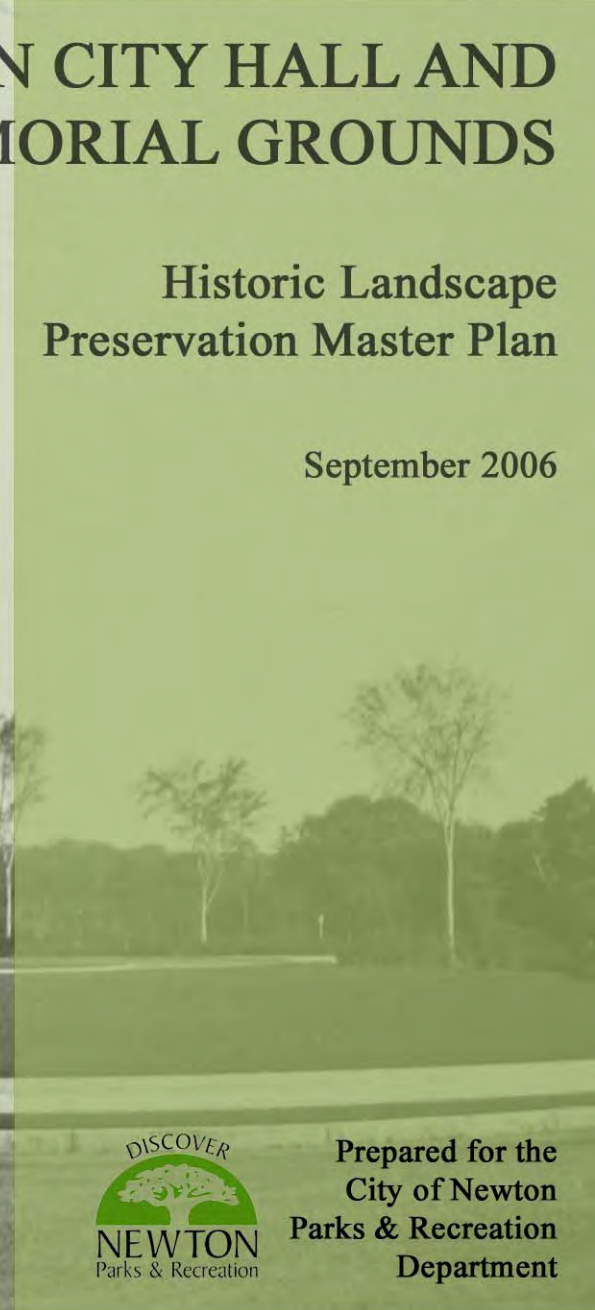


NEWTON CITY HALL AND WAR MEMORIAL GROUNDS

Historic Landscape Preservation Master Plan

September 2006



Prepared for the
City of Newton
Parks & Recreation
Department



pressley

by
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Newton, MA



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**NEWTON CITY HALL AND WAR
MEMORIAL BUILDING GROUNDS
Historic Landscape Preservation Master Plan**

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Newton City Hall and War Memorial Grounds

CHAPTER FOUR: TREATMENT ALTERNATIVES

Introduction

The Historic Landscape Preservation Master Plan for Newton City Hall and War Memorial is intended to meet a number of diverse objectives, focused primarily on protecting, stabilizing, and restoring this significant historic resource for future generations; meeting the community's current needs for the site; and arriving at a landscape solution that the City's Parks & Recreation Department can maintain with limited resources. To accomplish these diverse goals, this chapter considers four philosophical approaches for the treatment of the landscape based on the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.¹

The alternatives presented here were part of the process to develop a final treatment plan for the Newton City Hall and War Memorial Grounds. They were discussed with the City of Newton Parks & Recreation Department Commissioner and staff, and with the Park Commissioners. The chosen approach (which derived elements from more than one alternative) was then developed in collaboration with the City into the final Master Plan and recommendations, set out in the following chapter.

The Secretary of the Interior's Standards

Documentation of the history and the existing condition of Newton City Hall and War Memorial Grounds identifies features that are extant from the period of significance. The condition of these features and their contribution to the site's historic integrity is a prime consideration for the proposed treatments. The first task is to explore the various choices of treatments for historical properties as defined by the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, which form the benchmark for preservation practice in the United States. The Standards have been a constant framework for preservation practice since 1966, and were codified as 36CFR Part 800. Prior to the 1990s, the Standards were primarily used for historic buildings, but were revised in 1992 to reflect consistent treatment for entire historic properties, including buildings, structures, sites (landscapes), and objects. This was followed by *Guidelines for the Treatment of Cultural Landscapes* produced by the National Park Service in 1996, which interpret the standards specifically for landscapes.

