type of behavior.

Depreciable: used in trade or business or held for the production of income

Adjusted Basis: is the current book value of the property.

State Incentives

The Historic Homeowner Tax Credit is a tax credit from the state income tax return which will equal 20% of the cost of the exterior restoration work on a historic home. All of the work performed must meet the Secretary of the Interior Standards.[98] [99]

[97] Rhode Island Historic Preservation and Heritage Commission, "Tax Credits and Loans: Commercial: Federal, "http://www.preservation.ri.gov/credits/commfed.php.

The Historic Preservation Loan Program is a program available for properties listed on the State Register of Historic Places and must be owned by the public, a non-profit organization, or a private owner. The project must meet the Secretary of the Interior Standards. The loan is an adjustable rate program that has a rate that is 2% less than the prime rate with a floor of 5%.[100]

The Preservation Easement Program is an easement that is between the owner and the Rhode Island Historical Preservation & Heritage Commission (RIHPHC), which states that the historic and architectural character of the property will be preserved and that the property will not be altered without the RIHPHC's approval. An easement potentially has significant tax benefits for federal income, estate, or gift taxes. The owner of the property is still responsible for maintenance and care of the property.[101]

The RI Wildlife Habitat Incentives Program (WHIP) is a historic preservation incentive as it provides incentives for open space which is considered a cultural resource. WHIP was established in 1996. It is a voluntary program that assists landowners create, restore, and enhance wildlife habitat on private lands. They provide technical assistance and cost share payments (the Natural Resources Conservation Service (NRCS) will coast share up to 75% of the cost of installing or implementing a practice). To qualify, the lands must be privately owned, which includes private agricultural lands, non-industrial private forest lands, or tribal lands. Eligible habitats are coastal wetlands and eelgrass meadows, freshwater wetlands and riparian buffers, fish passage restoration, or early successional upland habitat-native grasslands.[102]

Easement (Preservation or Conservation): Partial interest in property that can be transferred to a nonprofit organization or governmental entity by gift or sale to ensure the protection of a historic resource and/or land area in perpetuity

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[98]Rhode Island Historic Preservation and Heritage Commission, "Tax Credits and Loans: Homeowner Tax Credit," http://www.preservation.ri.gov/credits/homeowner.php.
[99] Refer to *Appendix B*, 157.
[100]Rhode Island Historic Preservation and Heritage Commission, "Tax Credits and Loans: Low-Interest Loans, "http://www.preservation.ri.gov/credits/loans.php.
[101]Rhode Island Historic Preservation and Heritage Commission, "Tax Credits and Loans: Preservation Easements," http://www.preservation.ri.gov/credits/easements.php.
[102] Natural Resources Conservation Service, "Wildlife Habitat Incentives Program Information," U.S. Department of Agriculture, http://www.ri.nrcs.usda.gov/programs/WHIP.html.

The Rhode Island Environmental Quality Incentives Program (EQIP) is an incentive for agricultural lands. It is important to note that Warren is home to much agricultural land that is currently zoned for residential R40. This would be one incentive that could keep the land as agricultural. EQIP is a cost share and incentives program offered through the Natural Resources Conservation Service(NRCS). Any producer engaged in livestock or crop production qualifies for the cost share and incentive payments to implement conservation practices on eligible agricultural lands.[103]

The Farm and Ranch Lands Protection Program is another incentive program that can aid the agricultural lands in Warren. The Farm and Ranch program provides matching funds to help development rights to keep productive farms and ranchland in agricultural uses. This program works to acquire conservation easements. The USDA provides up to 50% of the fair market value on the conservation easement. In order to qualify a property must be part of a pending offer from the state, tribal, or local protection plan, it must be privately owned, and it must have a conservation plan, as well as other site requirements.[104]

The Rhode Island Farm, Forest, and Open Space Act (44-27) is an incentive that works best when tax rates are low because this incentive allows property owners to have their land to be assessed at its current use, not its value for development. To qualify the land must be under three classifications: forestlands, farmlands, and open space. [105]

A **Tax Free Arts District** is located in Warren RI. This allows artists living in Warren, creating in Warren, or selling products created in Warren to be exempt from income tax on the art they sell. A merchant that sells products created by a local artist does not have to charge customers sales tax or pay state sales taxes on those products. To apply for the exemption from the income tax one must apply for eligibility through the RI Council of the Arts. The Tax Free Arts District

[103]Natural Resources Conservation Service, "Environmental Quality Incentives Program Information," U.S. Departments of Agriculture, http://www.ri.nrcs.usda.gov/programs/eqip/EQIP.html.
[104]Natural Resources Conservation Service, "Farm and Ranch Lands Protection Program," U.S. Department of Agriculture, http://www.nrcs.usda.gov/programs/frpp/.
[105]Rhode Island Department of Environmental Management, "A Citizen's Guide to the Farm, Forest, and Open Space Act," (Providence: January 2003).

encompasses the following areas: the waterfront district, the special district, the village business district, and the manufacturing district.[106]

Local Incentives

The Warren Voluntary Historic Preservation Program (WVHPP) was created in Warren in 1999 after the attempt to create a Local Historic District Commission was rejected in 1996. This WVHPP allows interested property owners to participate, while not forcing those who are not interested. The property must be located in the Warren Voluntary Historic District and must be over 100 years old. The incentive is a 20% tax credit for the cost of the exterior restoration work and a waiver of all construction permit fees.[107]

Warren Voluntary Historic Preservation Program

The Warren Rhode Island Storefront Improvement Program is a program that allows any business owner located within the 305 census tract to apply for a non-interest loan for up to 50% towards the investment of improving the storefront façade, not to exceed $20,000. The program requires a match of funds by the applicant. [108] This program has currently been suspended

Open Space Acquisition Bond. The Town of Warren uses a publicly voted line of credit, or Open Space Bond, to purchase development rights of "at risk" farmlands and open spaces. This is a limited resource, as funds are restricted. However, it is a proactive approach. The town currently owns several properties and the development rights to many others.[109]

The Home Repair Program is a program that offers financial assistance to homeowners in need of repairs to address health and safety issues. This is funded through the US Department of Housing and Urban Development (HUD) through the Community Block Grant (CDBG) program which is administered by the Rhode Island Office of Housing and Community Development. This

[106]Warren, Rhode Island, "Tax Free Arts District," Town Hall Online, http://www.townofwarren-ri.gov/businessservices/taxfreeartsdistrict.html.
[107]Warren, Rhode Island, Warren Voluntary Historic Preservation Program, http://www.wvhdc.org/.
[108]Warren, Rhode Island, "Storefront Improvement Program,"Town Hall Online,http://www.townofwarren-ri.gov/images/Storefront_Improvement_Program_Guidelines.pdf.
[109]Refer to *Historic Open Space,* 111.

is an income eligibility program. All applicants must fall below the 80% area median income. This program offers a loan at 0% interest deferred upon sale. This is not only available to historic properties but all properties within Warren. [110]

Conclusions

Federal and State Incentives

It is not within the scope of this Preservation Plan to pass judgment on the effectiveness of Federal Regulations or to suggest any changes to them.

Local Incentives

The Warren Voluntary Historic Preservation Program (WVHPP): The WVHPP has attempted to encourage historically appropriate rehabilitation with local homeowners by helping financing their rehabilitation projects. It has helped a handful of houses within Warren, but has failed to reach the majority of homeowners that are eligible for the tax credit. The WVHPP has also been unsuccessful with preventing inappropriate work or demolition of historic structures within the Waterfront National Register District. The WVHPP is not as active as other historic district commissions or committees within other towns. It could be more active by increasing visibility and knowledge of historic preservation, as well as increase awareness of the incentives that are available through the State and the Federal government.

The Warren Rhode Island Storefront Improvement Program: This program had the potential to be very successful with the right marketing and use. It could be very successful if it structured itself as some other storefront programs; such as the Downcity Fund Storefront Improvement Program provided by the Providence Revolving Fund.

[110]Warren, Rhode Island, "Home Repair Program Application," Town Hall Online,http://www.townofwarren-ri.gov/images/10_Home_Repair_App.pdf.

The Home Repair Program: This program is currently working within its means and appears to be working productively. Therefore the only recommendation for this program is to increase knowledge of the program to the residents of Warren. Increased knowledge should help increase use of the program.

Revolving Loan Fund: After reviewing all of the current incentive programs, the Preservation Planning Class has come to the conclusion that Warren should perform a feasibility study for starting a Revolving Fund to help fund historic preservation projects.

A revolving loan fund can provide critical financing when credit access is limited, it can support the development and expansion of local businesses, and it can provide assistant for other special initiatives. While a revolving loan fund cannot finance projects on its own, it is an integral part of the small business loan package. Borrowers benefit from flexible and favorable terms, and financial institutions enjoy lower overall risk in supporting small businesses.

Recommendations

Local Incentives

Goal: Make the Warren Voluntary Historic Preservation Program (WVHPP) more accessible to more houses within Warren, and to make the WVHPP the main resource for information on historic preservation tax credits.

- **Action:** Change the requirements of the WVHPP to be any property listed on the National Register or State Register. (Use the four page application on the RIHPHC website that allows for any home that falls into certain categories to be listed on the State Register.)Changing the criteria will allows all the properties that qualify for the local tax credit to also qualify for federal and state tax credits. *Warren Voluntary Historic District Committee WVHDC*

- **Action:** Consult with the RIHPHC to become more acquainted with helping homeowners fill out the four page form to be listed on the state register, as well as how to fill out the forms to be listed on the National Register. *WVHDC*

- **Action:** Consult with the RIHPHC to become more acquainted with helping homeowners fill out forms to apply for the federal and state tax credits (please see current Federal and State incentives for more information).*WVHDC*

- **Action:** Work with homeowners performing rehabilitation work , by providing examples of best case scenarios for what is most commonly seen within the properties of Warren (such as fixing clapboards). *WVHDC*

- **Action:** Publish an illustrated guideline to help guide rehabilitation work (this could also make the WVHPP more publically accessible[111].*WVHDC*

- **Action:** Become the main place for Warren residents to receive information about any incentives within Warren from Federal, State, and Local groups. *WVHDC*

Goal: Re-establish the Warren Storefront Improvement Program.

- **Action:** Consult the WVHPP as an advisory committee for any storefronts within the Waterfront National Register District. This will leave time for the Town Planner to look at the other storefronts wanting to go through the program. *WVHDC*

- **Action:** Establish the Economic Development Committee as the main group for marketing this program. *Economic Development Board*

Goal: Establish a Revolving Loan Fund.

[111] Refer to *Historic Preservations and Education*, 95.

- **Action:** Establish a committee to perform a feasibility study for a revolving loan fund. Warren Preservation Society (*WPS)*
- **Action:** Determine potential lenders such as, town government, preservation advocates, and other key residents within Warren as part of the committee. (*WPS)*
- **Action:** Research existing revolving funds, program guidelines, processes for the fund, application forms, uses, lengths of the loans, amount the loans, and eligibility.(*WPS)*
- **Action:** Determine permitted uses. (*WPS)*
- **Action:** Set eligibility requirements for borrowers. (*WPS)*
- **Action:** Set a minimum and maximum amount for loans given through the fund. (*WPS)*
- **Action:** Set up a review process for loan applications. (*WPS)*
- **Action:** Determine the administrative duties and staffing needs associated with the program. (*WPS)*
- **Action:** Promote the revolving loan fund and capitalize with funds from grants and individual donations.(*WPS)*
- **Action:** Explore the option of establishing the revolving fund with Bristol, RI. This could expand the amount of resources at the Funds disposal. (*WPS)*

Economic Development

According to Donavon D. Rypkema, when historic preservation has been tried and then measured, there has been but one conclusion: preservation pays.[112]
Historic preservation emerges as an economically sound, fiscally responsible, and cost-effective response to the challenges of today's economic environment. Perhaps most importantly, historic preservation is not a strategy that pits one group against another or one location against another. To achieve economic development goals, community development goals do not have to be sacrificed. To attract tomorrow's jobs, yesterday's physical heritage need not be destroyed.[113]

"Our researched showed that preservation was often a superior economic catalyst compared with other investments. For example, in New Jersey, $1 million in non-residential historic rehabilitation was found to generate 38.3 jobs nationally and 19.3 jobs in state. In comparison, $1 million in new nonresidential construction was found to generate fewer jobs: 36.1 jobs nationally and 16.7 jobs in state."
– Forum Journal, "Economic Impacts of Preservation in New Jersey and Texas"

Historic Preservation as Economic Development

1. Historic preservation creates jobs not just in construction but broadly distributed throughout the local economy.

2. Historic preservation creates more jobs than the same amount of new construction: In a typical historic rehabilitation project, between 60 to 70 percent of the total cost goes toward labor.

"A labor-intensive activity, preservation generates building activity in Boston, particularly in hard economic times, where rehabilitations become more affordable than new construction".
– "Save our city: A Case for Boston"

3. Historic preservation has significant and ongoing economic impact beyond the project itself: The benefits accruing to a community are both direct and indirect.

4. Historic preservation not only has a greater impact on local labor demand but on local suppliers as well.

[112]Donovan D. Rypkema, *The Economics of Historic Preservation: A Community Leader's Guide* (Washington, DC: National Trust for Historic Preservation, 1994).
[113]Ibid.

5. Historic rehabilitation activity is often a counter-cyclical activity that stabilizes the local economy.

6. When encouraged through a comprehensive strategy, historic preservation activity can have the same impact on the community as larger projects.

7. Historic preservation can be part of a strategy to attract industrial and manufacturing firms: Good industrial recruiters recognize that their communities' historic resources are a major selling point in attracting new businesses.

8. Historic preservation is an ideal economic development strategy for attracting and retaining small business: Small businesses account for more than 75 percent of all net new jobs created in America… Historic buildings provide an ideal location for many of these small businesses.

9. Older buildings provide excellent incubator space for businesses of all types.

10. Historic preservation will need to be part of the economic development strategy for those communities that wish to maintain a competitive edge.

11. The tools developed for preservation-based economic development are suitable for new development as well: Quality urban design, whether in historic buildings or new structures, is important in long-term economic development.

12. Incentives are often a necessary catalyst for historic preservation but consistently a cost-effective one.[114]

"The things that people find attractive when they travel are also the things that draw people to live in those communities. Even industrial and manufacturing firms are recognizing that careful preservation of historic resources can make cities a more attractive place for industry."
– "Economic Incentives for Historic Preservation in Atlanta"

Cutler Mills

Incubator space: building subdivided into small units to house small, growing companies who wish to share office, clerical, or meeting room space.

[114]Donovan D. Rypkema, The Economics of Historic Preservation: A Community Leader's Guide (Washington, DC: National Trust for Historic Preservation, 1994) 11-29.

Current Conditions

The Warren Economic Development Board is responsible for creating the Economic Development Element within the Comprehensive Town Plan. The Economic Development Element describes the current economic conditions of the Town and then provides a vision for future improvements. This section of the Historic Preservation Plan makes observations about the Economic Development Plan and notes which policies and goals could incorporate historic preservation tools and activities, based on the inherent relationship between historic preservation and economic development discussed in the above section.

"Cities that ignore their historic preservationists and do not pay attention to the revitalization and economic development that can follow from their efforts are almost certain to suffer a dollar loss."
– Travel expert Arthur Frommer

2003 Comprehensive Plan

There are nine "Policies" defined in the 2003 Economic Development Plan[115]; for each Policy there are action steps listed as a means for reaching the Policy goals. Of the nine Policies listed in the Economic Development Element, seven of them do incorporate, or could potentially incorporate historic preservation action and goals. These policies are listed here:

"Preservation can encourage new construction and other development programs that contribute to the number of amenities available to local residents again increasing their quality of life."
– "Economic Benefits of Historic Preservation: The Impact of Historic Preservation on Local Economies in Georgia"

Policy 1: Revitalize Main Street and the surrounding area by improving marketing, encouraging reinvestment, restoring architecture, and redesigning signs and parking.

Policy 2: Encourage and facilitate residential use of upper floors of commercial buildings in the downtown area, especially on Main Street.

Policy 3: Promote heritage- and marine-related tourism in Warren as a key economic development strategy.

Policy 4: Encourage diverse activity on Water Street to enhance its historic, tourist, and marine oriented image. Such activities must be consistent with the Waterfront Plan.

[115] Warren, Rhode Island, "Economic Development Element," in *Town of Warren, Rhode Island Comprehensive Plan* (1991, amended in 2003), 16-18.

Policy 6: Devise appropriate incentives and planning controls for the American Tourister "special district" and manufacturing districts.

Policy 7: Ensure that any development or redevelopment of the Warren waterfront enhances, not detracts from, its character as a mixed-use working waterfront**.**

Policy 9: Develop policies, regulations, and actions that are based on the fact that a healthy economy requires a healthy ecology.

Draft 2010 Economic Development Plan

The Draft Economic Development Plan[116], completed in 2010, includes nine policy statements, with recommended actions for each one. Of the nine policies listed, seven already incorporate historic preservation tools and activities.

Policy 1: Warren must continue the revitalization of Main Street and the surrounding area by improving marketing, encouraging reinvestment, restoring architecture, and installing parking wayfinding signs. Main Street is the center of commercial and municipal activity, with its coffee shops, eateries, town hall, library, retail, financial services, and other businesses. It is the face that Warren presents to visitors, passersby, and residents alike. It is crucial to convey a vital, positive image.