The Secretary's Standards include four distinct approaches that define the extent and intent of physical changes proposed for an historic property. The treatments Preservation, Rehabilitation, Restoration, and Reconstruction are defined as follows:

Preservation: the act or process of applying measures necessary to sustain the existing form, integrity, and material of a historic property, which includes initial stabilization work, where necessary, as well as ongoing preservation maintenance and repair of historic materials and features.

Rehabilitation: the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

Restoration: the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by removing features from other periods in its history and reconstructing missing features from the restoration period.

Reconstruction: the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

In this order, they range from the least intervention and alteration, increasing in change and corresponding documentation requirements. This chapter explains the impact of each of the first three of these treatments relative to the specific goals and objectives of the Master Plan for Newton City Hall and War Memorial Grounds. The fourth alternative, reconstruction, is not considered an appropriate treatment for this landscape largely because the historic property is still extant. The chapter also includes detailed plans and an accompanying table that compare the activities that would be necessary for the preservation, rehabilitation and restoration of this historic landscape.

The purpose of this evaluation was to assist the City of Newton in deciding which of the treatment alternatives would be most appropriate for the Newton City Hall and War Memorial Grounds. The primary treatment chosen had to allow for physical changes necessary to meet the objectives described above for the landscape. The treatment decision also addresses regulatory and management considerations, governmental policies and standards, operations and maintenance, and the historical significance and existing conditions of this landscape. In applying the standards, it is important to understand that they represent a set of general principles that are neither “technical nor prescriptive, but are intended to promote responsible preservation practices that help protect the nation’s irreplaceable resources.”² Thus the final recommendations of the Historic Landscape Preservation Master Plan for Newton City Hall and War Memorial Grounds are based on the principles of the Standards, applied to the specific site conditions and the management objectives of the City of Newton Parks & Recreation Department.

Comparison of the Treatment Alternatives

This section explains how each of the three treatments might be applied to the Newton City Hall and War Memorial Grounds and, at the end, summarizes in tabular form the main interventions that would be required for each. The three alternatives vary in their retention of later non-historic additions and the replacement of missing historic features as follows:

- **Alternative 1:** Preservation retains the existing form of the City Hall Grounds through sound maintenance practices.
- **Alternative 2:** Rehabilitation provides the flexibility to re-establish some of the historic character of the pond area and elsewhere on the site, while simultaneously retaining non-historic new additions.
- **Alternative 3:** Restoration returns the City Hall Grounds to their c.1932 appearance through the complete removal of non-historic additions such as memorials and Millennium Park and the replacement of missing features.



Figure 4.1. One of the stone dust paths that would require repair as part of preservation treatment, (Pressley Associates), 2005.

Alternative 1: Preservation

The appropriateness of preservation

When the property's distinctive materials, features, and spaces are essentially intact and thus convey the historic significance without extensive repair or replacement; when depiction at a particular period of time is not appropriate; and when a continuing use does not require additions or extensive alterations, preservation may be considered as a treatment.³

Preservation “maximizes the retention of distinctive materials, features, spaces, and relationships” through maintenance and repair of existing features as the property has evolved over time. While protection and stabilization and work are included, the focus of preservation treatment is on retention and maintenance, while avoiding replacement of intact or repairable historic materials.”

Application of preservation as a treatment at Newton City Hall and War Memorial Grounds

This approach would imply a maintenance strategy at Newton City Hall and War Memorial Grounds focused on caring for existing trees and other vegetation, repairing existing paths and roadways and improving storm water management in the pond system. Non-historic additions would remain, although incompatible trees that died would not be replaced, or would be replaced with more historically appropriate plantings. The missing street trees could be replaced to repair the historic appearance of the landscape. Site improvements would be required to ensure the site was ADA-compliant with adequate ramps and walkways with suitable slopes. Future physical work should focus on continued active maintenance to preserve the landscape in its current form, without the addition of non-compatible new features such as inappropriate plantings, additional memorials or other new features.

Alternative 2: Rehabilitation

The appropriateness of rehabilitation

When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, Rehabilitation may be considered as a treatment.⁴

Rehabilitation is an inclusive treatment that provides for a broad range of interventions to both meet contemporary uses and retain historic character. This includes the retention and maintenance of existing historic features, as well as selective changes to the property provided the overall historic character is not compromised.

Rehabilitation is the only treatment that also allows for the construction of new additions or alterations to meet contemporary uses. In this regard, the new work should be differentiated from the historic features, but should remain compatible in terms of “materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.” In some cases, rehabilitation is chosen when a historic resource is so deteriorated that repair work requires substantial intervention, well beyond what is normally considered appropriate in preservation. Rehabilitation also allows for new construction or additions that, when removed in the future, the “essential form and integrity” of the site would remain unimpaired. Finally, rehabilitation also accommodates a modest amount of replacement of missing historic features in kind, or with a new design

that is compatible with the original. Taken together, rehabilitation is the most flexible and accommodating of the four treatments.

Application of rehabilitation as a treatment at Newton City Hall and War Memorial Grounds

Rehabilitation of the Newton City Hall and War Memorial Grounds would focus on retaining the historic character of the park area around the three ponds, while allowing for a more contemporary appearance and use elsewhere on the site. Some selected non-historic trees and shrubs could be removed to re-open lost views and vistas from the surrounding roadways. The original character of the vegetation around the ponds would be re-established to allow for reflections of the building in the water and the north pond would be re-configured to match more closely its original size and shape. Rehabilitation would also allow for the replacement of the missing historic trees throughout the site.



Figure 4.2. As part of the rehabilitation treatment, the original pond edges, left (NPS, Olmsted NHS), 1932, would be re-established from their current condition, right (City of Newton), 2004.

The rehabilitation treatment would also make possible the removal of the incompatible new additions to the landscape, such as recent changes to the fountain that included new plantings in the historic basin and a new non-historic fountain. Modifications or new features could include the installation of new permanent paths reflecting the current ‘desire’ lines in the turf near the south and center ponds, and alterations to the south lawn area to better accommodate City employees and the general public. The location and design of existing monuments could be evaluated, and where appropriate, surrounding plantings modified to make the monuments more compatible with the historic character of the City Hall and War Memorial Grounds. Other site features, such as the benches, lighting and signage, could also be reviewed for appropriateness and stylistically-consistent replacements introduced as necessary. As with preservation, site improvements would be required to ensure the site was ADA-compliant and there would need to be continuing active maintenance to protect both the historic character and the contemporary uses of the site.

Alternative 3: Restoration

The appropriateness of restoration

When the property's design, architectural, or historical significance during a particular period of time outweighs the potential loss of extant materials, features, spaces, and finishes that characterize other historical periods; when there is substantial physical evidence for the work; and when contemporary alterations and additions are not planned, Restoration may be considered as a treatment. Prior to undertaking work, a particular period of time, i.e. the restoration period, should be selected and justified.⁵

Restoration illustrates a specific earlier historic period by removing non-historic features, replacing missing features from the restoration period, and retaining extant historic features. Because the intent of restoration is to re-create an authentic historic property associated with a specific historic period, the replacement of missing historic features should be identified and chosen through substantial documentary and physical evidence. Conjectural features or anachronistic combinations of features that never existed together, which would imply a false history, should be avoided. The restoration period should also inform the use of the property. As with each of the approaches, designs that were never executed historically should not be constructed.

Application of restoration as a treatment at Newton City Hall and War Memorial Grounds

The probable restoration date for this landscape would be 1932, the period immediately following installation of the Olmsted Brothers design. With a 1932 date, restoration would include removing the substantial amount of later plantings throughout the site, thus restoring the lost views and vistas, and restoring the original configuration of the three ponds. Missing vegetation would be replaced, following the historic species, as would the historic light fixtures and the original fountain and pool in front of City Hall.

The later additions at Millennium Park and the south lawn area would be removed and the areas restored to their 1932 appearance. Non-historic site features would also be removed, including the existing City Hall fountain, benches and signs. New locations would also be needed for the various monuments and memorials found throughout the landscape.



Figure 4.3. Restoration treatment would involve the removal of the non-historic trees, benches and memorials on the War Memorial traffic island, seen left (Pressley Associates) 2005, and replacing them with the open lawn area created in 1932, right (NPS, Olmsted NHS).

Despite the emphasis on an accurate historic appearance, the City Hall and War Memorial Grounds should still be evaluated for ADA compliance, with appropriate changes needed to make the building and site accessible. Once the restoration is complete, an active maintenance program is also required to retain the restored character of the grounds.

The following table sets out, in summary form, examples of the main interventions and alterations that might be required for each of the three possible treatment alternatives for Newton City Hall and War Memorial Grounds, in terms of vegetation, topography, buildings and structures, circulation, constructed water features, recreational areas, views and vistas, and small-scale features.

Table 4.1: Comparison of Treatment Alternatives for Newton City Hall & War Memorial Grounds

PRESERVATION	REHABILITATION	RESTORATION
Vegetation	Vegetation	Vegetation
Prune existing trees as necessary.	Prune existing trees as necessary.	Prune existing historic trees as necessary.
Remove hazardous trees	Remove hazardous trees.	Remove hazardous trees.
Remove trees in poor condition.	Remove trees in poor condition.	Remove trees in poor condition.
Replace removed trees as necessary with historically-appropriate trees.	Replace removed trees as necessary with historically-appropriate trees.	Replace removed trees as necessary with historically-appropriate trees.