Policy 2: With new storefronts, historic renovation, and the Town Wharf, Water Street is becoming the jewel of Warren's village. Therefore, Warren should encourage diverse activity on Water Street to enhance its historic, tourist, and marine oriented image. Such activities must be consistent with the Waterfront Plan.

[116]Warren, Rhode Island, "Economic Development," in *Warren Comprehensive Plan: 2010 Draft*, Town Hall Online, http://www.townofwarren-ri.gov/images/ECONOMIC_DEVELOPMENT_June_2010.pdf.

Policy 3 A key economic development strategy is the promotion of heritage- and marine-related tourism.

Policy 5: The historic Warren Manufacturing Company (also known as American Tourister) site offers enormous economic potential for Warren. The town should seek to turn it into a business and public-oriented mixed-use development that will reconnect it with the waterfront and the neighborhood, honoring past and future industry.

Policy 6: Warren's waterfront is one of its treasures. Warren must ensure that any development or redevelopment of the waterfront enhances its character and blends with a mixed-use working waterfront.

Policy 7: A healthy economy and a healthy ecology are inextricably related. Warren must develop policies, regulations, and actions that support a clean, sustainable ecosystem along with a strong economy

Policy 8: Agriculture is an integral part of Warren's economy. Therefore, Warren must act to increase farming's economic viability. It must pursue agricultural conservation easement programs that increase farmers' ability to profit from their land without development, and it must support farmers who use sustainable farming techniques.

Conclusions

The 2003 and 2010 Economic Development Elements contain many of the same policies, including downtown revitalization, development guidelines for American Tourister, and the creation of Marine and Heritage Tourism. It seems natural that some policy goals might remain the same, since the term of reaching the goal may run longer than the term of the Plan, however, to have so many similarities implies that the implementation of the Policies is failing. For example, Main Street Revitalization is a goal not being acted upon. The Revitalization of

Main Street, based on national studies, can enhance the quality of life as well as the economic vitality of the Downtown while preserving the historic character of the building stock. Downtown Revitalization has been a goal for Warren's Economic Development Board for more than twenty years now and yet no one is acting upon it. The Downtown is a focus for a majority of the Economic Development Element goals; many of them would be addressed if a Downtown Revitalization Plan were to be implemented. While the Economic Development Element has good intentions, it is not producing results. In order to achieve results the policy goals must be acted upon.

Recommendations

Goal: Allocate financial resources for implementing policy goals within the Economic Development Plan. The Economic Development Board is active in planning for historic preservation activity in coordination with Warren's economic growth, however, their funding sources are limited and this shortage seems to be contributing heavily to the lack of implementation.

- **Action:** Economic Development Board should reserve a percentage of their budget for implementing their policy goals.

- **Action:** The Economic Development Board should seek grant money through the local or state government for implementing goals

Goal: Downtown is a focus, not only for historic building stock but also, for the Economic Development Board as a place for commercial growth. A revitalization study has been done already and if pursued, could address many of the Downtown goals that the Economic Development Board has set forth in their draft Comprehensive Plan update.

- **Action:** Form a subcommittee of the Economic Development Board responsible for overseeing the Revitalization process.

- **Action:** Implement Downtown Revitalization Plan

- **Action:** Make contact with GrowSmartRI and Rhode Island Economic Development Corporation regarding new statewide activity in Downtown Revitalization programs.

Goal: Revise the 2010 Draft Economic Development Element

- **Action:** Remove Historic District Zoning as a recommendation. Historic District Zoning should not be recommended by Economic Development board; it is out of place in this element. Zoning should fall under the Land Use Element and Historic Districts as recommendations to be made by the Natural and Cultural Resources Element of the Comprehensive Plan. While the Economic Development Element might give an overview of the Economic Benefits to Historic Preservation, they should not recommend it as a solution.

Goal: Educate Warren Residents and Business Owners about Historic Preservation.[117]

- **Action:** Inform readers about the economic benefits of Historic Preservation within the Economic Development Element of the Comprehensive Plan. The *Historic Preservation as Economic Development* section on p. XX might provide a useful starting point.

- **Action:** Hold a workshop for downtown business owners explaining the benefits of the Downtown Revitalization Plan, and how they can help implement the process. Discover Warren is a non-profit organization that Warren business owners may join to learn about marketing, this organization may assist in the Historic Preservation education process.

[117]Refer to *Historic Preservation and Education*, 95.

Historic Preservation and Education

WARREN'S RICH INVENTORY OF HISTORIC RESOURCES PROVIDES tangible evidence of community heritage and significantly contributes to the quality of life. Residents of the town are reminded daily of the history of Warren when they view the structures and landscapes that have existed practically unchanged for hundreds of years. Visitors seek to learn about the history and culture, and to experience the special character of Warren's historic landscapes.

The primary goal of the educational component of this historic preservation plan is to successfully communicate to the community the value of Warren's remaining historic resources, and to engender in the community a sense of common responsibility for those resources, which can lead to active preservation.

This plan strives to educate all levels, from the primary grades to adults, about the identification, recognition, preservation, and value of Warren's shared historic resources. Because our children will be the future protectors of the town's historic resources, preservation education should begin in the schools. By raising the community's awareness, increasing its knowledge, and encouraging responsibility, the survival of the Town's historic resources for the benefit of future generations is made more secure.

Although adults can also benefit from heritage education, they have additional needs for preservation. Education and community oriented events play an important role in increasing their knowledge about preservation and historic resources. Community and neighborhood programs along with events that celebrate Warren's historic resources should create a gradual momentum so that, over time, preservation becomes self-sustaining, and a matter of civic pride.

Current Conditions

Existing education efforts in Warren are made possible by dedicated organizations that continually put forth great efforts to inform and educate their community.

Mosaico's Sense of Pride Program

In the early 1990s, Mosaico's primary mission was to address the immediate physical needs of the Wood Street neighborhood in Bristol, such as the abandoned Kaiser Mill Complex, vacant buildings, poor street lighting, dilapidated storefronts, and unsafe sidewalks. Their hard work and investments have paid off and today the neighborhood is renewed and full of vitality with a renovated mill, a reduced number of vacant buildings, new sidewalks, thirty new street lamps, and thirty-nine businesses with storefront improvement projects. Businesses receive grant monies administered through the program to pay for new signs, awnings, and updated facades - including designs, windows, doors and/or painting.[118]

Through interactive classroom talks, walking tours of the downtown area, and community service projects, the program brings to life Bristol and Warren's exciting histories, and teaches students the importance of respecting, preserving, and contributing to their town and community. The program began in 2000 with a pilot program at Guiteras School in Bristol. It now includes all four elementary schools in the district. *http://www.mosaicocdc.info/senseofpride.html*

Massasoit Historical Association

The Association charges itself with the collection and preservation of historical data and relics pertaining to the town of Warren and its history; to care for and preserve the Maxwell House, to preserve and mark buildings, landmarks, and other objects of historic or architectural interest; to conduct events and activities, to educate, and to stimulate an interest in local history. During the

[118]Mosaico Community Development Corporation, "Sense of Pride," http://www.mosaicocdc.info/senseofpride.html.

late 1970"s Massasoit published a bilingual handbook called *Fixing up: a Bilingual Handbook for Older Homes* for the restoration and renovation of older homes[119].

Warren Preservation Society

The Warren Preservation Society is a 501(c)3 non-profit membership organization dedicated to promoting Historic Preservation in the Town of Warren, Rhode Island. The objective of the Warren Preservation Society is to promote an interest in the history of Bristol County and Warren, Rhode Island in particular; to preserve their historic integrity and cultural resources; and to educate the public to the historic value of the area.[120]

Charles Whipple Greene Museum

The museum, located on the second floor of the George Hail Library, was first established as the "antiquarian room" at the January 8, 1889 dedication of the building. It was set aside to house a collection of historic artifacts, antiques, and curiosities.[121]

The collection can be divided into domestic artifacts, military, maritime, and Warren items. Documents are also included: two journals of Luther Cole, a section of a whaling log of the ship *Chariot*, a George Washington signature, and the papers of L. E. Simmon, a naval officer and Warren resident who was also the son-in-law of James Maxwell

The collection also includes Native American artifacts excavated from Burr's Hill Park, which overlooks the eastern shore of the Warren River.

The museum is currently working to improve access to the museum collection.

Turn-of-the-century interior of the George Hail Library

[119]Massasoit Historical Association, "The Massasoit Historical Association of Warren, Rhode Island," The Maxwell House, http://www.massasoithistorical.org/massasoit_historical_association.htm
[120] Warren Preservation Society, http://www.preservewarren.org/.
[121]George Hail Library, "Library History, "http://www.georgehail.org/history.htm.

Recommendations

Heritage Education in the Community

Goal: Historic preservation education in Warren can accomplish several objectives. It can convey that preserving historic sites and cultural history is a town priority. It can enhance the community's awareness of all the historic resources around them-- not only those resources officially registered as landmarks and historic districts, but also those resources that stand as yet unrecognized in smaller villages and towns, and in rural and suburban neighborhoods. By increasing access to these sites and by telling the stories of all these resources, our sense of place within the community and the world at large is clarified, and stewardship is encouraged.

Historic preservation education can benefit from partnerships among historic preservation groups, local educators, businesses, the tourism industry, and local governments. By using these various groups and the variety of existing historic resources, the preservation process is better explained and the tangible and intangible benefits of preservation are made known to the community.

- **Action*:*** Educate all components of the community about historic resources and preservation.

- **Action*:*** Encourage community, neighborhood programs, and events that celebrate the Town's historic resources.

- **Action:** Sponsor infill competitions or design charrettes for new construction and publish submitted designs in a booklet.

Goal: It should be noted that many of the events that will be created in a town wide preservation education program would afford opportunities for publicity. Exploiting these opportunities with appropriate media representatives will promote preservation and help secure a positive future for the Town's historic resources. In addition, historic preservation education has a strong connection to tourism in the town.

Tourism events that include historic resources naturally incorporate some level of educational benefit in their offerings, be it information on architectural style, construction methods, historic events, famous persons, cultural practices, etc. This connection provides an opportunity to capitalize on individual events, providing multiple benefits to more people.

- **Action:** Enlist the media to publicize community events and to promote preservation in The Town of Warren.

- **Action:** Write regular newspaper articles about historic resources in Warren, specific architectural styles or historic buildings, and historic preservation programs/organizations at the local, state, and national levels, including state and national preservation conferences

- **Action:** Encourage roadside signage marking important historically significant structures and sites. Install signage to identify neighborhoods, create awareness, and sense of pride/community to encourage future designations

- **Action:** Encourage the identification of potential archaeology sites in and around Warren.

- **Action:** Conduct a survey focused on 1950s and 1960s architecture, to give a historic context to these properties.

Goal: Communities can learn from many of the programs included as part of heritage education in the schools, but have additional educational needs in the field of preservation. They want to know how historic resources affect their lives. They want to understand the financial impact a historic building can have on them and their businesses. Those who own historic buildings need to understand their significance and know how to care for them. Adults also need to understand in broad terms the value of the historic resources around them.

- **Action:** Create a notification program to educate owners of historic properties, especially new owners, about the significance of their property, and to suggest ways they might protect those resources.

- **Action:** Conduct workshops on such topics as architectural styles and vernacular building types that are prevalent in Warren, sensitive rehabilitation techniques, and economic incentives for historic preservation

Goal: To meet these educational needs, the Town should enlist the assistance and support of existing citizen groups and organizations. Partnerships could be explored with:

  - Local or regional preservation organizations such as Warren Preservation Society and the Massasoit Preservation Society
  - Organizations involved in public education such as Mosaico Community Development Corporation
  - Rural conservation groups such as the Audubon Society

- **Action:** Enlist the assistance and support of existing citizen groups to organize and promote adult education programs in historic preservation.

Goal: Adult educational programs can take a variety of forms, from lectures introducing the basics of historic preservation, to videos describing town history and resources such as what was done in Round Rock Texas[122], to the distribution of technical restoration information, to hands-

The Grade Level Expectations for grades kindergarten to eight and the Grade Span Expectations for high school define what students should know and be able to do for curriculum, instruction, and assessment purposes. In addition, GLEs/GSEs guide local programming and curriculum development.

[122] Round Rock, Texas, *Preservation Minute*, http://www.roundrocktexas.gov/home/index.asp?page=1696

on restoration classes, and more. Adult education also includes the more technical task of assisting craftspeople and contractors in keeping abreast of current developments in the field of restoration. Maintaining a directory of architects, historians, restoration craftsmen, and other individuals who work in the field provides related assistance. Such a directory can be used to draw on volunteers and participants for educational events (lectures, slide presentations, demonstrations, etc.), and as a resource to be tapped to help save endangered structures and sites.

Goal: Adult education also includes the basic transfer of information on town preservation policy. The
Town's policies on preservation should be clearly explained to the public, including the meaning of the Preservation Plan and any proposed Historic Overlay District ordinance.

Goal: Brochures should be developed to meet this need, and for those residents who desire more in-depth information, a list of additional resources should be provided. Citizen participation should be encouraged in town studies and other preservation activities.

- **Action:** Use a variety of tools (brochures, video, workshops, and lectures) to educate residents about the Town's historic resources and its preservation policy.

- **Action:** Seek citizen participation in town studies and other preservation activities.

Goal: Town residents should also be educated about the current state of preservation and historic resources in the town. As recommended in the "Identifying & Recognizing Warren's Historic Resources" section of this plan, an up-to date database of all significant historic resources would provide interested residents, developers, and others with preservation information. The database could be maintained in the town's offices or library.

- **Action:** Make available to residents, property owners, developers, builders, realtors, educators, and students an informative database on Bristol County's historic resources.

Goal: The popularity and accessibility of the Internet makes it an important resource for educating town residents and visitors about preservation and historic resources. Both children and adults can benefit from information found on the Internet, and a wide variety of possibilities exist for presenting the educational material. Among the topics that could be addressed are:

- general information on preservation and rehabilitation
- lists of resources for finding additional information and craftspeople
- travel and background information on tourist sites
- a connection to the Town's information database, and virtual tours of historic sites

- **Action**: Capitalize on the popularity of the Internet to educate the community about the County's historic resources.

Heritage Education in the School System

Rhode Island's current Grade Span Expectations require that local history be included starting in the third-grade curriculum. The fifth-grade curriculum includes U.S. history through 1877, and the sixth grade studies U.S. history from 1877 to the present. U.S. history is studied more comprehensively in the eleventh grade, and Rhode Island government is part of the twelfth-grade curriculum.[123]

Goal: Although this program allows for the inclusion of local history early on, the overall curriculum does not make county or community history a priority. A heritage education program can make local history a stronger and more integral component of all levels of education.

Students in Warren are fortunate to live in a community where real places can add substance to the lessons learned in the classroom. A heritage education program would capitalize on the county's existing historic resources -- those real places where history actually occurred -- by using them to complement traditional educational techniques.

[123]Rhode Island Department of Elementary and Secondary Education, "Office of Instruction, Assessment and Curriculum," http://www.ride.ri.gov/instruction/gle.aspx.

- **Action**: Make local history a stronger and more integral component of the Town's school curriculum, beginning with the elementary grades.

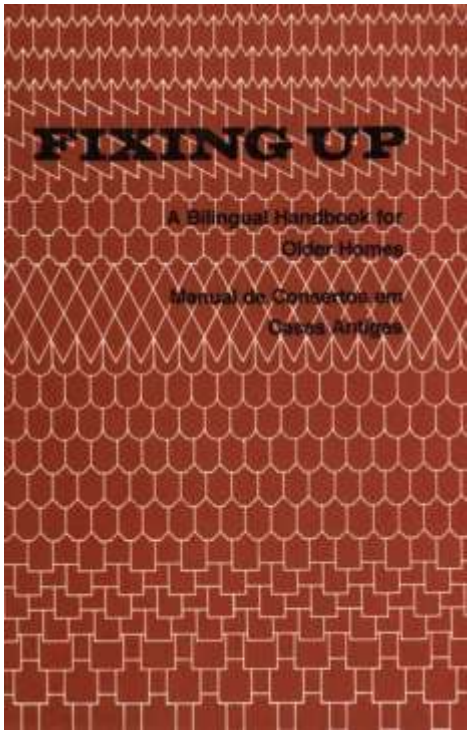
Heritage education is a special approach to teaching and learning about history and culture. It uses the natural and built environment, historic objects, oral histories, community practices, music, dance, and written documents to help students understand their local heritage, and the relationships between that heritage and the surrounding region and the nation as a whole. Heritage education combines research, observation, analysis, and interpretation in the fields of history, geography, economics, archaeology, anthropology, sociology, science, technology, the arts, literature, and theater to provide a better understanding of the themes, issues, events, and people that have shaped our community and our collective memory.

Goal: The heritage education approach forms a partnership between a community and its schools. It creates teaching tools that can engender a preservation ethic in those who will be responsible for the community's historic resources in the future. The continuation of Warren's history, the perpetuation of the stories that describe the town's evolution, and the preservation of the physical resources that illustrate those stories rests with future generations. If we can successfully teach the lessons of the past by using the town's historic natural and built environments, then the future of Warren's community values as well as the town's historic sites appears brighter. Simply put, heritage education fosters good citizenship.

- **Action:** Foster community pride, good citizenship, and stewardship of the Town's historic resources through heritage education programs.

Goal: Some of the typical activities often included in heritage education programs are: fieldtrips to historic sites, house museums, and historic districts; essay contests; the creation of exhibits on local history and preservation; the distribution of preservation oriented workbooks and reading materials; conducting a study of the history of the neighborhoods surrounding area schools and the collection of oral histories of area residents; and the incorporation of preservation issues into classroom lessons on history, the environment, social issues, and community involvement.

An example of a heritage education activity is the following: "A local preservation group invites teachers, students, a librarian, a museum curator, and business leaders to restore an old school building as a community heritage interpretation center. Teachers adapt the project to the school curriculum. As a lesson in language arts, students gather oral histories about the area. As a geography project, students research the culture of the farmers and merchants who settled in the area and their impact on the town.



- **Action:** Using existing resources, including Mosaico Community Development Corporation, develop fieldtrips to a wide range of historic sites throughout Warren.

- **Action:** Update and re-publish Massasoit Historical Association's book *Fixing up: a Bilingual Handbook for Older Homes.*

- **Action**: Create a traveling exhibit similar to the Warren Mill Exhibit, on local history and preservation, supplemented with books related to the exhibition topic, to be viewed at the Warren library, town hall, and local schools.

Goal: All heritage education activities should follow a few basic guidelines, some of which are:

- Incorporate the heritage education approach as early as possible in the school curriculum.
- Base the program on sound research and accepted preservation practices.
- Tell the whole story of the community, tell it accurately, and show how it is linked to the region, state, nation, and world.
- Engage students in a learning program that involves action, not just ideas.
- Forge partnerships that involve the whole community in the process.
- Prepare your teachers first; educate them about preservation so they can better teach our students.

- **Action:** Use the Warren Public Library as a depository for all types of information (printed and website bibliographies, videos, workbooks, fieldtrip information, local history references, speaker's bureau listings, etc.) on historic preservation and heritage education.

Goal: The National Trust for Historic Preservation and the National Park Service can provide technical assistance to support local heritage education activities. The "Teaching with Historic Places" program, a joint effort of these two organizations, provides ready-to-use materials and also trains educators in methods for using historic places as teaching tools. The National Register can provide other tools as well. They include: lists of National Register properties in any geographic region; copies of National Register registration forms, including information on major historic themes, people and events, most of which represent state or local history; the National Register Information System, a computerized database that can find places linked geographically, by historic themes, past or present uses, or associations with important persons; and National Register publications, including bulletins on landscapes, cemeteries, battlefields, and other topics that can help teachers interpret the resources in their community.

Teaching with Historic Places (TwHP) is a program of the National Park Service's Heritage Education Services office. Over the years, TwHP has developed a variety of products and services. These include a series of lesson plans; guidance on using places to teach; information encouraging educators, historians, preservationists, site interpreters, and others to work together effectively; and professional development publications and training courses.

- **Action:** Utilize technical resources provided by the National Trust for Historic Preservation, the National Park Service, and other established organizations to support county heritage education activities.

Goal: In addition, teachers and students can participate in the National Register process by researching and nominating a property to the National Register. This process should be used to focus public awareness on the significance of local historic properties and to foster public support. This could be done by enlisting help from Roger Williams University's Historic Preservation Program or the Rhode Island State Historic Preservation Office.

Publicizing all stages of the process, including survey, public notice, and nomination, is a primary step in gaining this support.

Programs could also be established in which students receive classroom credit for working in the community on preservation issues and projects. Such a program could be geared toward any grade level. More rigorous programs could be established as internships and scholarships for higher grade levels.

- **Action:** Institute programs that encourage students to practice historic preservation in the community.

Publically Owned Historic Properties

MUNICIPAL AND COUNTY GOVERNMENTS OFTEN OWN SOME OF THE MOST IMPORTANT historical resources in the community, including the town hall, libraries, schools, county buildings, and parks. Local governments are responsible for infrastructure improvements, upgrades, and maintenance. Decisions regarding maintenance of municipally owned property and infrastructure improvements may have impacts on local historic resources. According to Bradford J. White and Richard J. Roddewig, authors of *Preparing a Historic Preservation Plan*, "a local municipality must recognize that it should act as a steward of historic resources in the community through preservation of municipally owned property". As societies change, public buildings can become a drain on financial resources. Change in ownership, policy, or use may result in preservation issues concerning historic resources and infrastructure. Warren is no exception and is faced with the same responsibilities and issues[124].

Warren Town Hall
514 Main Street

Current Conditions

The Town of Warren owns some of the most important historical resources in the community. According to the State of Rhode Island's Historic Preservation Plan, "Public buildings have a special place in the appearance of Rhode Island's cities and towns. These buildings are important centers of activity; they serve a larger and more diverse community than the single private building; and they are landmarks, often elaborate and impressive, usually highly visible, many times the chief architectural ornament of their area"[125]. The current policy regarding town owned properties and historical infrastructure in Warren includes maintenance of facilities

[124] Richard J. Roddewig, and Bradford J. White. *Preparing a Historic Preservation Plan*(Chicago: American Planning Association and National Trust for Historic Preservation 1994), 13.
[125]Rhode Island Historic Preservation and Heritage Commission,*Rhode Island State Historic Preservation Plan* (Providence: November 2003).

andsites for "optimum and safe accessibility" while continuing to support regional efforts through the Town Council[126].
It has been expressed by members of the planning department that efforts for historically sensitive maintenance on town owned properties are lacking in Warren. The Warren Department of Public Works (DPW) staff is responsible for maintenance of Town roads, drains, buildings, parks, and Town maintained historic cemeteries. The DPW currently has a small staff that does not apply historic preservation methods to their maintenance actions on historic properties because they are not trained in historic preservation maintenance methods, resulting in a negative effect on historical resources. It is also not required within public policy for the staff to apply preservation maintenance methods to historic town owned properties[127]. This lack of preservation policy is detrimental to the preservation of Town owned historic properties and leaves room for inappropriate maintenance action.

Warren Police Department
1 Joyce Street

Individuals from the planning department have also expressed concern over the de-accessioning of historical Town owned properties, such as the Liberty Street School. According to the Warren town hall website, "The Town of Warren is considering the sale of the Liberty Street School to a qualified investor who can propose a vision for the building's adaptive reuse that fits Warren's dense downtown neighborhood. Respondent individuals or teams must be capable of managing the requisite planning, regulatory approvals, and development process required to realize the proposed use"[128]. While the Town Planner has expressed serious concern for the preservation of the school's historic character, there is currently a weak policy in place regarding the sale of Town owned properties[129]. This weak policy is hindering the Town's ability to care for its historical resources. A stronger policy would enforce the protection of these properties from historically insensitive developers.

The following are town owned civic/institutional buildings and are some of the most significant cultural and historical assets in Warren:

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[126] Warren, Rhode Island, *Town of Warren, Rhode Island Comprehensive Plan*, 1991, as amended in 2003.
[127] Ibid.
[128] http://www.townofwarren-ri.gov/employmentrfp/libertystreetschool.html
[129] http://www.townofwarren-ri.gov/images/Comp_Plan.pdf

- 525 Child Street, School Building, Kickemuit Middle School,1959
- 450 Child Street, Office Building, Bristol Country Water Authority, 1908
- 2 Main Street, Church, 1908
- 514 Main Street, Government Building, Warren Town Hall, 1890
- 790 Main Street, School Building, Mary V. Quirk Elementary School, 1928
- 34 Miller Street, Fire Station, Rescue Station, 1941
- 104 Water Street, Fire Station, "Mechanics" Station 2, 1930
- 342 Metacom Avenue, Fire Station, "Rough and Ready" Station 5, 1928
- 308 Metacom Avenue, Fraternal Building, Veterans of Foreign Wars, 1928
- 1 Joyce Street, Government Building, Warren Police Department, 1903
- 10 Liberty Street, School Building, Liberty Street School, 1847
- Burrs Hill Park, Water Street and Haile Street

Mechanics Fire Station
104 Water Street

Conclusions

The Town of Warren needs to develop stronger policies for the protection of Town owned historic properties. These buildings add value and character to Warren and should be treated with care. The proper preservation of Town owned historic properties sets the standard for preservation throughout Warren. According to White and Roddewig, "a municipality will have only limited success in implementing the preservation plan if it does not take responsibility for

the historic resources over which it has direct control". Warren needs to take definitive action for maintaining Town owned historic properties. In doing so, Warren would demonstrate leadership in historic preservation. Warren should create clear guidelines and policies for the DPW and other entities to follow regarding town owned historic properties and infrastructure.

Recommendations

Goal: Maintain Town owned historic properties in a historically sensitive manner.

- **Action:** Develop a comprehensive plan for implementing improvements and maintenance services to town owned historic resources, planning for the long-range needs of the buildings, grounds, and infrastructure. The Town should adopt a set of preservation principles to base preservation maintenance on. Maintenance should be to the Secretary of Interior's Standards for Rehabilitation *Town Council, Planning Board, Massasoit*

- **Action:** The Warren Department of Public Works (DPW) staff is responsible for maintenance of town roads, drains, buildings, parks, and cemeteries. Provide sufficient administrative and other staff to increasingly improve the efficiency of department services for the betterment of the Town and town owned properties. *Department of Public Works*

- **Action:** Regular maintenance to historic town owned resources should be conducted if these resources will continue to serve the community. When standard maintenance is postponed, the needed repairs can be significantly more expensive than timely repair would have been when problems were first identified. A feasible plan showing resources in order of priority for maintenance and offering clear recommendations for repairs, including budgeting, should be undertaken. This action should be monitored closely for the protection of historical resources. *DPW, Planning Board, Building Inspector, Zoning Inspector*

Goal: Implement an educational program for the DPW that promotes and clarifies protection and proper maintenance of town owned historic resources.

Burr's Hill Park
Water Street and Haile Street

- **Action:** Study ways to increase the efficiency of DPW staff for Town owned properties and infrastructure, including providing resources for guiding repairs and maintenance. Responsibilities of DPW staff should be clear and specific. Guidelines and repairs should follow Secretary of Interior's Standards for Rehabilitation. *DPW, Town Planner, WPS*

Goal: Develop a process for the de-accessioning of town owned historic properties.

- **Action:** During the process of selling or leasing Town owned historic resources, build into the Request for Proposal (RFP) pre-qualifications for developers. When feasible, Town owned historic resources that are no longer in use should undergo historic rehabilitation or develop a plan for appropriate reuse. Developers should have prior experience with historic rehabilitation, if not then another developer must be sought. Developers should be historically sensitive and should follow the Secretary of the Interior's Standards for Rehabilitation. *Town Administrator, Town Planner*

- **Action:** The Town of Warren should record a preservation easement on the exterior of Town owned historic properties that are sold. Easements are an effective method for protecting historic resources. *Town Solicitor, Town Administrator, Town Planner*

Broken Bridge
Kickemuit River

Goal: Preserve historic fabric of town owned infrastructure.

- **Action:** The Town should conduct of survey of all historic sidewalks and crosswalks in Warren, specifically in the downtown and develop excellent pedestrian sidewalk infrastructure in walk-able historic downtown areas and neighborhoods. *DPW, RIDOT, Town Planner*

Goal: Repair the damaged sections of the East Bay Bike Path.

- **Action:** Repairs should be made to the "broken bridge", built in the 1860's as part of the Providence, Warren and Bristol Railroad line, connecting the western section of the bike path with the historic downtown. Interest in this goal was identified during the public workshop. *DPW, RIDOT, Economic Development Board, Town Council, Planning Board, Town Planner*

Historic Open Space

MANY OF THE THINGS THAT HELP DEFINE THE WARREN'S HISTORIC CHARACTER are associated with open space, including agriculture and working farms, historic structures, and scenic vistas. Historic open spaces help to create a sense of place in Warren. Open spaces also provide a respite from the urban milieu by simply offering the aesthetic relief of areas devoid of human construction. Open space also protects our water supply, reduces flood hazards, promotes diversity of plants and wildlife, and provides places for the enjoyment of nature and scenic beauty. By preserving open space within the framework of parks, greenways, and other preserved land, an interconnected system of natural and cultural resources can be established. There are several ways in which open space can benefit the Town of Warren. These reasons include wildlife and native plant habitat, water quality protection and flood prevention, agriculture and forestry, recreation, education, and air quality improvement.

Serpentine Road farm

Current Conditions

All efforts to preserve open space in Warren are governed by the Recreation, Conservation, and Open Space Plan. The organizations that presently work to carry out the plan and preserve historic open space in The Town of Warren are:

The Town of Warren

The Town of Warren uses a publicly voted line of credit, or Open Space Bond, to purchase development rights of "at risk" farmlands and open spaces. This is a limited resource, as funds are restricted. However, it is a proactive approach. The Town currently owns several properties and the development rights to many others.

The Warren Land Trust[130]

The Warren Land Trust has in the past preserved at risk lands. These lands have been acquired either through donation or purchase, though the Trust is now virtually inactive. They have done little in recent years to attain more land or to improve opportunities associated with the land they currently possess.

The Rhode Island Audubon Society (Warren)

The Rhode Island Audubon Society has secured sixty-six (66) acres of land in the Touisset area of Warren, and it is now used as a wild-life refuge which is opened to the public and is equipped with well-kept hiking trails.

Warren Conservation Commission

The Conservation Commission preserves and maintains rights of ways so Warren residents can access open spaces, including the waterfront throughout the town.

Long Lane

Conclusions

Much of the open space in Warren is under threat, due to development pressures pressed by insensitive zoning practices. Much of the open space and farmlands are zoned as R-40. For example, the land along Long Lane, Barton Road, and Touisset Road, which is home to much of Warren's historic farm land, all of which is zoned R40, which means that each lot can be no smaller than 40,000 square feet. When it comes time for a farm owner to sell his land, it makes more economic sense to sell to a developer who could split the land into numerous parcels.

[130]Refer to *Warren's Preservation Organizations*, 125.

Should these lands be developed, the economic, ecological, and cultural impacts would be devastating to the community. Taxes would need to be raised exponentially to cope with increased municipal needs, including utilities and the impact on the school system.

Recommendations

Goal: Understand the cultural and environmentally significant open spaces in Warren

- **Action:** Update the Open Spaces Plan *Conservation Commission (CT)*
- **Action:** Conduct a Resource Evaluation Study *CT*
- **Action:** Conduct a Threat of Loss Analysis *CT*

Goal: Promote one organization to promote open space preservation projects

- **Action:** Reinvigorate the Warren Land Conservation Trust *Warren Land Conservation Trust (LCT)*
-

Goal: Protect cultural resources

- **Action:** Preserve historic landscapes that reflect Warren's rural heritage *All*
- **Action:** Protect and promote working farms *All*
- **Action:** Preserve viewsheds and scenic vistas that provide relief from the built environment *All*

Goal: Inform resource landowners about the values, benefits, and opportunities of preservation

Threat of Loss Analysis: analyzes the probability of development & loss of open space based on location of current municipal limits, water/sewer infrastructure, and developable soils. TOLA examines parcels that are vacant, undeveloped or slightly developed (e.g. one single family house on a lot of 10 acres or greater) that face increased development activity and potential loss of open space or historic resources on-site. TOLA analyzes growth trends and development potential of land within the OSHRP study area, and identifies those parcels facing the most immediate threat and greatest vulnerability from anticipated urbanization.

- **Action:** Encourage resource landowners to do long-range planning for their land *All*
- **Action:** Provide technical assistance and preservation incentives to resource landowners *CC & LCT*
- **Action:** Keep landowners informed of preservation programs and opportunities *LCT*

Touisset Road

Goal: Create an interconnected system of preserved open spaces[131]

- **Action:** Conserve a contiguous network of open, natural areas – a green infrastructure *LCT*
- **Action:** Create efficiency of scale for land management *CC*
- **Action:** Provide recreational and educational benefits to citizens *CC*

Goal: Protect environmentally significant areas

- **Action:** Conserve contiguous forests *CC*
- **Action:** Protect wildlife corridors *CC*
- **Action:** Protect habitat and species diversity *CC*
- **Action:** Protect significant natural features *CC*
- **Action:** Preserve wetlands and stream buffers *CC*

[131]Refer to *Warren's Preservation Organizations*, 125.