PRESERVATION	REHABILITATION	RESTORATION
Do not replace non-historic trees, shrubs or perennials when they die.	Remove selected non-historic trees and shrubs; do not replace remaining non-historic trees, shrubs or perennials when they die. Replant missing historic trees.	Remove all non-historic trees, shrubs, perennials & non-naturalizing bulbs. Replant missing historic trees, shrubs and perennials.
Remove street trees in hazardous and poor condition. Replant with appropriate species.	Remove street trees in hazardous and poor condition. Replant with appropriate species.	Remove all street trees in fair, poor, and hazardous condition and replace with historic species.
Replant missing historically appropriate street trees to repair historic appearance.	Replant missing historically appropriate street trees to repair historic appearance.	Replant missing historically appropriate street trees to repair historic appearance.
Retain north, south, and west memorial lawn areas. Protect against additional intrusions (memorials and pathways).	Retain north, south, and west memorial lawn areas. Protect against additional intrusions (memorials and pathways).	Retain north and west memorial lawn areas and protect against additional intrusions (memorials and pathways). Restore south lawn by removing non-historic additions.
Upgrade lawn turf.	Upgrade lawn turf; replace missing lawn areas in locations where plantings have been removed.	Upgrade lawn turf; replace all missing lawn turf areas and add turf where non-historic plantings have been removed.
Retain existing plantings around pond edge. Do not replace non-historic plantings following silt removal work.	Remove non-historic plantings around edge of ponds and re-establish character of the original plantings.	Remove non-historic plantings around edge of ponds and re-establish original plantings following the Olmsted plant list.
Remove invasive trees and shrubs and replace with more appropriate plant material.	Remove invasive trees and shrubs and replace with plant material that replicates the character of the original planting.	Remove invasive trees and shrubs and replace with historic plant material species following the Olmsted plant list.
Retain existing non-historic plantings around the City Hall fountain.	Remove non-historic planting around City Hall fountain.	Remove non-historic planting around City Hall fountain.

PRESERVATION	REHABILITATION	RESTORATION
Retain plantings around existing monuments and memorials.	Remove non-historic planting around memorials & monuments and replace with compatible planting.	Remove non-historic planting around memorials & monuments.
Topography	Topography	Topography
Stabilize banks and other eroded areas.	Stabilize banks and other eroded areas.	Stabilize banks and other eroded areas.
Re-grade slopes if needed to create smooth transitions for ADA accessible walkways.	Re-grade slopes if needed to create smooth transitions for ADA accessible walkways.	Re-grade slopes if needed to create smooth transitions for ADA accessible walkways.
Buildings, structures	Buildings, structures	Buildings, structures
Repair historic stone retaining wall along pond path parallel to Walnut Street.	Repair historic stone retaining wall along pond path parallel to Walnut Street.	Repair historic stone retaining wall along pond path parallel to Walnut Street.
Repair stone steps on Homer Street and add code-compliant handrails.	Repair stone steps on Homer Street and add code-compliant handrails.	Repair stone steps on Homer Street and add code-compliant handrails.
Circulation	Circulation	Circulation
Add new accessible ramps as appropriate and remove inappropriate ramps.	Add new accessible ramps as appropriate and remove inappropriate ramps.	Add new accessible ramps as appropriate and remove inappropriate ramps.
Check slope of paths and re-grade as necessary to ensure accessibility.	Check slope of paths and re-grade as necessary to ensure accessibility.	Check slope of paths and re-grade as necessary to ensure accessibility.
Repair sidewalk and path pavements using same materials as existing.	Repair sidewalk and path pavements with either existing or compatible new materials.	Repair sidewalk and path pavements with historic materials.
Repair roads with same materials as existing.	Repair roads with existing or compatible new materials.	Repair roads with appropriate historic materials.
Repair curbing with existing materials.	Repair curbing with either existing or compatible new materials.	Repair curbing with historic materials.
Repair paths over bridges with existing materials (bituminous).	Repair paths over bridges with existing (bituminous) or compatible new materials (rolled stone).	Repair paving on bridges with historic materials (crushed stone).

PRESERVATION	REHABILITATION	RESTORATION
Repair 'desire line' paths in pond area with new turf and plant shrubs to prevent movement.	Construct new path following 'desire lines' near south and center ponds.	Repair 'desire line' paths in pond area with new turf (without shrub masses to obstruct movement).
Retain new paths that are part of Millennium Park.	Retain new paths that are part of Millennium Park.	Remove non-historic paths in Millennium Park and along Homer Street side of City Hall.
Constructed water features	Constructed water features	Constructed water features
Remove silt build-up from three ponds.	Remove silt build-up from three ponds.	Remove silt build-up from three ponds.
Install appropriate storm water interceptor or catch basin for pond system.	Install appropriate storm water interceptor or catch basin for pond system.	Install appropriate storm water interceptor or catch basin for pond system.
Retain and maintain non-historic fountain.	Remove non-historic fountain and replace historic basin pool and fountain jet.	Remove non-historic fountain and replace historic basin pool and fountain jet.
Retain existing pond configuration.	Restore original configuration of north pond.	Restore original configuration of all ponds with modifications to Hammond Pond inlet in south pond.
Retain and maintain geese-deterrent fence.	Remove geese-deterrent fence; identify other less visible management options.	Remove geese-deterrent fence; identify other less visible management options such as Border Collies.
Repair pond edge and create access points for periodic silt removal, particularly at north and south ponds	Repair pond edge and create access points for periodic silt removal, particularly at north and south ponds	Restore original boulder and stone edgings for ponds and culverts
Millennium Park	Millennium Park	Millennium Park
Retain and maintain Millennium Park and new parking lot.	Retain and maintain Millennium Park and parking.	Remove Millennium Park changes and restore the area to 1932 appearance including original parking area.

PRESERVATION	REHABILITATION	RESTORATION
Retain and maintain south lawn area adjacent to Millennium Park including new walkway.	Remove part of non-historic brick path that runs through south lawn area; redesign area to better suit current uses.	Remove non-historic features in south lawn area and restore to 1932 appearance.
Views and vistas	Views and vistas	Views and vistas
Existing trees that block historic views at the intersections of Commonwealth Ave. / Walnut St., Homer St. /Walnut St., and Commonwealth Ave. /Homer St. should be removed when they die.	Remove non-historic trees and shrubs to restore historic view at Walnut Street / Commonwealth Ave. intersection; do not replace trees and shrubs when they die that block historic views from two other road junctions.	Remove all non-historic trees and shrubs to restore historic views from all three intersections.
Small-scale features	Small-scale features	Small-scale features
Remove incompatible benches and replace with one consistent style	Remove incompatible benches and replace with one consistent style	Remove all benches from site
Retain and maintain all existing memorials & monuments. Develop policy guidelines for future memorialization.	Evaluate the location of existing memorials & monuments; relocate or reposition if necessary or appropriate to improve historic character of the site overall. Develop policy guidelines for future memorialization.	Remove and relocate off-site all non-historic memorials & monuments. Develop policy guidelines for future memorialization.
Retain and maintain existing signs.	Review existing signs for appropriateness and compatibility; introduce consistent style of signage compatible with the historic character of the site.	Remove all non-essential existing non-historic signs except for traffic safety signs.
Retain and maintain existing external lighting	Review existing lighting for appropriateness; introduce consistent style of lighting	Maintain existing historic external lighting and replace missing historic light features; remove non-historic external lighting

Endnotes to Chapter Four

¹ National Park Service, *The Secretary of the Interior's Standards for the Treatment of Historic Properties* (Washington, D.C.: Department of the Interior, 1992).

² Charles Birnbaum, Editor, *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (Washington, DC: National Park Service, 1996), 6.

³ Birnbaum, *Guidelines*, 17.

⁴ Birnbaum, *Guidelines*, 47.

⁵ Birnbaum, *Guidelines*, 89.

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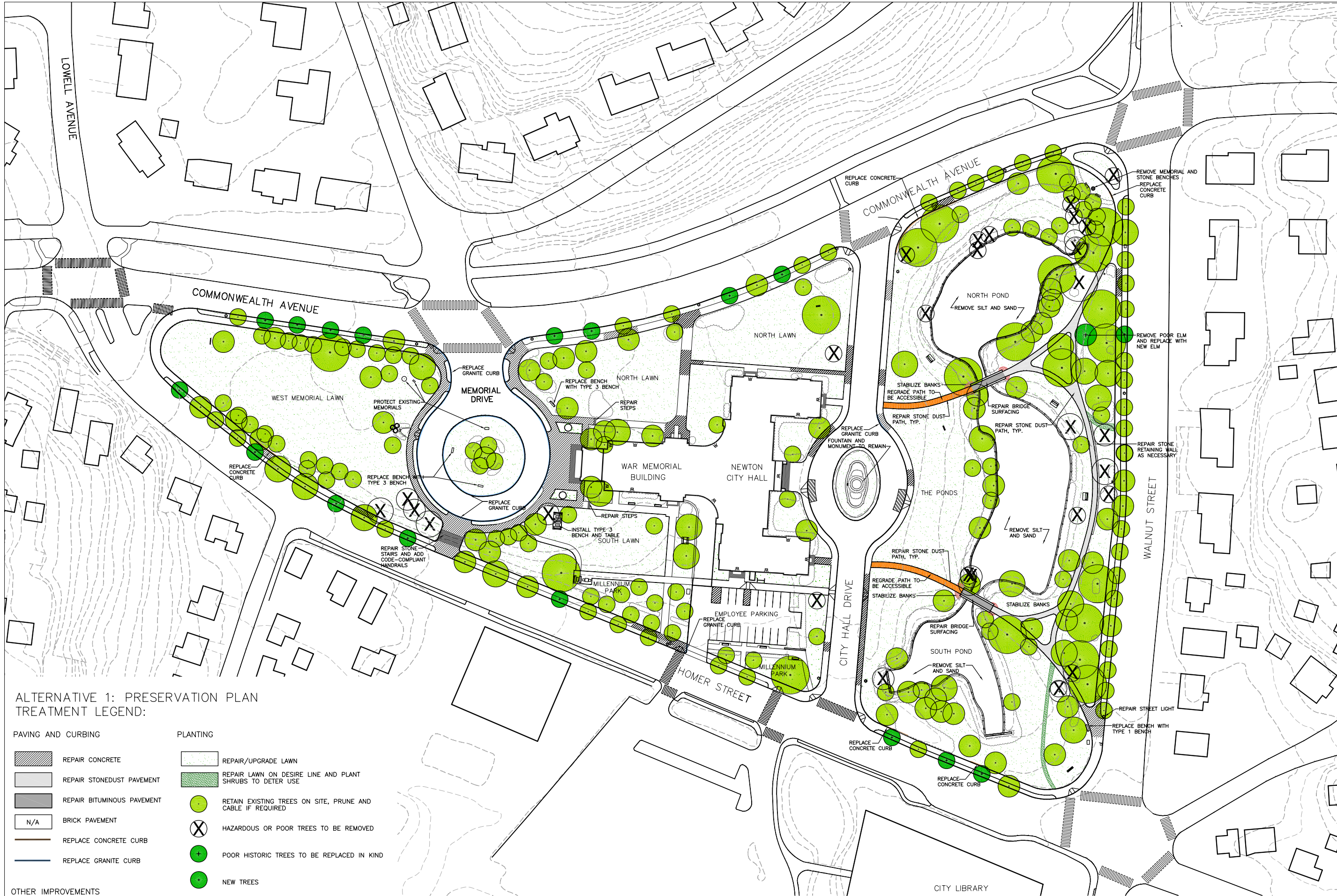
Bartlett Tree Experts