Goal: Examine nearby land trusts to get a sense of what the best practices in the area are. The Aquidneck Land Trust is an excellent model to start with. The following suggestions should be implemented:

- Create a clear statement of purpose *LCT*
- Create an informative and user friendly website *LCT*
- Communicate events and project updates to the public *LCT*
- Perform community outreach *LCT*
- Recruit members *LCT*
- Accept only conservation easements as they are easier to manage, ensure that private land stays on municipal tax rolls, limit the Trust's liability, limit stewardship costs for the Trust, and lower acquisition costs *LCT*

Historic Churches

THERE ARE MANY UNIQUE PRESERVATION ISSUES THAT REQUIRE SPECIAL ATTENTION. One of these unique issues is historic religious buildings. Changing demographics can cause a historic religious building to outlive its usefulness, making the building a drain on financial resources. These factors often result in vacant buildings. In a recent publication, The National Trust for Historic Preservation stated, "abandoned religious buildings have become a familiar sight in many communities. A vacant church building can quickly lead to advanced levels of physical deterioration. And in areas where the real estate market is tight, a former church is sometimes targeted for demolition and redevelopment of the site"[132].
The issue, beyond demolition and loss of historic resources, extends to inappropriate reuse. The cultural value of these buildings extends beyond their value as houses of worship[133]. These buildings are landmarks in the community and are often prominently sited. The National Trust for Historic Preservation suggests the following appropriate reuses for historic religious buildings: Arts and cultural facilities, community centers, commercial space, residential conversions, and civic and educational uses.[134]

Warren Baptist Church

Sources of funding can also be an issue for historic religious buildings. Partners for Sacred Places, "the only national, non-sectarian, non-profit organization devoted to helping congregations and their communities sustain and actively use older and historic sacred places", takes many steps to preserve historic houses of worship. Partners for Scared Places programs and services include training programs that "give congregations with older buildings the skills and resources to broaden their base of support". They hold national and regional workshops and conferences where staff members speak about a variety of topics. They have a web-based information center with resources related to the "care and use of older sacred places". Their advocacy initiatives

[132]National Trust for Historic Preservation, "Historic Houses of Worship," http://www.preservationnation.org/issues/historic-houses-of-worship.
[133]Rhode Island Historic Preservation and Heritage Commission, *Rhode Island State Historic Preservation Plan* (Providence: November, 2003) 25.
[134] National Trust for Historic Preservation, "Historic Houses of Worship"

involve working with "public leaders, funders and policy makers, urging them to adopt policies and practices that provide new resources to older religious properties"[135]. Despite efforts by these and other advocacy groups, historic religious buildings are still threatened. Historic religious buildings in Warren face these same unique issues.

Current Conditions

Historic religious buildings in Warren are subject to unique threats, including demolition, lack of membership, proper maintenance and appropriate reuse. Advocacy for the preservation of these buildings has been expressed. Residents of Warren have expressed pride in the many historic religious buildings located in the community. Residents note that a unique piece of Warren history is that the town was once known as the "town of ten churches". Residents have also noted that the First United Methodist Church's steeple is a landmark of the community and the church, erected in 1845, has been called the historic centerpiece of the town[136]. Despite this interest in historic religious buildings, Warren's resources are still under threat. Saint Mark's Church is vacant and the Child Street Church has been demolished and apartment buildings are now located in its place. The consensus from the public opinion poll and public workshop is that there is a lack of funding and resources for how to preserve these structures. The threat of demolition and inappropriate reuse is pressing.

Saint Jean Baptiste Catholic Church

Conclusions

Warren is in need of a strategy for preserving historic religious building if further demolition and inappropriate reuse is to be avoided. The significance of historic religious buildings in Warren has

[135]Partners for Sacred Places, "Who We Are," http://www.sacredplaces.org/who_we_are.htm.
[136] General Board of Global Ministries, "The First United Methodist Church of Warren", The United Methodist Church http://www.gbgm-umc.org/warrenri/.

been treated with little concern despite the value of the structures to the town. Warren residents and religious congregations need to take an active role in the preservation of historic religious structures. Funding for historic religious buildings is often difficult to obtain, but it is possible. Advocates for the preservation of historic religious buildings need to locate and utilize available financial resources. Demolition needs to be avoided and advocates for the preservation of historic religious buildings need to consider appropriate reuse as a tool for preservation. Historic religious buildings should remain staples of community life even if they will no longer be used as houses of worship.

St. Mark's Episcopal Church

Recommendations

Goal: Avoid demolition of historic religious buildings

- **Action:** Demolition of historic religious structures should be discouraged.[137] *Planning Board, Town Council*

Goal: Identify and implement appropriate reuses for historic religious buildings.

- **Action:** The suggestions from the National Trust for Historic preservation for appropriate reuse should be taken into consideration for the reuse of historic religious structures. The National Trust for Historic Preservation suggests the following appropriate reuses for historic religious buildings: Arts and cultural facilities, community centers, commercial space, residential conversions, and civic and educational uses. *Town Council, Planning Board, Warren Preservation Society (WPS)*

Goal: Increase awareness of materials and resources available for the preservation of historic religious structures.

[137] Refer to *Regulatory Controls*, 65.

- **Actions:** The materials and information available from Partners for Sacred Places materials should be made available and utilized by all active congregations in historic religious buildings in Warren. *WPS*

Goal: Identify sources of funding for historic religious buildings

- **Action**: Funding for historically sensitive repairs and reuses of historic religious buildings may be available and should be utilized. Partner's for Sacred Places provides technical and financial assistance to active congregations. These sources should be identified and used where funding is needed. *WPS*

Goal: Increase awareness of the significance of historic religious buildings to the Warren community.

- **Action:** Further community education about historic religious buildings is needed to clearly stress the cultural value of these buildings to members of Warren's community. An updated booklet about the history of historic religious buildings in Warren should be published and a walking tour of historic religious structures should be facilitated. *WPS*

Archaeology

ARCHAEOLOGY IS THE STUDY OF PAST CULTURES THROUGH THE PHYSICAL remains people left behind. These archaeological resources can range from small artifacts, such as arrowheads and clay pipes, to large sites, such Native American villages and barn foundations. Archaeology helps us to appreciate and preserve our shared human heritage. It informs us about the past, helps us understand where we came from, and shows us how people lived, overcame challenges, and developed the societies we have today.[138]

Archaeological resource: the material remains of historic or prehistoric human activity

Because archaeological sites are both a fragile and finite resource, actions must be taken to ensure their protection and preservation. Archaeological resources are, in some respects, under more threat than other historic resources such as historic structures. Due to their nature, they are harder to recognize and are therefore easier to disturb or destroy. Sites are often not discovered until a bulldozer destroys them. Once archaeological sites are destroyed is part or whole, they cannot be restored or recreated. Since average citizens do not interact with archaeology on a regular or even semi-regular basis, it can be difficult to educate them on how to recognize and treat sites. There are already policies at the Federal and State levels; however, much of the damage done to archaeological sites occurs at the town and private levels.

Town Hall's terracotta sign

Current Conditions

The Town of Warren encompasses 6.2 square miles of a peninsula it shares with Bristol, Rhode Island. It is bounded on the west by the Warren River, on the east by Mt. Hope Bay, and on the north by Belchers Cover. The Kickemuit River, which runs north-south, divides the town. Warren's proximity to these multiple bodies of water has encouraged both Native American and colonial settlement in the area for hundreds, possibly thousands of years.[139]

Wampanoag: a Native American nation currently consisting of five tribes, which are located in southeastern Massachusetts and Rhode Island

[138] American Institute of Archaeology, "Lesson Plans: Archaeology 101,"AIA Education Department (2007) 1.

Continuous settlement patterns should have resulted in a rich wealth of archaeological resources, but few sites have been recorded. This is the result of poor planning and insensitive development. At this time, there are no policies in place at the town-level within Warren to protect archaeological resources. The 2003 Warren Comprehensive Plan's "Recreation, Conservation & Open Space Element" does set as a goal the preservation and protection of archaeological resources. It proposes to do so by inventorying sites and changing land use regulations and zoning.[140] The "Natural and Cultural Resources Element" specifically suggests that the town conducts an assessment of archaeologically resources and investigates enacting site plan review, which would include archaeologically resources within its scope.[141] None of these actions proposed in the 2003 Comprehensive Plan have been enacted. All protective measures come from either the Federal or the State governments in the form of Section 106 Review via the Historic Preservation Act or a similar review process via the Rhode Island Historic Preservation Act. The Rhode Island Coastal Resources Management Council (RI CRMC) also requires review in coastal areas.[142]

Burr's Hill Park

Burr's Hill is Warren's only known large archaeological site. It is the location of a cemetery associated with the Wampanoag's village Sowams and was once the location of a Revolutionary War watch tower. The 1975 Statewide Survey recommended that Burr's Hill be nominated to be added to the National Register of Historic Places.[143] Over thirty-five years later, it has not been individually listed to the National Register and was not included in the Waterfront National Historic District, which ends approximately 360 feet away from the site.

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[139] Refer to *A Brief History of Warren*, 19.
[140] Warren, Rhode Island, "Recreation, Conservation & Open Space Element," in *Town of Warren, Rhode Island Comprehensive Plan* (1991, amended in 2003) 5, 8.
[141] Warren, Rhode Island, "Natural and Cultural Resources Element," in *Town of Warren, Rhode Island Comprehensive Plan* (1991, amended in 2003) 17, 20
[142] Refer to Federal Regulations and State Regulation, XX-XX.
[143] Rhode Island Historical Preservation Commission, *Warren, Rhode Island Statewide Preservation Report B-W-1*, (April 1975) 39.

Conclusions

The Town of Warren has a dwindling supply of archaeological sites left. As of right now, archaeological sites only derive protection from existing Federal and State legislation. This means that sites that do not fall under the purview of these laws have little to no legal protection. It would be most beneficial for the Town to proactively adopt its own policies and to engage private developers and citizens in order to save its remaining archaeological resources.However, the specific locations of archaeological sites should not be made available because of the danger of vandalism. The Rhode Island Historic Preservation and Heritage Commission can aid the Town in identifying potential sites before projects are started. Additionally, Placing Burr's Hill on the National Register would allow another layer of protection in terms of Section 106 review. This would hopefully end or slow down desecration to the Wampanoag cemetery, which was prevalent in the past.

Recommendations

Goal: Increase public awareness of the value and importance of Warren's archaeological resources.

- **Action**: Use National Historic Preservation Month to increase the visibility of historic preservation as well as archaeological resources *Warren Preservation Society (WPS)*

- **Action**: Work with local papers to publish article or series of articles on historic and archaeological sites. *WPS*

- **Action**: Work with Mosaico Community Development Corporation (CDC) to incorporate education on archaeology into their current program. *Mosaico CDC*

- **Action:** Establish a more defined relationship with the Anthropology Department at Roger Williams University (RWU). *WPS*

- **Action:** Educate owners and developers of identified properties to enhance their knowledge of the importance of archaeological remains, and seek their cooperation to ensure that prehistoric and historic sites are held in an undisturbed state for possible future studies. *WPS*

Goal: Encourage consideration of archaeological resources in the planning and decision making processes of the public and private sectors.

- **Action**: Include an archaeological review process for Town projects within the Waterfront National Historic District. *Planning Board*

- **Action**: Consult with the Rhode Island Historic Preservation and Heritage Commission (RIHPHC) regarding development proposals and important cultural site locations which may require review by Native American Organizations such as Wampanoag's Tribal Historic Preservation Officer (THPO). *Planning Board*

- **Action:** Amend the demolition ordinance to require a preliminary archaeological survey when historic property is demolished. *Town Council, Planning Board*

Massasoit Memorial

Goal: Identify, evaluate, protect, and preserve the archaeological resources within Warren.

- **Action**: Complete an inventory of Warren's pre-historic and historic archaeological resources. *WPS*

- **Action**: Collect and maintain information on known archaeological sites and areas of archaeological sensitivity. *Town Planner*

- **Action:** Devise a mapping system with generalized archaeological site information. *Town Planner*

- **Action:** Newly discovered archaeological sites should be filed with the State archaeological survey for inclusion in their database. *Town Planner*

- **Action**: Nominated Burr's Hill Park to the National Register of Historic Places or expand the current Waterfront National Historic District to include Burr's Hill. *Town Planner, WVHDC*

Warren's Preservation Organizations

IN MOST COMMUNITIES, HISTORIC PRESERVATION IS PROMOTED primarily through non-profit organizations, with support of the municipality. The following is a list of organizations whose missions and activities influence preservation in the Town of Warren.

Municipal Organizations

Conservation Commission

Incorporated in 1970, the Conservation Commission began a series of programs in 1986 that included an inventory of "unique, aesthetically pleasing places and views that contribute to Warren's character and are valued by residents,"[144] and mapped 575 acres of wetlands other important open spaces. In 1990 voters supported the passage of bond issues[145] that preserved open space by allowing the town to purchase development rights on certain parcels of land. Similar bond issues have been supported every year since. In 1990 the Commission also adopted the Recreation, Conservation and Open Space plan with the goals to "enhance the quality of life in Warren, to retain its special character and to assure that new development takes place in an environmentally sensitive matter."[146] This plan was updated in 1995.
The Conservation Commission currently owns several properties in town that are preserved as public rights-of-way, allowing Warren residents access to the waterfront and other open spaces. They are in the process of purchasing more land.

[144]Walter Nebiker, "Municipal Groups," in Warren 250th Anniversary Commemorative Book: Years 1747-1997 (Springfield, MO: Master Services 1998) 227.
[145] Refer to *Regulatory Controls*, 65.
[146]Nebiker, "Municipal Groups," 227.

Warren Planning Board

The Planning Board is a town commission made up of nine (9) members. The Board acts "in an advisory capacity to the Town Council in all matters concerning the Comprehensive Plan, land use, Zoning Ordinance and Subdivision Regulations, physical growth, and development of the Town of Warren."[147]
Their relationship with the planning process makes them integral to promoting historic preservation.

Warren Voluntary Historic District Committee

The Warren Voluntary Historic District Committee gives a 20% tax credit on work done on the exterior of buildings located in the Warren Voluntary Historic District or that are over one-hundred (100) years old, provided the work conforms to the standards and guidelines set out by the Committee. These standards and guidelines are based on those provided by the National Trust for Historic Preservation and ensure that rehabilitation is suitable for an historic structure. Because it is a voluntary program, property owners who do not wish to conform to these standards may do what they feel is appropriate for their property, though historic rehabilitation is encouraged through the tax credit.

The voluntary program is a workable compromise for a town that went through a community discussion and then rejected a mandatory historic district zoning. The program has had success with encouraging historically appropriate rehabilitation. It does not, however, prevent inappropriate work or demolition of historic structures or in historic areas and it is unclear if property owners who would have otherwise not followed the standards and guidelines were encouraged to do so because of the tax credit. In addition, the Warren Voluntary Historic Preservation Committee is the only regulatory body empowered to make decisions regarding design review as it relates to historic preservation. In most communities this empowerment entails decision making in many situations other than residential rehabilitation. In order to improve historic preservation in Warren, the responsibilities of the WVHPC should be expanded.

[147]Warren, Rhode Island, "Planning Board," Town Hall Online, http://www.townofwarren-ri.gov/townboardsaz/planningboard.html (accessed March 4, 2011).

Other municipal groups include the Economic Development Board and the Town Council[148]

Private Organizations

Massasoit Historical Association

Massasoit Historical Association runs the Maxwell House Museum on Water Street and hosts lectures and other events intended to educate and stimulate interest in history. They also collect and preserve historical relics and documents relating to Warren. In the past they have conducted walking tours of the area and published books about historical architecture as well as living in the past. The number of projects they have undertaken has declined in the past few years.

Mosaico Community Development Corporation

Mosaico is a Community Development Corporation based in Bristol, Rhode Island whose mission is to "understand and respond proactively to the evolving physical, social, and economic needs of the neighborhood and community."[149] In 2010 they expanded their Bristol Sense of Pride program to include Warren students. During fourth grade students participate in classroom talks, walking tours of downtown, and community service projects designed to teach them to appreciate their heritage.

Mosiaco's Bristol program was expanded to Warren students because the school districts combine in middle school. Typically it would be outside of their mission to work in Warren. The Sense of Pride program, however, has been very successful.

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[148]Refer to *Economic Development*, 88 and *Publicly Owned Historic Properties*, 107.
[149]Mosaico Community Development Corporation, "Mosaico," http://www.mosaicocdc.info/index.html (assessed April 16, 2011).

Warren Land Conservation Trust

The Warren Land Conservation Trust was originally founded in 1987 and acquires land or conservation easements either through purchase or donation "for the purpose of engaging in or otherwise promoting for the benefit of the general public the preservation and conservation of the natural resources of the Town of Warren…and unique scenic, natural and historic sites"[150] though now they only focus on protecting natural resources, open space, and wildlife in Warren, with a focus on farmland.[151]

Currently, the Land Trust is virtually inactive. They have done little in recent years to attain more land or improve opportunities associated with the land they currently possess.

The Warren Preservation Society (WPS)

The Warren Preservation Society's objective, expressed in their mission statement "is to promote an interest in the history of Bristol County and Warren, Rhode Island in particular; to preserve their historic integrity and cultural resources; and to educate the public to the historic value of the area." They act as advocates for preservation through their plaquing program, public exhibits and lectures, and walking brochure. They also own the Samuel Randall House at 31 Baker Street which they are in the process of restoring, and whose income from rent helps support other projects.

Managing the Samuel Randall house takes most of the Society's time and energy, though they have re-instated the plaquing program in recent years. The recent Historic Mill Exhibition was also a success, though it was a project that was too large for an all-volunteer organization. Without a dedicated executive director, the Society relies on the free time the members are willing to donate, meaning that the size of the projects they are able to undertake is not consistent.

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[150] Walter Nebiker, "Private Organizations," in Warren 250th Anniversary Commemorative Book: Years 1747-1997 (Springfield, MO: Master Services 1998) 233.
[151] Private Landowner Network, "Warren Land Conservation Trust," http://www.privatelandownernetwork.org/yellowpages/resource.aspx?id=259(accessed March 15, 2011).