Prepared For:



Newton City Hall and War Memorial Building Grounds

Newton, Massachusetts



ALTERNATIVE 1: PRESERVATION PLAN TREATMENT LEGEND:

PAVING AND CURBING

- REPAIR CONCRETE
- REPAIR STONEDUST PAVEMENT
- REPAIR BITUMINOUS PAVEMENT
- BRICK PAVEMENT
- N/A
- REPLACE CONCRETE CURB
- REPLACE GRANITE CURB

OTHER IMPROVEMENTS

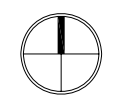
- STABILIZE BANKS
- REGRADE PATH/SLOPES TO BE ACCESSIBLE

PLANTING

- REPAIR/UPGRADE LAWN
- REPAIR LAWN ON DESIRE LINE AND PLANT SHRUBS TO DETER USE
- RETAIN EXISTING TREES ON SITE, PRUNE AND CABLE IF REQUIRED
- HAZARDOUS OR POOR TREES TO BE REMOVED
- POOR HISTORIC TREES TO BE REPLACED IN KIND
- NEW TREES

SEAL:

NORTH:



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PRESERVATION PLAN

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CHECKED BY:

LM, JS, MP

DATE:

JUNE 15, 2006

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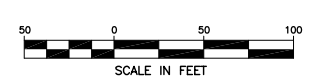
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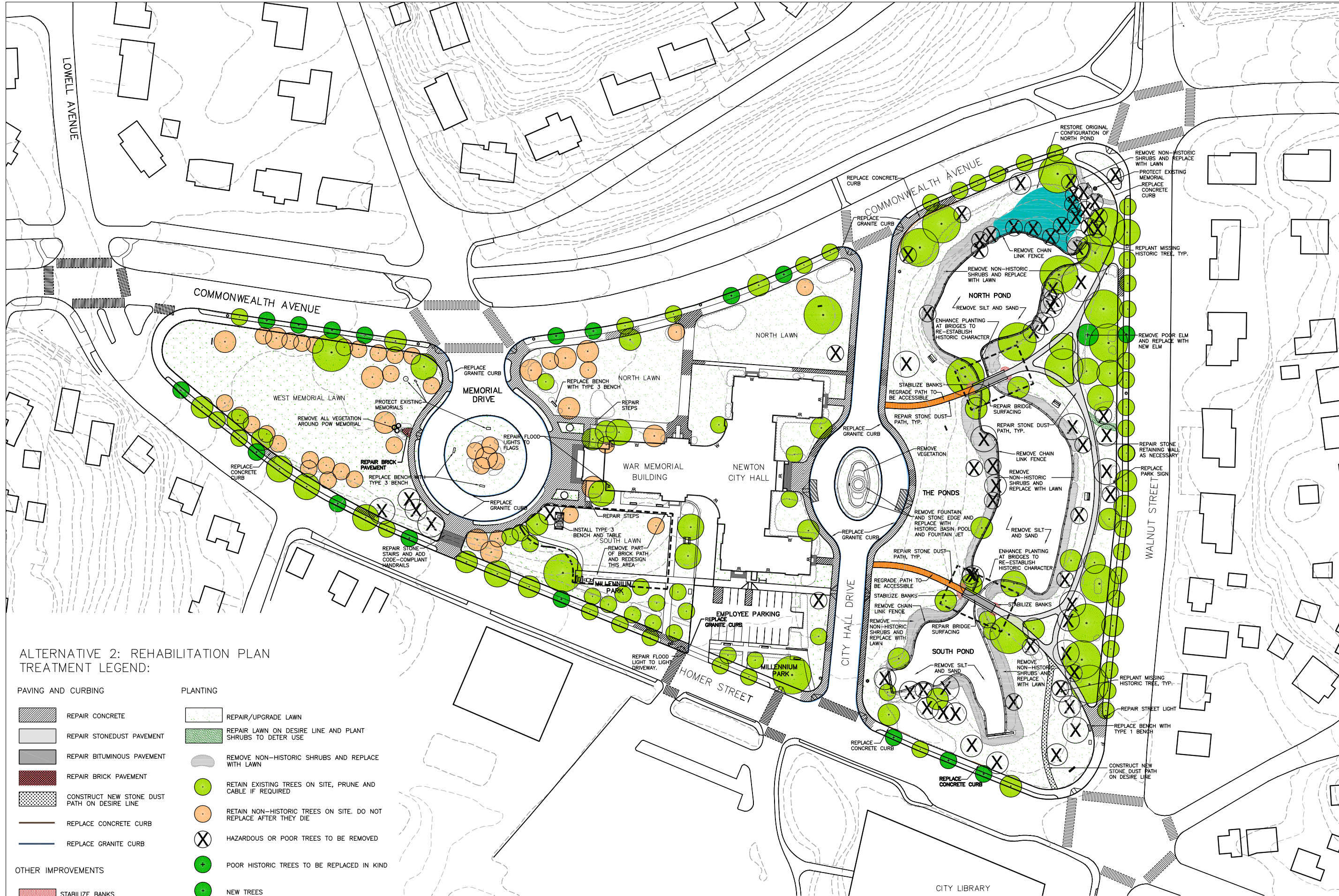
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1" = 50'



SCALE IN FEET



ALTERNATIVE 2: REHABILITATION PLAN
TREATMENT LEGEND:

- | | | | |
|---------------------------|--|-----------------|--|
| PAVING AND CURBING | | PLANTING | |
| | REPAIR CONCRETE | | REPAIR/UPGRADE LAWN |
| | REPAIR STONEDUST PAVEMENT | | REPAIR LAWN ON DESIRE LINE AND PLANT SHRUBS TO DETER USE |
| | REPAIR BITUMINOUS PAVEMENT | | REMOVE NON-HISTORIC SHRUBS AND REPLACE WITH LAWN |
| | REPAIR BRICK PAVEMENT | | RETAIN EXISTING TREES ON SITE, PRUNE AND CABLE IF REQUIRED |
| | CONSTRUCT NEW STONE DUST PATH ON DESIRE LINE | | RETAIN NON-HISTORIC TREES ON SITE. DO NOT REPLACE AFTER THEY DIE |
| | REPLACE CONCRETE CURB | | HAZARDOUS OR POOR TREES TO BE REMOVED |
| | REPLACE GRANITE CURB | | POOR HISTORIC TREES TO BE REPLACED IN KIND |
| OTHER IMPROVEMENTS | | | NEW TREES |
| | STABILIZE BANKS | | REPLANT MISSING HISTORIC TREES |
| | REGRADING PATH/SLOPES TO BE ACCESSIBLE | | |
| | RESTORE ORIGINAL CONFIGURATION OF NORTH POND | | |

Prepared By:
Pressley Associates, Inc.
Landscape Architects

Bartlett Tree Experts

Prepared For:
DISCOVER NEWTON
Parks & Recreation

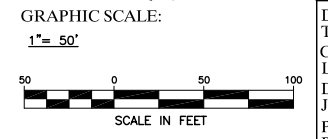
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Newton, Massachusetts