Conclusions

There are many organizations in Warren who take an active role in preserving its cultural resources. Unfortunately, many are not well organized and there is little or no cooperation between them in most cases. All of the non-profit groups should reevaluate their mission statement and create a vision statement to ensure they are focused enough to be affective. There should also be regular meetings where at least one representative of each organization is present so larger programs can be collaborated upon and efforts are not unnecessarily overlapped.

Municipal organizations should also have a clear idea of the importance of preservation and how they can best promote it. The WVHDC in particular should expand its role in protecting historic resources.

Recommendations

Conservation Commission

Goal: Protect cultural resources

- **Action:** Preserve historic landscapes that reflect our rural heritage
- **Action:** Protect working farms
- **Action:** Preserve view-sheds and scenic vistas that provide relief from the built environment

Warren Planning Board

Goal: Create vision statement, incorporating historic preservation, for Comprehensive Plan.

Goal: Create plans to mitigate damage to historic buildings when safety is an issue

- **Action:** Utilize the updated inventory of historic resources Hazard Mitigation Plan to prioritize historic buildings if they are damaged.
- **Action:** Encourage town building inspectors and fire inspectors to take courses on historic rehabilitation and adaptive reuse as part of their mandated continued education requirements.

Goal: Encourage historically sensitive development

- **Action:** Strengthen criteria to discourage demolition.
- **Action:** Incorporate VHD in advisory role on demolition review that may impact historic resources
- **Action:** Take a proactive role in regulating for redevelopment of Tourister Mill Complex
- **Action:** Create mandatory cluster or conservation zoning for redevelopment of open spaces.
- **Action:** Assess the effectiveness of the Rural Business Overlay District zoning in maintaining Market Street's rural character

Goal: Promote economic programs that create incentives for historic preservation

- **Action:** Reinstate Storefront Program.

- **Action:** Have a programmatic agreement with RIHPHC so that much of the review can be done by the Voluntary Historic Preservation Committee.

- **Action:** Utilize Economic Development Board for staffing and marketing.

- **Action:** The VHD should be responsible for reviewing the applications.

Warren Voluntary Historic Preservation Committee

Goal: Make application process more user-friendly.

- **Action:** Provide technical services for rehabilitation work, with an illustrated guide.

- **Action:** Provide updated map of current boundaries of Waterfront National Historic District.

- **Action:** Change 100 year mark to include all properties listed on the National Register or State Register of Historic Places

- **Action:** Educate and inform people about the process of listing properties on the National or State Registers.

- **Action:** Create more specific guidelines for rehabilitation and new construction in historic district.

Goal: Increase visibility

- **Action:** Aggressively market the state and federal tax credits

- **Action:** Educate through signage of properties utilizing tax incentives

- **Action:** Host a local workshop in conjunction with Rhode Island Association of Realtors for Warren realtors working with historic properties to increase their knowledge of the VHD and ability to educate potential residents

Goal: Become more actively involved in historic preservation and design review issues in Warren

- **Action:** Create an inclusive public planning process guide regulatory framework for American Tourister Mill.

- **Action:** Overtake responsibility for reviewing designs for the reinstated Storefront Program

- **Action:** Overtake responsibility for design review for new construction within National Register Historic Districts eligible for the new tax stabilization program.

Massasoit Historical Association

Goal: Create a vision statement for future actions

- **Action:** Perform vision analysis study to define an appropriate vision for the organization

- **Action:** Write an updated mission statement to define what actions are within their purview

Goal: Increase visibility to Warren residents

- **Action:** Maintain active web presence and website

- **Action:** Utilize social networking

- **Action:** Consider joining Preserve Rhode Island's Historic Sites Coalition to increase networking and exposure

Goal: Increase membership numbers

- **Action:** Perform feasibility study for hiring paid executive director and staff
- **Action:** Increase volunteer numbers

Goal: Educate Warren residents about historic resources and their preservation

- **Action:** Educate homeowners about proper maintenance of an historic house
- **Action:** Update and re-release *Fixing up: a Bilingual Handbook for Older Homes.*
- **Action:** Reinstate and update walking tours

Warren Land Conservation Trust

Goal: Create a vision statement for future actions

- **Action:** Perform vision analysis study
- **Action:** Write an updated mission statement to define what actions are within their purview
- **Action:** Study Aquidneck Land Trust as a model of local best practices

Goal: Increase visibility to Warren residents

- **Action:** Become an active web presence, with an active website

- **Action:** Utilize social networking

Goal: Increase membership numbers

- **Action:** Perform feasibility study for hiring paid staff
- **Action:** Increase volunteer numbers

Goal: Inform resource landowners about the values, benefits, and opportunities of preservation

- **Action:** Encourage resource landowners to do long-range planning for their land
- **Action:** Provide technical assistance and preservation incentives to resource landowners
- **Action:** Keep landowners informed of preservation programs and opportunities

The Warren Preservation Society (WPS)

Goal: Create a vision statement for future actions

- **Action:** Perform vision analysis study
- **Action:** Write an updated mission statement to define what actions are within their purview
- **Action:** Consider becoming a Local Partner with the National Trust for Historic Preservation

Goal: Increase visibility to Warren residents

- **Action:** Maintain active web presence and website

- **Action:** Utilize social networking
- **Action:** Increase membership numbers
- **Action:** Perform feasibility study for hiring paid staff
- **Action:** Increase volunteer numbers

Goal: Educate Warren residents about historic resources and preservation

- **Action:** Update information about historic resources in Warren
- **Action:** Undertake an updated survey of Warren's historic resources, streetscapes, and historic and prehistoric archaeological sites, in conjunction with Roger Williams University
- **Action:** Prepare nominations for National Register eligible properties and sites.
- **Action:** Update and publish historic churches booklet
- **Action:** Market tax incentives for historic preservation at local, state, and federal levels
- **Action:** Make Partners for Sacred Places materials available to all active congregations in historic church buildings
- **Action:** Use national Historic Preservation Month to increase visibility of historic preservation and archaeological resources
- **Action:** Work with local papers to publish articles about archaeology and historic preservation

- **Action:** Work with Mosaico to incorporate into their current educational program to include archaeological site.

- **Action:** Educate owners and developers of identified properties to enhance their knowledge of the importance of archaeological remains, and seek their cooperation to ensure that prehistoric and historic sites are held in an undisturbed state for possible future studies.

Goal: Become an active participant in preservation issues in Warren

- **Action:** Create a program for all preservation organizations to meet regularly and collaborate on projects.

- **Action:** Participate in the discussion regarding the development of American Tourister.

- **Action:** Do a feasibility study for establishing a revolving fund, looking at potential funders, potentials tools, and feasibility.

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Appendix A

Recommendations at a Glance by Subject

Archaeology

Goals and Action	Action Players
Goal: Increase public awareness of the value and importance of Warren's archaeological resources.	
Action: Use National Historic Preservation Month to increase the visibility of historic preservation as well as archaeological resources Warren Preservation Society	Warren Preservation Society (WPS)
Action: Work with local papers to publish article or series of articles on historic and archaeological sites	WPS
Action: Work with Mosaico Community Development Corporation (CDC) to incorporate education on archaeology into their current program.	WPS, Mosaico CDC
Action: Establish a more defined relationship with the Sociology and Anthropology Department at Roger Williams University.	WPS
Action: Educate owners and developers of identified properties to enhance their knowledge of the importance of archaeological remains, and seek their cooperation to ensure that prehistoric and historic sites are held in an undisturbed state for possible future studies.	WPS
Goal: Encourage consideration of archaeological resources in the planning and decision making processes of the public and private sectors.	
Action: Include an archaeological review process for Town projects within the Waterfront National Historic District.	Planning Board (PB)
Action: Consult with the Rhode Island Historic Preservation and Heritage Commission (RIHPHC) regarding development proposals and important cultural site locations which may require review by Native American Organizations such as Wampanoag's Tribal Historic Preservation Officer (THPO).	PB
Action: Amend the demolition ordinance to require a preliminary archaeological survey when historic property is demolished.	Town Council (TC) , PB
Goal: Identify, evaluate, protect, and preserve the archaeological resources within Warren.	
Action: Complete an inventory of Warren's pre-historic and historic archaeological resources.	WPS

Action: Collect and maintain information on known archaeological sites and areas of archaeological sensitivity.	Town Planner (TP)
Action: Devise a mapping system with generalized archaeological site information.	TP
Action: Newly discovered archaeological sites should be filed with the State archaeological survey for inclusion in their database.	TP
Action: Nominated Burr's Hill Park to the National Register of Historic Places or expand the current Waterfront National Historic District to include Burr's Hill.	TP, Warren Voluntary Historic District Committee

Design Review

Goal and Actions	Action Players
Goal: Improve current design standards that are used for properties participating in the Voluntary Historic Preservation Program.	
Action: Warren Voluntary Historic District Committee adopt should more specific guidelines for rehabilitation and new construction within National Register Historic Districts and on National Register properties.	Warren Voluntary Historic District Committee (WVHDC)
Action: New guidelines should be illustrated and made available to homeowners through the Warren Voluntary Historic District Committee's website.	WVHDC
Goal: Establish a proactive legal framework to discourage demolition of historic resources.	
Action: Amend the demolition ordinance to require a preliminary archaeological survey when a historic property is demolished	Planning Board, Town Council
Action: Amend the demolition ordinance to protect historic resources	
Action: Design review can be achieved through local historic district zoning but at this time we do not feel the public will support such measure. If in the future, the public education about the benefits of local historic district zoning is elevated, the topic should be revisited. There are other options we recommend the town to explore in lieu of local historic district zoning; • Cluster/conservation development zoning • Form-base zoning • Conservation districts	

Historic Churches

Goal and Actions	Action Players
Goal: Avoid demolition of historic religious buildings	
Action: Demolition of historic religious structures should be discouraged.	Planning Board (PB), Town Council (TC)
Goal: Identify and implement appropriate reuses for historic religious buildings.	
Action: The suggestions from the National Trust for Historic preservation for appropriate reuse should be taken into consideration for the reuse of historic religious structures. The National Trust for Historic Preservation suggests the following appropriate reuses for historic religious buildings: Arts and cultural facilities, community centers, commercial space, residential conversions, and civic and educational uses.	PB, TC, Warren Preservation Society (WPS)
Goal: Increase awareness of materials and resources available for the preservation of historic religious structures.	
Actions: The materials and information available from Partners for Sacred Places materials should be made available and utilized by all active congregations in historic religious buildings in Warren.	WPS
Goal: Identify sources of funding for historic religious buildings	
Action: Funding for historically sensitive repairs and reuses of historic religious buildings may be available and should be utilized. Partner's for Sacred Places provides technical and financial assistance to active congregations. These sources should be identified and used where funding is needed.	WPS
Goal: Increase awareness of the significance of historic religious buildings to the Warren community.	
Action: Further community education about historic religious buildings is needed to clearly stress the cultural value of these buildings to members of Warren's community. An updated booklet about the history of historic religious buildings in Warren should be published and a walking tour of historic religious structures should be facilitated.	WPS

Identifying & Recognizing Warren's Historic Resources

Goal and Actions	Action Players
Goal: Have an updated and complete list of all of its historical resources in Warren.	
Action: The Warren Preservation Society (WPS) should undertake an updated survey of Warren's historic resources, with the oversight of the Rhode Island Historical Preservation & Heritage Commission. The WPS should explore the possibility of partnering with Roger Williams University (RWU) to complete the survey.	Warren Preservation Society (WPS)
Action: Complete an inventory of Warren's pre-historic and historic archaeological resources.	WPS
Action: Include street features such as historic cobblestone crosswalks in town-wide survey of historical and archaeological resources.	WPS
Action: Inventory publically owned historic properties and buildings.	Tax Assessor
Action: Survey and keep and inventory of all historically significant viewsheds.	Conservation Commission, Town Planner, Warren Voluntary Historic District Commission (WVHDC)
Goal: Identify Warren's historic resources.	

Action: Throughout the course of the windshield survey conducted by the RWU Graduate Preservation Planning class, we identified a few properties and districts that had the most potential to be listed on the National Register of Historic Places. The following properties are eligible for the National Register of Historic Places (NR). We recommend that they be documented and nominated for the NR by the Warren Preservation Society.
• Individual Properties
  ○ Mason Farmhouse, c. 1850
  ○ The Flaggery, c. 1895
  ○ Fireproof House, c. 1915
  ○ Augustus H. Fiske House, 1921
  ○ Country Club Cleansers, c. 1950
• Districts
  ○ Burr's Hill Park/Greene's Landing
	WPS

Incentives

Goal and Actions	Action Players
Local Incentives	
Goal: Make the Warren Voluntary Historic Preservation Program (WVHPP) more accessible to more houses within Warren, and to make the WVHPP the main resource for information on historic preservation tax credits.	
Action: Change the requirements of the WVHPP to be any property listed on the National Register or State Register. (Use the four page application on the RIHPHC website that allows for any home that falls into certain categories to be listed on the State Register.) Changing the criteria will allows all the properties that qualify for the local tax credit to also qualify for federal and state tax credits.	Warren Voluntary Historic District Committee (WVHDC)
Action: Consult with the RIHPHC to become more acquainted with helping homeowners fill out the four page form to be listed on the state register, as well as how to fill out the forms to be listed on the National Register.	WVHDC
Action: Consult with the RIHPHC to become more acquainted with helping homeowners fill out forms to apply for the federal and state tax credits (please see current Federal and State incentives for more information).	WVHDC
Action: Work with homeowners performing rehabilitation work , by providing examples of best case scenarios for what is most commonly seen within the properties of Warren (such as fixing clapboards).	WVHDC
Action: Publish an illustrated guideline to help guide rehabilitation work (this could also make the WVHPP more publically accessible.	WVHDC
Action**:** Become the main place for Warren residents to receive information about any incentives within Warren from Federal, State, and Local groups.	WVHDC
Goal: Re-establish the Warren Storefront Improvement Program.	
Action: Consult the WVHPP as an advisory committee for any storefronts within the Waterfront National Register District. This will leave time for the Town Planner to look at the other storefronts wanting to go through the program.	WVHDC
Action: Establish the Economic Development Committee as the main group for marketing this program.	Economic Development Board
Goal: Establish a Revolving Loan Fund.	

Action: Establish a committee to perform a feasibility study for a revolving loan fund.	Warren Preservation Society (WPS)
Action: Determine potential lenders such as, town government, preservation advocates, and other key residents within Warren as part of the committee.	WPS
Action: Research existing revolving funds, program guidelines, processes for the fund, application forms, uses, lengths of the loans, amount the loans, and eligibility.	WPS
Action: Determine permitted uses.	WPS
Action: Set eligibility requirements for borrowers.	WPS
Action: Set a minimum and maximum amount for loans given through the fund.	WPS
Action: Set up a review process for loan applications.	WPS
Action: Determine the administrative duties and staffing needs associated with the program.	WPS
Action: Promote the revolving loan fund and capitalize with funds from grants and individual donations.	WPS
Action: Explore the option of establishing the revolving fund with Bristol, RI. This could expand the amount of resources at the Funds disposal.	WPS

Other Town Planning Documents

Goal and Actions	Action Players
Planning Documents	
Goal: Have all Town planning documents be cohesive and pro-historic preservation	
2003 Comprehensive Plan	
Action: Create an overall vision statement	Planning Board (PB), Town Council (TC), Town Planner (TP)
Action: Include the Warren Voluntary Historic District Program and Committee	PB, TP, Warren Voluntary Historic District Committee (WVHDC)
Natural and Cultural Resources Element	
Action: Complete an updated survey of all historic and archaeological resources	Massasoit Historical Association (MHA), Warren Preservation Society (WPS), WVHDC
Action: Expand Waterfront National Register Historic District to the north, south, and east	MHA,TP, WPS, WVHDC
Action: Continue relationship with the Historic Preservation Program at Roger Williams	MHA, WPS, WVHDC

University	
Land Use Element	
Action: Establish a clear vision of land use patterns	PB,TC,TP
Recreation, Conservation, and Open Space Element	
Action: Provide digital copies of all Warren town plans on the official Warren town website	TP
Action: Create new vision statement to place in element	Conservation Commission (CC), TP
Action: Devise a program for historic tree, which could include tree plaquing	MHA, Tree Commission, WPS, WVHDC
Action: Warren should update and amend the Recreation, Conservation and Open Space Plan (RCOS) as it has been over fifteen years since its last update and it serves as the entirety of the Element	CC, TP
Circulation Element	
Action: Include historic cobblestone crosswalks in town-wide survey of historical and archaeological resources	MHA, WPS, WVHDC
Action: Enact an ordinance for the protection of historic stone walls, hedgerows and other rural remnants on town owned property	PB, TC, WVHDC
Services and Facilities Element	
Action: Add maintaining Warren's publically owned, older buildings in a historically sensitive manner to the list of goals	Department of Public Works (DPW), WVHDC
Action: Inventory publically owned historic properties and buildings	Tax Assessor
Action: Devise a maintenance schedule for historic structures which is historically sensitive and conforms to the Secretary of the Interior's Standards for Rehabilitation	DPW, TC, TP
Low and Moderate Income Housing Plan	
Action: Revaluate locations of potential new development using historical significance as a criteria	Housing Director (HD), PB, TC, WVHDC
Action: Update Plan to reflect the creation of the Voluntary Historic District Committee and Program	HD, PB, TC, WVHDC
Waterfront Development Plan	
Action: Update Plan to reflect the creation of the Voluntary Historic District Committee and Program	PB, TC, WVHDC
Action: Allow multi-family homes in waterfront district	PB, TC

Action: Better describe the building types within the district. This should include multi style and functions	MHA, WPS, WVHDC
Hazard Mitigation Plan	
Action: Assess flood zone building regulations and look into adding exception for changes of use of historic buildings in the Waterfront National Historic District	Building Inspector (BI), TP, WVHDC
Action: Create an inventory of Warren's historic structures via a survey suggested earlier within this chapter	TP, WVHDC
Action: Create an inventory of all museum collections, archives, and libraries within the Town as to protect Town history and intellectual knowledge	MHA, TP,WPC
Action: Create guidelines on how to approach historic structures that are damaged based on the amount and nature of damage and the historical significance of the property	BI, WVHDC
Action: When a structure must be demolished, full documentation should be done unless unsafe to do so	BI, WVHDC
Studies	
Goal: Recommendations provided within studies will be taken into consideration when the Town is making decisions regarding historical resources	
Wind Energy Project Final Report	
Action: Survey and keep an inventory of all historical significant viewsheds	CC, TP, WVHDC
Action: Create guidelines on what is and what is not acceptable development in terms of large scale alternative energy systems and other large infrastructure projects	PB, TC, TP
Evaluation of the Bristol County Water Authority Sources, Interconnections and Treatment Plant	
Action: When public works are located in historic structures, upgrading and retrofitting should be reviewed and done sensitively	DPW
Action: When upgrading systems located within publically owned structures, the work should not take away from the historical significance of the structure or disturb architecturally defining features	DPW
Environmental Assessment Water Street Improvements	
Action: Formulate a town-size version of Section 106 Review for when municipal project do not include State or Federal funding	PB, TC
Action: Hire an archaeologist to monitor projects that break ground	PB, TC, TP

Action: Created a map of the 2003 updates to the Waterfront National Register District	WVHDC
Action: Provide consultant, contractors, and applicable municipal departments with updated map	WVHDC
Touisset Point and Highlands Wastewater Management & Water Supply Impact Study	
Action: Develop long-term plans for natural resource depletion and pollution	PB, TC, TP
Touisset Build-Out Study	
Action: Conduct updated build-out study of the Touisset area as zoning changes	TC, TP
Action: Conduct build-out studies for areas outside of Touisset	TC, TP

Publically Owned Historic Properties

Goal and Actions	Action Players
Goal: Maintain Town owned historic properties in a historically sensitive manner.	
Action: Develop a comprehensive plan for implementing improvements and maintenance services to town owned historic resources, planning for the long-range needs of the buildings, grounds, and infrastructure. The Town should adopt a set of preservation principles to base preservation maintenance on. Maintenance should be to the Secretary of Interior's Standards for Rehabilitation	Massasoit Historical Association (MHA), Planning Board (PB), Town Council (TC)
Action: The Warren Department of Public Works staff is responsible for maintenance of town roads, drains, buildings, parks, and cemeteries. Provide sufficient administrative and other staff to increasingly improve the efficiency of department services for the betterment of the Town and town owned properties.	Department of Public Works (DPW)
Action: Regular maintenance to historic town owned resources should be conducted if these resources will continue to serve the community. When standard maintenance is postponed, the needed repairs can be significantly more expensive than timely repair would have been when problems were first identified. A feasible plan showing resources in order of priority for maintenance and offering clear recommendations for repairs, including budgeting, should be undertaken. This action should be monitored closely for the protection of historical resources.	Building Inspector, DPW, PB, Zoning Inspector
Goal: Implement an educational program for the DPW that promotes and clarifies protection and proper maintenance of town owned historic resources.	

Action: Study ways to increase the efficiency of DPW staff for Town owned properties and infrastructure, including providing resources for guiding repairs and maintenance. Responsibilities of DPW staff should be clear and specific. Guidelines and repairs should follow Secretary of Interior's Standards for Rehabilitation.	DPW, Town Planner (TP), Warren Preservation Society (WPS)
Goal: Develop a process for the de-accessioning of town owned historic properties.	
Action: During the process of selling or leasing Town owned historic resources, build into the Request for Proposal (RFP) pre-qualifications for developers. When feasible, Town owned historic resources that are no longer in use should undergo historic rehabilitation or develop a plan for appropriate reuse. Developers should have prior experience with historic rehabilitation, if not then another developer must be sought. Developers should be historically sensitive and should follow the Secretary of the Interior's Standards for Rehabilitation.	Town Administrator (TA), TP
Action: The Town of Warren should record a preservation easement on the exterior of Town owned historic properties that are sold. Easements are an effective method for protecting historic resources.	TA, TP, Town Solicitor
Goal: Preserve historic fabric of town owned infrastructure.	
Action: The Town should conduct of survey of all historic sidewalks and crosswalks in Warren, specifically in the downtown and develop excellent pedestrian sidewalk infrastructure in walk-able historic downtown areas and neighborhoods.	DPW, RI Department of Transportation (RIDOT), TP
Goal: Repair the damaged sections of the East Bay Bike Path.	
Action: Repairs should be made to the "broken bridge", built in the 1860's as part of the Providence, Warren and Bristol Railroad line, connecting the western section of the bike path with the historic downtown. Interest in this goal was identified during the public workshop.	DPW, Economic Development Board, PB, RIDOT, TC, TP

Public Perception of Historic Preservation in Warren

Goal and Actions	Action Players
Goal: Increase public understanding of historically and architecturally significant resources	
Action: The Warren Preservation Society and /or Massasoit Historical Society should create a history of the town using an updated survey of historic resources.	Massasoit Historical Society (MHS) WPS, Warren Preservation Society (MHS)

Goal: Increase public awareness of historic preservation related resources.	
Action: The Warren Voluntary Historic District Committee should increase awareness of state financial incentives. The VHD committee should use signage to promote awareness of tax incentives.	Warren Voluntary Historic District Committee (WVHDC)
Action: The publication Fixing up: a Bilingual Handbook for Older Homes is a book about caring for older buildings that including recommendations for appropriate repairs, published in 1979 by Massasoit Historical Association, should be re-released.	MHS
Goal: Create a clear voluntary historic district process for resident convenience and ease	
Action: The WVHDC should use examples of other historic committee and commission guidelines to demonstrate a clear process. This includes creating clear district guidelines. The process should be easy to follow for all property owners in Warren.	Town Council, Town Planner, WVHDC

Regulations

Goal and Actions	Action Players
Local Regulations	
Goal: Encourage zoning regulations that will stop agricultural land from being developed as strictly R40.	
Action: Implement cluster/conservation development zoning in place of the current cluster zoning.	Planning Board (PB)
Action: Make cluster zoning the mandatory development zoning for all agricultural land.	PB
Goal: Stop the loss of historic fabric and context within the current built environment.	
Action: Implement form-base zoning.	PB
Action: Develop guidelines for building facades, building relations, and building scale.	PB
Action: Create a conservation district where there is currently an active threat to historic fabric. • The area is not eligible to become a local historic district. • There is community is in opposition to a local historic district. • Protect their neighborhoods from unwanted blight, demolition, or incompatible construction. Therefore the preservation of elements such as lot acreage and house	PB

size is of their main concern and does not require a local historic district.	
Goal: Encourage new businesses within the downtown area.	
Action: Review other town parking regulations for downtown areas.	PB, Town Council (TC)
Action: Make the Village Business Parking requirement zero for new businesses. (Town Council and Planning Board)	PB, TC
Goal: Encourage good redevelopment of the American Tourister Mill.	
Action: Set up a public Planning guide committee.	PB
Action: Establish a cohesive redevelopment guideline for the American Tourister Mill.	PB
Action: Write guidelines as a regulatory document.	PB
Goal: Strengthen Warren's Demolition Ordinance to stop unwanted demolition of historic structures.	
Action: Review other demolition ordinances.	PB, TC
Action: Add definitions to the demolition ordinance for demolition, historic district, significant building, and etc.	PB, TC
Action: Expand the ordinance for any structure that is listed on or within a state or federal register.	PB, TC
Action: No permit for demolition of a building determined to be significant building shall be granted until all proceedings relating to amendments of the zoning ordinance of the town have been completed.	PB, TC
Action: No permit for erection of a new structure on the site of an existing building over fifty years old may be issued prior to issuance of a permit for demolition of such existing building.	PB, TC
Action: Enact more regulations into the current demolition ordinance that will help strengthen the ordinance. Please see examples of other regulations listed below from the Cambridge, MA demolition ordinance that could help strengthen Warren's. • The building commissioner will send a copy of each demolition application to the Warren Voluntary Historic Preservation Committee for determination whether the building is a historic or significant building. • If the subject of the permit is deemed to be significant no demolition permit or building permit for new construction or alterations on the premises shall be issued	PB, TC

until six months after the date of such determination by the VHDC. The building commissioner may issue a demolition permit for a preferably preserved significant building at any time after receipt of written advice from the commission to the effect either. • If committee is satisfied that there is no reasonable likelihood that either the owner or some other person or group willing to purchase the preferably preserved building, or • No permit will be given until the Warren Voluntary Historic District Committee is satisfied that at least six months has passed since the owner first sought the advice of the committee in locating a person or group that might be willing to purchase such building and to preserve, rehabilitate, or restore the same, the owner of the preferably preserved significant building has made continuing, bona fide, reasonable and unsuccessful efforts to locate such a partner. • No permit for demolition of a building determined to be a significant structure shall be granted until plans for use or development of the site after demolition have been filed with the building department and found to comply with all laws pertaining to the issuance of a building permit, or if for a parking lot, a certificate of occupancy, for that site. All approval necessary for the issuance of such a building permit or certificate of occupancy including without limitation any necessary zoning variances or special permits, must be granted and all appeals from the granting of such approvals must be concluded, prior to the issuance of a demolition permit.	

Warren Preservation Organizations

Goal and Actions	Action Players
Goal: Protect cultural resources	
Action: Preserve historic landscapes that reflect our rural heritage	Conservation Commission
Action: Protect working farms	Conservation Commission
Action: Preserve view-sheds and scenic vistas that provide relief from the built environment	Conservation Commission
Goal: Create vision statement, incorporating historic preservation, for Comprehensive Plan.	
Goal: Create plans to mitigate damage to historic buildings when safety is an issue	
Action: Utilize the updated inventory of historic resources Hazard Mitigation Plan to	Warren Planning Board

prioritize historic buildings if they are damaged.	
Action: Encourage town building inspectors and fire inspectors to take courses on historic rehabilitation and adaptive reuse as part of their mandated continued education requirements.	Warren Planning Board
Goal: Encourage historically sensitive development	
Action: Strengthen criteria to discourage demolition.	Warren Planning Board
Action: Incorporate VHD in advisory role on demolition review that may impact historic resources	Warren Planning Board
Action: Take a proactive role in regulating for redevelopment of Tourister Mill Complex	Warren Planning Board
Action: Create mandatory cluster or conservation zoning for redevelopment of open spaces.	Warren Planning Board
Action: Assess the effectiveness of the Rural Business Overlay District zoning in maintaining Market Street's rural character	Warren Planning Board
Goal: Promote economic programs that create incentives for historic preservation	
Action: Reinstate Storefront Program.	Warren Planning Board
Action: Have a programmatic agreement with RIHPHC so that much of the review can be done by the Voluntary Historic Preservation Committee.	Warren Planning Board
Action: Utilize Economic Development Board for staffing and marketing.	Warren Planning Board
Action: The VHD should be responsible for reviewing the applications.	Warren Planning Board
Goal: Make application process more user-friendly.	
Action: Provide technical services for rehabilitation work, with an illustrated guide.	Warren Voluntary Historic Preservation Committee (WVHPC)
Action: Provide updated map of current boundaries of Waterfront National Historic District.	WVHPC
Action: Change 100 year mark to include all properties listed on the National Register or State Register of Historic Places	WVHPC
Action: Educate and inform people about the process of listing properties on the National or State Registers.	WVHPC
Action: Create more specific guidelines for rehabilitation and new construction in historic district.	WVHPC
Goal: Increase visibility	
Action: Aggressively market the state and federal tax credits	WVHPC

Action: Educate through signage of properties utilizing tax incentives	WVHPC
Action: Host a local workshop in conjunction with Rhode Island Association of Realtors for Warren realtors working with historic properties to increase their knowledge of the VHD and ability to educate potential residents	WVHPC
Goal: Become more actively involved in historic preservation and design review issues in Warren	
Action: Create an inclusive public planning process guide regulatory framework for Tourister Mill.	WVHPC
Action: Overtake responsibility for reviewing designs for the reinstated Storefront Program	WVHPC
Action: Overtake responsibility for design review for new construction within National Register Historic Districts eligible for the new tax stabilization program	WVHPC
Goal: Create a vision statement for future actions	
Action: Perform vision analysis study to define an appropriate vision for the organization	Massasoit Historical Association
Action: Write an updated mission statement to define what actions are within their purview	Massasoit Historical Association
Goal: Increase visibility to Warren residents	
Action: Maintain active web presence and website	Massasoit Historical Association
Action: Utilize social networking	Massasoit Historical Association
Action: Consider joining Preserve Rhode Island's Historic Sites Coalition to increase networking and exposure	Massasoit Historical Association
Goal: Increase membership numbers	
Action: Perform feasibility study for hiring paid executive director and staff	Massasoit Historical Association
Action: Increase volunteer numbers	Massasoit Historical Association
Goal: Educate Warren residents about historic resources and their preservation	
Action: Educate homeowners about proper maintenance of an historic house	Massasoit Historical Association
Action: Update and re-release *Fixing Up*	Massasoit Historical Association
Action: Reinstate and update walking tours	Massasoit Historical Association
Goal: Create a vision statement for future actions	
Action: Perform vision analysis study	Warren Land Conservation Trust
Action: Write an updated mission statement to define what actions are within their purview	Warren Land Conservation Trust
Action: Study Aquidneck Land Trust as a model of local best practices	Warren Land Conservation Trust

Goal: Increase visibility to Warren residents	
Action: Become an active web presence, with an active website	Warren Land Conservation Trust
Action: Utilize social networking	Warren Land Conservation Trust
Goal: Increase membership numbers	
Action: Perform feasibility study for hiring paid staff	Warren Land Conservation Trust
Action: Increase volunteer numbers	Warren Land Conservation Trust
Goal: Inform resource landowners about the values, benefits, and opportunities of preservation	
Action: Encourage resource landowners to do long-range planning for their land	Warren Land Conservation Trust
Action: Provide technical assistance and preservation incentives to resource landowners	Warren Land Conservation Trust
Action: Keep landowners informed of preservation programs and opportunities	Warren Land Conservation Trust
Goal: Create a vision statement for future actions	
Action: Perform vision analysis study	Warren Preservation Society
Action: Write an updated mission statement to define what actions are within their purview	Warren Preservation Society
Action: Consider becoming a Local Partner with the National Trust for Historic Preservation	Warren Preservation Society
Goal: Increase visibility to Warren residents	
Action: Maintain active web presence and website	Warren Preservation Society
Action: Utilize social networking	Warren Preservation Society
Action: Increase membership numbers	Warren Preservation Society
Action: Perform feasibility study for hiring paid staff	Warren Preservation Society
Action: Increase volunteer numbers	Warren Preservation Society
Goal: Educate Warren residents about historic resources and preservation	
Action: Update information about historic resources in Warren	Warren Preservation Society
Action: Undertake an updated survey of Warren's historic resources, streetscapes, and historic and prehistoric archaeological sites, in conjunction with Roger Williams University	Warren Preservation Society
Action: Prepare nominations for National Register eligible properties and sites.	Warren Preservation Society
Action: Update and publish historic churches booklet	Warren Preservation Society
Action: Market tax incentives for historic preservation at local, state, and federal levels	Warren Preservation Society
Action: Make Partners for Sacred Places materials available to all active congregations in historic church buildings	Warren Preservation Society

Action: Use national Historic Preservation Month to increase visibility of historic preservation and archaeological resources	Warren Preservation Society
Action: Work with local papers to publish articles about archaeology and historic preservation	Warren Preservation Society
Action: Work with Mosaico to incorporate into their current educational program to include archaeological site.	Warren Preservation Society
Action: Educate owners and developers of identified properties to enhance their knowledge of the importance of archaeological remains, and seek their cooperation to ensure that prehistoric and historic sites are held in an undisturbed state for possible future studies	Warren Preservation Society
Goal: Become an active participant in preservation issues in Warren	
Action: Create a program for all preservation organizations to meet regularly and collaborate on projects.	Warren Preservation Society
Action: Participate in the discussion regarding the development of American Tourister.	Warren Preservation Society
Action: Do a feasibility study for establishing a revolving fund, looking at potential funders, potentials tools, and feasibility.	Warren Preservation Society

The Poll

Welcome to the Preservation Planning Survey for Warren, RI!!

Legal Message
This page introduces the survey and also is the consent form.