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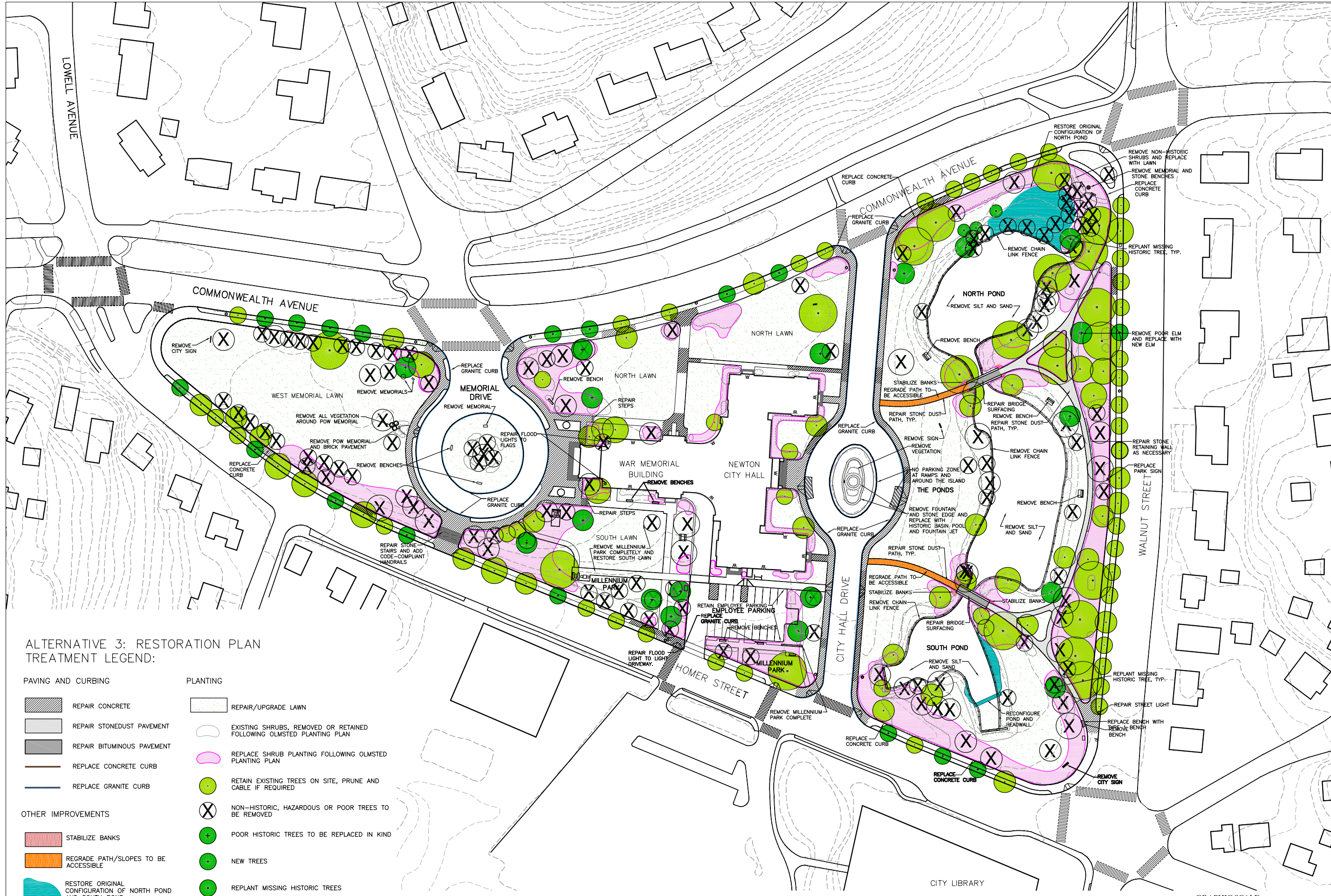
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REHABILITATION PLAN

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CHECKED BY: LM, JS, MP
DATE: JUNE 15, 2006
PROJECT: PA#05070.00

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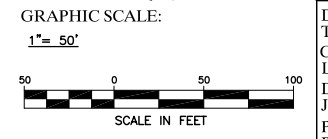



Newton City Hall and War Memorial Building Grounds
 Newton, Massachusetts



ALTERNATIVE 3: RESTORATION PLAN
TREATMENT LEGEND:

- | | |
|---|--|
| PAVING AND CURBING | PLANTING |
| REPAIR CONCRETE | REPAIR/UPGRADE LAWN |
| REPAIR STONEDUST PAVEMENT | EXISTING SHRUBS, REMOVED OR RETAINED FOLLOWING OLMSTED PLANTING PLAN |
| REPAIR BITUMINOUS PAVEMENT | REPLACE SHRUB PLANTING FOLLOWING OLMSTED PLANTING PLAN |
| REPLACE CONCRETE CURB | RETAIN EXISTING TREES ON SITE, PRUNE AND CABLE IF REQUIRED |
| REPLACE GRANITE CURB | NON-HISTORIC, HAZARDOUS OR POOR TREES TO BE REMOVED |
| OTHER IMPROVEMENTS | POOR HISTORIC TREES TO BE REPLACED IN KIND |
| STABILIZE BANKS | NEW TREES |
| REGRADE PATH/SLOPES TO BE ACCESSIBLE | REPLANT MISSING HISTORIC TREES |
| RESTORE ORIGINAL CONFIGURATION OF NORTH POND AND SOUTH POND | |



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RESTORATION PLAN

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 CHECKED BY: LM, JS, MP
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 PROJECT: PA#05070.00

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