ABOUT THIS SURVEY
You are invited to voluntarily participate in a survey to assess the public opinion of Historic Preservation issues in Warren, RI. This survey is associated with a graduate-level Roger Williams University course project for Historic Preservation Planning, and is not affiliated with the views of the Town of Warren, unless they so choose.

If you agree to participate, your participation will involve completing this short survey which should take roughly 5 minutes. You may choose not to answer some or all of the questions. You may leave the survey at any time before completing it. Your name will not appear on your completed survey and no identifying information is being collected. The survey is hosted on a secure server and only the principal investigators have access to the survey data. You can start the survey, pause and return later to finish, if you wish. Questions followed by an asterisk (*) are "required."

RISKS AND BENEFITS
There are no known risks from your participation. There is no cost to you except for your time and you are not compensated monetarily or otherwise for participation in this study.

CONTACT INFORMATION
You can obtain further information from the principal investigator Arnold Robinson. If you have questions concerning your rights as a research subject, you may call the Roger Williams University Human Subjects Review Board administrator at 401-254-3664.

Personal Message
Thank you for participating in our project. If you have any questions or concerns you may contact the instructor of the course;

Arnold Robinson, Professor of Historic Preservation
arobinson@rwu.edu

DROP THIS SURVEY OFF AT A DROP BOX LOCATED AT:

Coffee Depot – Warren Town Hall – Haile Library - Sip and Dip

YOU MAY ALSO RETURN THIS SURVEY BY MAIL TO: Arnold Robinson, SAAHP, Roger Williams University, One Old Ferry Road, Bristol, RI 02809-2921

Preservation Planning Survey for Warren, RI

Mission: To understand the concerns and priorities of the Warren community regarding historic preservation.

1. The following elements contribute to the overall character of Warren:

	Disagree					Agree
Open Space and Working Farms	1	2	3	4	5	6
Historic Downtown	1	2	3	4	5	6
Waterfront Cottage Neighborhoods	1	2	3	4	5	6
Modern Subdivisions	1	2	3	4	5	6
Franchise Restaurants and Retail	1	2	3	4	5	6

2. To what extent is it important that Warren address the following issues in the next five years?

	Not Important					Very Important
Attracting New Businesses to Downtown	1	2	3	4	5	6
Improving Infrastructure	1	2	3	4	5	6
Zoning/Regulation Reform	1	2	3	4	5	6
Improving Image/Beauty	1	2	3	4	5	6
Addressing Vacant Buildings/Blight	1	2	3	4	5	6
Preservation of Open Space	1	2	3	4	5	6
New Development	1	2	3	4	5	6

3. How important are the following to Warren's unique character:

	Not Important					Very Important
Historic Churches	1	2	3	4	5	6
Historic School Buildings	1	2	3	4	5	6
Historic Barns	1	2	3	4	5	6
Historic Mills	1	2	3	4	5	6

4. How capable is the existing regulatory system of protecting Warren's older buildings:

Not Capable Very Capable

1 2 3 4 5 6

5. New development is more important than maintaining older buildings:

Disagree Agree

1 2 3 4 5 6

6. There are quality of life benefits to saving and maintaining older buildings as well as emphasizing Warren's history:

Disagree Agree

1 2 3 4 5 6

7. Agricultural activities and historic farmland should have a place in Warren's future:

Disagree Agree

1 2 3 4 5 6

8. Of the following options, which are the greatest contributors to the loss of older buildings and open farm land: Please, check all that apply

Leniency in Regulatory Control
Property Owner Neglect
Property Owners Lack of Time and Knowledge
Too Many Vacant or Under Utilized Buildings
Lack of Political Support
Lack of General Public Interest/Education
Lack of Supportive Financial Resources
Rental Properties have Absentee Owners
Other

9. How might preserving Warren's older buildings and open spaces be beneficial? Please check all that apply

Attracts and Retains Businesses
Attracts and Retains Residents
Expands Educational Opportunities
Makes Town More Sustainable/Green
Improves Quality of Life
Supports Tourism
Preserves Memories and History for Future
Promotes Economic Development

Thank you for answering the above questions, before finishing the survey it would be extremely helpful if you could provide some simple demographic information about yourself.

Age:

Under 18 45-54

18-29	55-64
30-44	65 and older

Check all that apply.
I am a:

Warren Resident	Bristol Resident
Warren Business Owner	Visitor
Warren Employee	Other
Barrington Resident	

If you are a Warren resident or business owner, how long have you lived or worked in Warren? _____

Please include additional comments in the box provided below:

DROP THIS SURVEY OFF AT A DROP BOX LOCATED AT: Coffee Depot – Warren Town Hall – Haile Library

YOU MAY ALSO RETURN THIS SURVEY BY MAIL TO: Arnold Robinson, SAAHP, Roger Williams University, One Old Ferry Road, Bristol, RI 02809-2921

Poll Results

Results for the Preservation Planning Survey for Warren, RI

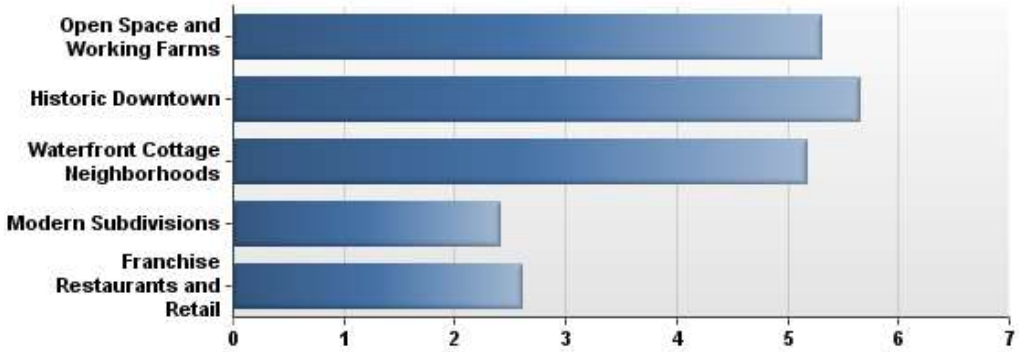
Introduction

The Warren Historic Preservation Public Opinion Poll (the Poll) was created for the purpose of reaching a large number of people to assess their views on historic resources and possible method of preservation. The Poll was created in collaboration with RWU Professor Kathleen Micken, of the Marketing Department within the Gabelli School of Business at RWU. The primary distribution method was the internet, through the Roger Williams University subscription to Qualtrics.com. The online poll was accessed through an address on the World Wide Web, and a link to this site was e-mailed to all PAC members so that they could forward the link to the Poll to all of their organizations, colleagues and Warren residents via email.

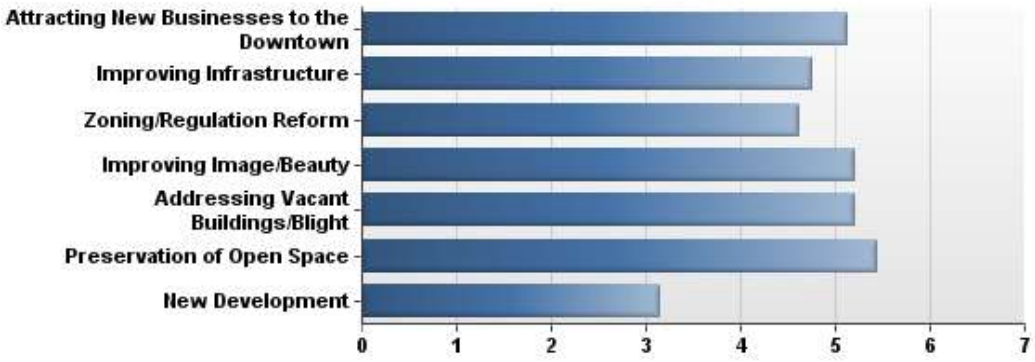
The Poll and link was also publicized and made available through articles in the *Bristol-Warren Patch* (an on-line daily newsletter) and several articles in the *Warren Times-Gazette*. Information about the Poll was also posted on flyers around Town. Paper copies of the poll (and drop boxes for completed copies) were available at the Coffee Depot, Town Hall and the George Haile Library. The Poll was open for responses from April 4-21, 2011.

In total, one hundred and eighty responses were received through both the internet and paper copies. The internet was the primary method of response, tallying 148 completed online polls, with 40 copies being completed and submitted on paper. The following is a summary of the responses:

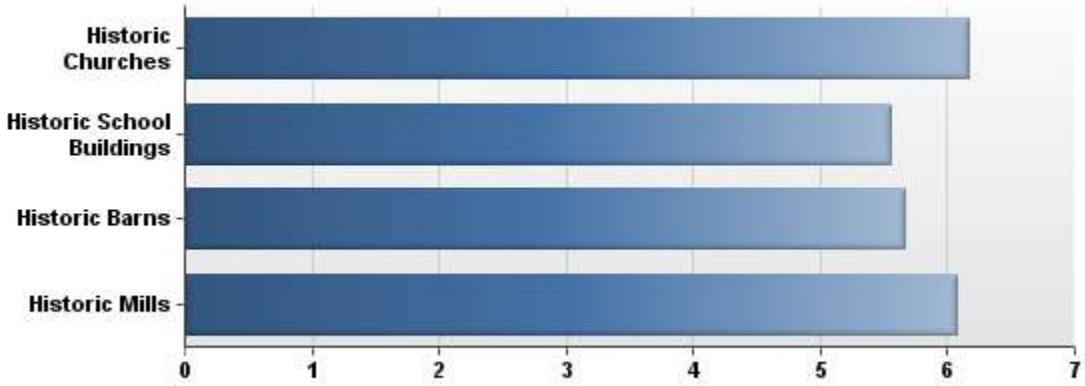
1. The following elements contribute to the overall character of Warren:



2. To what extent is it important that Warren address the following issues in the next 5 years?



3. How important are the following to Warren's unique character:



4. How capable is the existing regulatory system of protecting Warren's older buildings?

#	Min Value	Max Value	Average Value	Standard Deviation	Responses
1	1	6	3.13	1.32	136

5. New development is more important than maintaining older buildings :

#	Min Value	Max Value	Average Value	Standard Deviation	Responses
1	1	6	1.80	1.04	133

6. There are quality of life benefits to saving and maintaining older buildings as well as emphasizing Warren's history

#	Min Value	Max Value	Average Value	Standard Deviation	Responses
1	1	6	5.50	0.92	153

7. Agricultural activities and historic farmland should have a place in Warren's future:

#	Min Value	Max Value	Average Value	Standard Deviation	Responses
1	1	6	5.32	1.08	153

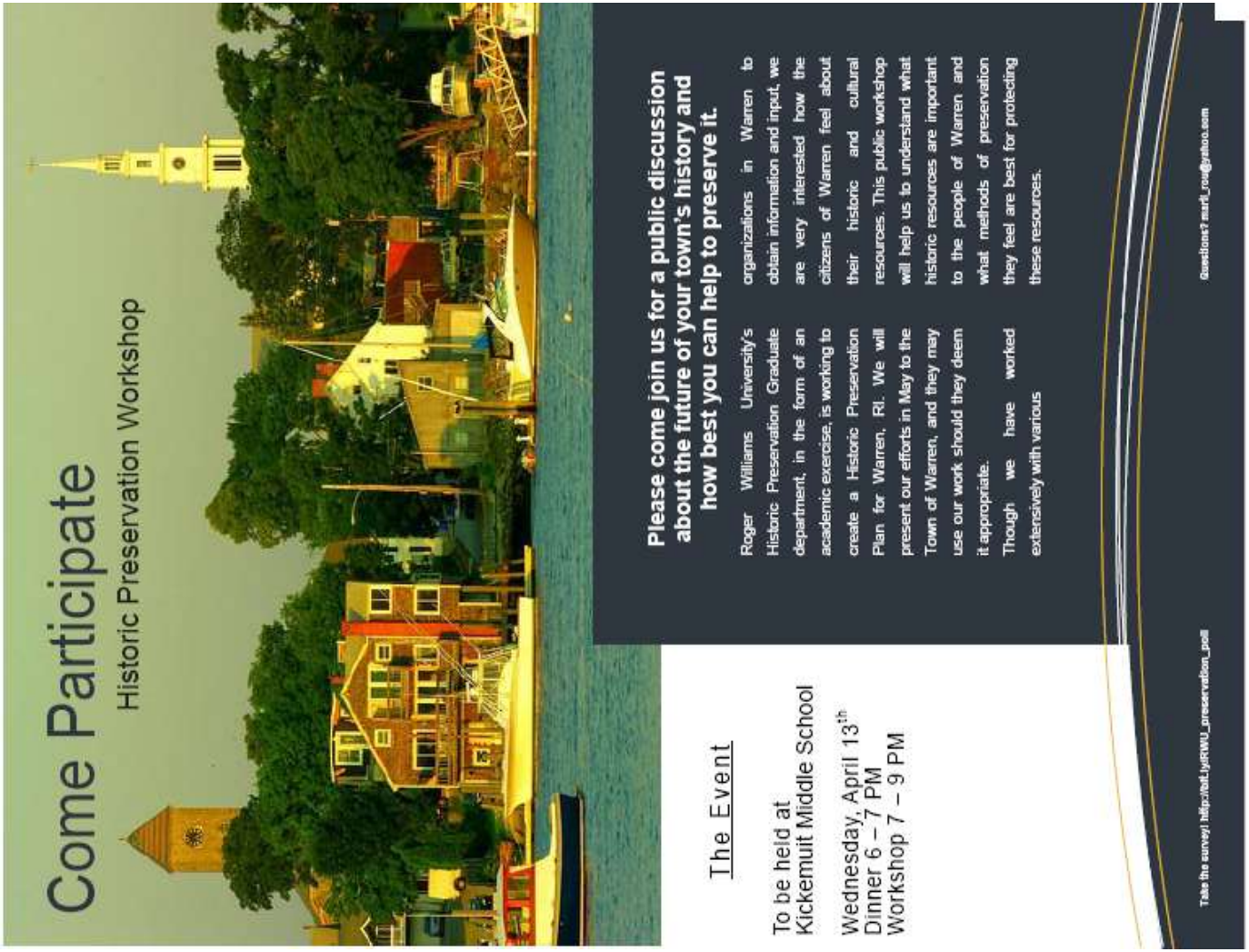
8. Of the following options, which are the greatest contributors to the loss of older buildings and open farm land: (Please Check All that Apply)

#	Answer		Response	%
7	Lack of Supportive Financial Resources		107	73%
6	Lack of General Public Interest/Education		94	64%
2	Property Owner Neglect		87	60%
1	Leniency in Regulatory Control		80	55%
5	Lack of Political Support		70	48%
3	Property Owners Lack of Time and Knowledge		65	45%
4	Too Many Vacant or Under Utilized Buildings		58	40%
8	Rental Properties have Absentee Owners		58	40%
9	Other		12	8%

9. How might preserving Warren's older buildings and open spaces be beneficial? (Please check all that apply)

#	Answer		Response	%
2	Attracts and Retains Residents		124	84%
1	Attracts and Retains Businesses		117	80%
6	Supports Tourism		116	79%
5	Improves Quality of Life		116	79%
7	Preserves Memories and History for Future		113	77%
8	Promotes Economic Development		102	69%
4	Makes Town More Sustainable/Green		90	61%
3	Expands Educational Opportunities		63	43%

Workshop Flyer



Workshop Agenda

Public Workshop

Preservation Planning for Warren, RI

Agenda

April 13, 2011 7PM-9PM

6:00-7:00 Registration and Dinner

7:00 Introduction

Questions for Discussion:

1. What are Warren's Historic Resources?
2. What are the threats to those Historic Resources?
3. What actions can be taken to protect the Historic Resources from those threats?

7:15 Break into Group Work

Discuss Questions 1 & 2

7:50 Break

8:00 Regroup as a Large group

	Walk through of findings
8:10	Ratings & Summation of Top Priority Issues
8:15	Break into Group Work
	Discuss Question 3 (based on Top Priority Issues)
8:45	Report on Solutions as a Large Group
8:55	Thank you

Workshop Attendees

List of Attendees- Warren Historic Preservation Public Workshop – April 13, 2011

Name

1. Deborah Barones
2. Greg Spiess
3. Alex 'Sandy' Scott
4. Lombard John Pozzi
5. Liz Iacono
6. Lisa Raiola
7. Edward J. Theberge
8. Andre Asselir
9. Kristin MacDonald
10. Gordon MacDonald
11. Jonathan Glatt
12. Diane Horton
13. Wendy Barr
14. Tom Fairchild
15. Dory Skemp
16. Elaine Arruda
17. Walter Nebiker
18. Dorothy O'Neil
19. Julie Blount
20. Dauson Bolster
21. Spenser
22. Marlyn
23. Chris Fuller
24. Debbie Moye Fuller
25. Scott Matheson
26. Ann Morrill
27. Eileen Collins
28. Keri Cronin
29. Brandt Heckert
30. Lydea Irwin
31. Tara Thibodeau
32. Joe DePasquale
33. Chuck Thibodeau
34. Barbara Valente
35. Richard Valente
36. Martha Antaya
37. Donald Betts
38. Jill Culora
39. Doug Hinman
40. Mike Marino
41. Mike Laroche
42. Kurt Jamiel
43. Paul Attemann
44. Karen Dionne
45. Paula Silva
46. Cindy VanSchalkwyk
47. Jennifer Lial
48. Com Kallfelz

Workshop Results

RESULTS FROM WARREN PRESERVATION PLANNING WORKSHOP
APRIL 13, 2011

All of the Issues and Threats were identified by Workshop Participants during questions 1 and 2. The Issues were then categorized and prioritized and are listed here in order of priority (with the number of votes received listed in parentheses).

ISSUE: Downtown (35)
Small Businesses (4)
Delekta's Pharmacy (1)
Mercier's Hardware
Dudek Bowling
Federal Blues
Lyric Theater
Historic Hotel (1)
Maxwell House (1)
Historic Carriage Houses
Public Parks (2)
Streetscape (1)
Main Street
Mixed Use
Armory Organic Small Street Patter
Scale and Size
Walkability
Skyline
Museums
Distinctive Interior /Artwork
ADA Access to Public Buildings
Business Appearance
Formula Business Ordinance (Lack of)
Vacancy

ISSUE: Attitudes/Education (34)
Heritage Awareness
Lack of Understanding Preservation Value (2)
Apathy (1)
Clashing Philosophy (1)
Loss of Historic Fabric (1)
Lack of Imagination for Reuse (1)
Lack of Preservation Education/
Neighbors (disagreement)
Resistance to Change
Lost Skills
Not in my Backyard
Awareness (lack of)
Artificial Siding/Windows
Lack of Understanding of Different Areas
Lack of Respect for History
Indifference
Lack of Child Education in Schools
Lack of Understanding of Historic Properties
Lack of Identity

ISSUE: Waterfront (30)
Public Access to Waterfront (2)
Piers (1)
Waterfront and Beach
Working Waterfront (2)
Kickemuit River (4)
Diversity of All Waterfronts
Work Culture (3)
Touisset Point
Waterfront Access (2)
Housing Development Near Waterfront

ISSUE: Legal Framework (28)
Policy encourages unrestrained development (1)
Outdated zoning (3)
Confusing zoning
Lack of regulatory enforcement
Mandated historic zoning (disagreement)
Sec. 8
Lack of cohesive demo policy/ordinance
Lack of enforcement
Laissez-faire attitude towards zoning
VHDC tax credit (2)
Loss of RI tax credit (5)
Zoning lock of archaic / improper (1)

ISSUE: Leadership/Politics (19)
Lack of vision (2)
Newcomers (1)
Political will (1)
Lack of leadership
Absentee landlords
Political win
State-level general assembly
Lack of volunteers
Lack of new residents
Change of demographics
Political suicide

ISSUE: Economics (17)
Economic value of historic structures (3)
Cost of preservation (3)
Perceived obsolescence (1)
Cost of maintenance (1)
Lack of long term economic vision
Desire for profit
Underutilized buildings
Soft cost of historic buildings
Low income
Economic downturn
Financial resources for maintenance
Loss revenue/business
Cost of old vs. New materials
Lack of funding

ISSUE: Mills (16)
Mill Building (3)
Vacant Mills (7)

ISSUE: Open Space/Farms (15)
Barns
Farms
Open Space
New Development
Subdivisions/"McMansions"

ISSUE: Public Buildings (10)
Cemeteries (1)
Historic schools (1)
Public buildings (1)
New use feasibility (1)
Fire department (1)
Masons (1)
Bars/taverns (1)(disagreement)
Environmental threats/pollution (1)
Town Hall
Bank
Hazmat/ie lead paint
Archives
Loss of state funding
Structures outliving use and advocated
Weather

ISSUE: Circulation (10)
The Broken Bridge (6)
Street patterns (1)
Lack of public transit infrastructure (1)
Summer colonies
Historic infrastructure
Railroad history
Bike path
Bridges
Cross walks
Lack of public access/broken bridges/cemeteries

ISSUE: Churches (9)
Historic Churches (2)
Aging of population
Aging of congregation

ISSUE: Maintenance (9)
Demolition (1)
Lack of Maintenance (1)
Fire/arson
Lack of being accountable (1)
Neglect
Vandalism
Blight

ISSUE: Infrastructure (8)
Public water supply
Failing infrastructure
Stingy alley (1)
Parking identification
RI D.O.T.
Automobiles (1)
Traffic (2)
Lack of overnight accommodation (1)
Lack of tourism

ISSUE: Fences/Trees (7)
Historic Trees (5)
Stonewalls – fencing (1)
Lack of tree identification and maintenance
Removing trees for convenience (1)

ISSUE: Archaeological (4)
Archaeological Sites
Archaeological Significance
Native American sites

ISSUE: Miscellaneous (1)
Involved community
People/citizens
Social clubs
Central location in RI/MA
Military History (1)

Appendix B

The Secretary of the Interior's Standards for Historic Preservation

The Standards (Department of Interior regulations, 36 CFR 67) pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior, related landscape features and the building's site and environment as well as attached, adjacent, or related new construction. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Resources

Public Sources: Federal

National Park Service

Federal Rehabilitation Tax Credit

Federal tax incentives are available for substantial rehabilitations of historic buildings. The incentive is a tax credit taken on the owner's income tax equal to 20% of rehabilitation costs for certified rehabilitation of a certified historic structure and 10% for non-historic buildings built before 1936. Application for the credit is made through the Rhode Island Historical Preservation & Heritage Commission; final certifications are issued by the National Park Service. To be eligible for the tax credits for rehabilitation, the building must be depreciable and not an owner-occupied residence. The rehabilitation costs must exceed the adjusted basis of the building or $5,000, whichever is greater. The rehabilitation must be completed within a 24-month period.

Preservation Tax Incentives
Technical Preservation Services
National Park Service
1849 C St., NW (ORG. 2255)
Washington, DC 20240
202-513-7270
www.nps.gov/history/hps/tps/tax/

Preserve America Grant Program

The Preserve America matching-grant program provides planning funding to designated Preserve America Communities to support preservation efforts through heritage tourism, education, and historic preservation planning.

Preserve America Grant Program
Heritage Preservation Services, National Park Service
1201 Eye Street, NW
6th Floor (ORG. 2256)
Washington, DC 20005
202-354-2020
http://www.nps.gov/history/hps/hpg/preserveamerica/

Save America's Treasures Program

Save America's Treasures grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and collections and on nationally significant historic properties. Intellectual and cultural artifacts and collections include artifacts, collections, documents, sculpture, and other works of art. Historic properties include historic districts, buildings, sites, structures, and objects.

Save America's Treasures
Heritage Preservation Services, National Park Service
1202 Eye Street, NW
6th Floor (ORG. 2255)
Washington, DC 20005
202-513-7270
www2.cr.nps.gov/treasures

National Endowment for the Humanities

Preservation Assistance Grants

Preservation Assistance Grants help small and mid-size institutions – libraries, museums, and historical societies, archival repositories, town and county records offices, and underserved departments and units within colleges and universities and other larger institutions – improve their ability to preserve and care for their humanities collections.

National Endowment for the Humanities
Division of Preservation & Access
Room 411
1100 Pennsylvania Avenue, NW
Washington, DC 20506
202-606-8570
www.neh.gov/grants

National Trust for Historic Preservation

Preservation Services Fund

National Trust Preservation Funds provide two types of assistance to nonprofit organizations and public agencies: 1) matching grants from $500 to $5,000 for preservation planning and educational efforts, and 2) intervention funds for preservation emergencies. Matching grant funds may be used to obtain professional expertise in areas such as architecture, archaeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as to provide preservation education activities to educate the public.

National Trust for Historic Preservation
Northeast Office
Seven Faneuil Hall Marketplace, 4th Floor
Boston, MA 02109
617-523-0885
www.nthp.org/help/grants.html

Johanna Favrot Fund

This program offers support for not-for-profit organizations and governmental agencies for consultant services, production of education materials, and conference, or workshop costs.

National Trust for Historic Preservation
Northeast Office
Seven Faneuil Hall Marketplace, 4th Floor
Boston, MA 02109
617-523-0885
www.nthp.org/help/grants.html

National Preservation Loan Fund

This program provides not-for-profit organizations and public agencies with loans and other forms of financial assistance to help or expand local and statewide revolving funds and loan pools, and to undertake development projects involving historic buildings, sites, and districts.

National Trust for Historic Preservation
1785 Massachusetts Avenue, NW
Washington, DC 20036
202-588-6000
www.nthp.org

Inner City Ventures Fund

This program provides matching grants and low interest loans for not-for-profit neighborhood-based groups for housing and commercial revitalization projects, including acquisition, rehabilitation, and related capital costs for projects that offer housing, neighborhood services, and commercial opportunities for area residents.

National Trust for Historic Preservation
1785 Massachusetts Avenue, NW
Washington, DC 20036
202-588-6000
www.nthp.org

National Center for Preservation Technology & Training

Preservation Technology and Training Grants (PTT Grants) Program

The PTT Grants program supports research, training, meetings and conferences, and publications that advance the application of technology to the preservation of cultural resources. Preservation technology refers broadly to any equipment, method, or technique that can be applied to the discovery, analysis, interpretation, conservation, protection, and management of historic objects, sites, structures or landscapes.

NCPTT
645 College Avenue
Natchitoches, LA 71457
318-356-7444
Fax 318-356-9119
http://www.ncptt.nps.gov

Public Sources: State

Rhode Island Historical Preservation & Heritage Commission

Historic Homeowner Tax Credit

The Historic Homeowner Tax Credit helps owners of historic houses by making preservation work more affordable. If your exterior restoration project is approved, you can receive a substantial credit on your state income tax return. Single-family, two-family, and three-family residences are eligible. Eligible projects include work on the roof, foundation, structure, exterior walls, porches, trim, windows, doors, and a painting; but all work must meets the Secretary of the Interior's Standards for Rehabilitating Historic Properties

Historic Homeowner Tax Credit

RI Historical Preservation & Heritage Commission
The Old State House
150 Benefit Street
Providence, RI 02903-1209
401-222-4333
http://www.preservation.ri.gov/credits/homeowner.php

Historical Preservation Loan Fund

The Historical Preservation Loan Fund is available to preserve properties listed on the State Register of Historic Places by providing low-interest loans to public, non-profit, or private owners. Loan money may be used for needed restoration work or, in some cases, for acquiring and rehabilitating an endangered historic property. Work must meet the Secretary of the Interior's Standards for Rehabilitation.

Application for Historic Preservation Loan
Rhode Island Historical Preservation & Heritage Commission
The Old State House
150 Benefit Street
Providence, RI 02903
401-222-2678
Fax 401-222-2968
http://www.preservation.ri.gov/credits/loans.php

Preservation Easement

Preservation easements help to save privately-owned historic properties. An easement is a legal agreement between an owner and the Rhode Island Historical Preservation & Heritage Commission that the historic and architectural character of the property will be preserved and that the property will not be altered without the Commission's approval. The owner retains use of the entire property and continues to be responsible for its maintenance and care. Historic buildings, archaeological sites, and land all can be protected with easements.

Easement Application

Rhode Island Historical Preservation & Heritage Commission
The Old State House
150 Benefit Street
Providence, RI 02903
401-222-4130
http://www.preservation.ri.gov/credits/easements.php

Public Sources: Local

Warren Voluntary Historic Preservation Program (WVHPP)

Real Estate Tax Credit

Owners of historic residential properties that are either owner or non-owner occupied can qualify for a Warren real estate tax credit up to 20% of the cost of exterior restoration work. Properties must be located in the Warren Voluntary Historic District or be over 100 years old to qualify.

Permit Fees Cancellation

The cancellation of all appropriate construction permit fees except for the State of Rhode Island's portion for work performed on the exterior of an historic property, which receive the Real Estate Tax Credit.

Warren Voluntary Historical Preservation Program
514 Main Street
Warren, RI 02885
401-245-7343
http://www.wvhdc.org

Private Sources: Corporations and Individuals

Some of the most significant contributions for preservation-related activities can come from local private sources – corporations and individuals – with a special interest in Warren and its historic resources. While some corporations have established "foundations," many will offer support in response to a direct solicitation. Individuals can contribute through established giving programs (such as annual appeals and membership drives), through volunteer contributions, or unsolicited donations. Additionally, most historic properties, particularly residential properties, are maintained and restored without any outside source of funding. Even when public sources of funding are used to restore a property, private matching funds are always a major and required part of the funding source.

Technical Assistance

National Park Service

Technical Preservation Services

http://www.cr.nps.gov/hps/tps/index.htm

Teaching with Historic Places

http://www.nps.gov/nr/twhp/

National Trust for Historic Preservation

National Trust for Historic Preservation Northeast Office

7 Faneuil Hall Marketplace, 4th Floor
Boston, Massachusetts 02109
Phone: 617-523-0885
Fax: 617-523-1199
nero@nthp.org
www.preservationnation.org/northeast

Natural Disaster: Preparedness, Planning, and Response

http://www.preservationnation.org/resources/technical-assistance/disaster-recovery/

Preserve Rhode Island

957 North Main Street
Providence, RI 02904
401-272-5101
Fax 401-270-1551
http://www.preserveri.org/

RI Historic Preservation and Heritage Commission

Easy Guide to Rehab Standard

The Easy Guide to Rehab Standards was prepared for local historic district commissions to assist in evaluations of projects in their communities and for the property owner who is considering changes to a historic building and needs help in planning and carrying out the project.

http://www.preservation.ri.gov/pdfs_zips_downloads/resources_pdfs/ezguide_rehab.pdf

Preservation Library

http://www.preservation.ri.gov/resources/library.php

Technical Information

http://www.preservation.ri.gov/resources/links_tech.php

Glossary

Adjusted Basis: is the current book value of the property.

Archaeological resource: the material remains of historic or prehistoric human activity

Circulation system: vehicular and pedestrian transportation, the bike path, intermodal transportation, parking, planned transportation improvements, and dangerous intersections

Cluster zoning: a type of zoning in which density is determined for an entire area, rather than on a lot-by-lot basis. Within the cluster zone, the developer has greater flexibility in designing and placing structures so long as the overall density requirement is met. Developments in cluster zoning often incorporate open, common areas with park-like settings.

Cultural Heritage: is the legacy of physical artifacts and intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations.

Cultural Resources: Cultural resources encompass archaeological, traditional, and built environment resources, including but not necessarily limited to buildings, structures, objects, districts, and sites.

Depreciable: used in trade or business or held for the production of income

Early successional upland habitats: early plants that cover a site that just had a disturbance such as a fire. These plants are usually weeds or grass that can colonize bare ground easily. These plants are later taken over by plants that can adapt better to change take over.

Easement (Preservation or Conservation): Partial interest in property that can be transferred to a nonprofit organization or governmental entity by gift or sale to ensure the protection of a historic resource and/or land area in perpetuity

Executive Department: one of the primary units of the executive branch (which is responsible for the daily administration of the state bureaucracy) of government.

Form-based zoning: emphasizes regulation of building "form" (versus just "use") to assure a building's general shape, massing, height and orientation positively contribute to the existing or desired neighborhood context.

Ground Penetrating Radar: a non-destructive method to determine the presence of archaeological remains. Electromagnetic radiation is sent into the ground and visualized on a screen.

Historical integrity: the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic period.

Incubator space: building subdivided into small units to house small, growing companies who wish to share office, clerical, or meeting room space.

National Parks Service: the Unites States government's federal agency that manages all national parks, many national monuments, and other conservation and historical properties with various title designations.

National Register of Historic Places: the United States government's official list of districts, sites, buildings, structures, and objects deemed worthy of preservation.

Open Space: natural and human-influenced landscapes that remain relatively undisturbed. Open space may consist of forests, meadows, fields, wetlands, floodplains, stream corridors, historic landscapes, farmland, parks, greenways, and other areas that remain relatively undisturbed.

R40: Areas developed at an approximate density of one (1) dwelling unit per 40,000square feet.

Regulation: a law, rule, or other order prescribed by authority, especially to regulate conduct.

Rhode Island Historic Preservation and Heritage Office (RIHPHC): is the State Historic Preservation Office that exists to help Rhode Island with the NHPA.

Section 106 of the NHPA: the section the NHPA which allows for the review of all work using any Federal Agencies; this section requires that Federal agencies take into account the effect of their undertaking on historic properties and afford the advisory council a reasonable opportunity to comment.

Tax Incentive: is an aspect of the tax code designed to incentivize, or encourage, a certain type of behavior.

Threat of Loss Analysis: analyzes the probability of development & loss of open space based on location of current municipal limits, water/sewer infrastructure, and developable soils. TOLA examines parcels that are vacant, undeveloped or slightly developed (e.g. one single family house on a lot of 10 acres or greater) that face increased development activity and potential loss of open space or historic resources on-site. TOLA analyzes growth trends and development potential of land within the OSHRP study area, and identifies those parcels facing the most immediate threat and greatest vulnerability from anticipated urbanization.

Type 1 Waters: categories of waters are defined by the way they are linked to the characteristics of the shoreline. Type 1 waters abut shorelines in a natural undisturbed condition, where alterations, including the construction of docks and any dredging, are considered by the CRMC as unsuitable.

Wampanoag: a Native American nation currently consisting of five tribes, which are located in southeastern Massachusetts and Rhode Island

Windshield survey: gathering data and other information via observations instead of directing questions to participants. Usually performed by driving or walking around the area in question.