

FRENCH, CATHERINE L., M.F.A. Historic Character Preservation During Neighborhood Revitalization: A Mixed Methods Analysis. (2015)
Directed by Jo Ramsay Leimenstoll. 146pp.

The intent of this two-phase sequential mixed methods study is to assess the retention of historic character in neighborhoods listed on the National Register of Historic Places during redevelopment with Community Development Block Grant (CDBG) funds. The first phase is a qualitative investigation of four North Carolina case studies to determine changes over time in their visual character by collecting archival photographs from the North Carolina State Historic Preservation Office, field survey data, and current photographs on site in the neighborhoods. Findings from this qualitative phase are then coded and thematically mapped with the Historic Character Retention Diagnostic to determine how the historic character of neighborhoods changed during redevelopment through comparisons of archival and current photographs. The second phase maps patterns of demolition, infill, and investment through Rehabilitation Tax Credits using CartoDB, a GIS mapping platform.

Of the 65 total sites included in the Historic Character Retention Diagnostic, two-thirds have been maintained. As a tool, the Historic Character Retention Diagnostic excels in mapping patterns of rehabilitation and deterioration, which are two categories difficult to quantify with property tax data and Rehabilitation Tax Credit information.

HISTORIC CHARACTER PRESERVATION DURING
NEIGHBORHOOD REVITALIZATION:
A MIXED METHODS ANALYSIS

by

Catherine L. French

A Thesis Submitted to
the Faculty of The Graduate School at
The University of North Carolina at Greensboro
in Partial Fulfillment
of the Requirements for the Degree
Master of Fine Arts

Greensboro
2015

Approved by

Committee Chair

To Alex and Jacob.

APPROVAL PAGE

This thesis written by CATHERINE L. FRENCH has been approved by the following committee of the Faculty of The Graduate School at the University of North Carolina at Greensboro.

Committee Chair _____

Committee Members _____

Date of Acceptance by Committee

Date of Final Oral Examination

ACKNOWLEDGMENTS

I am grateful for the endless support of the Department of Interior Architecture at the University of Greensboro. Specifically to my committee members: thank you to Travis Hicks for encouraging me to look at the Historic Preservation field in new ways. To Dr. Laura Cole, our three-hour research methods sessions rekindled my love of research and helped me find my voice and research purpose. Heather Slane, you have taught me all I know about surveying and house types and forms. I also want to thank Andrew Edmonds of the NC State Historic Preservation Office who assisted me with the collection of data for my analysis. And finally, this thesis, and my passion for Historic Preservation, would not be possible without the extensive guidance and encouragement of my thesis chair, Jo Ramsay Leimenstoll.

TABLE OF CONTENTS

	Page
LIST OF TABLES	vii
LIST OF FIGURES	ix
CHAPTER	
I. INTRODUCTION	1
II. LITERATURE REVIEW	5
Old Places Matter	5
The Significance of the National Historic Preservation Act	7
Historic Character	14
Inner-City Neighborhoods	15
Urban Renewal and Neighborhood Revitalization	18
Legal Framework for Redevelopment	22
NHPA	22
HUD	24
NC Redevelopment Law	26
Metrics for Success	27
III. METHODOLOGY	33
Qualitative Data	36
Selection of Case Studies	37
Neighborhood Descriptions	41
Rejected Case Studies: Southside and North Cherry	41
College Hill	43
Ole Asheboro	44
South Park	44
Northside	45
Neighborhood Overview	46
Data Sources	47
National Register Nomination Form	48
Redevelopment Plan	49
Researcher Created Data Sources	49
Rehabilitation Information	50
Mixed Methods Data Analysis Procedures	51

Phase One: Visual Analysis and Fieldwork	52
Phase Two: Historic Character Retention Diagnostic	52
Phase Three: Comparison of Findings	54
IV. ANALYSIS	56
Historic Character Maintenance	57
College Hill Photo Analysis	58
Ole Asheboro Photo Analysis	65
South Park Photo Analysis	71
Northside Photo Analysis	78
Visible Changes to Historic Character	84
General Trends and Patterns of Investment	91
Patterns of Infill	92
Patterns of Demolition	97
Rehabilitation Tax Credit Patterns of Investment	102
V. CONCLUSIONS	108
The Effectiveness of the Historic Character Retention Diagnostic	109
Infill in National Register Historic Districts	111
Patterns of Investment and Disinvestment	113
Neighborhood Stakeholders	114
Limitations	115
Future Research	116
BIBLIOGRAPHY	119
APPENDIX A. GLOSSARY OF TERMS	129
APPENDIX B. NATIONAL REGISTER CRITERIA FOR EVALUATION FROM THE NATIONAL PARK SERVICE	135
APPENDIX C. CHART FROM SHPO WITH ELLIGIBLE NRHDS	137
APPENDIX D. NEIGHBORHOOD MAPS	139
APPENDIX E. HISTORIC CHARACTER FIELD DATA FORM	143
APPENDIX F. SUPPLEMENTAL PHOTOGRAPHS	145

LIST OF TABLES

	Page
Table 1. Federal Recommendations for Historic Preservation	9
Table 2. The Historic Preservation Commission’s Powers and Responsibilities in North Carolina	12
Table 3. Survey Update Coding Categories	14
Table 4. Historic Neighborhoods Compared to New Construction Neighborhoods	16
Table 5. Clarence Perry’s Six Principles for the Ideal Neighborhood	19
Table 6. Examples of an Adverse Affect	24
Table 7. Entitlement Cities in North Carolina	25
Table 8. Success Metrics for the CDBG Program	27
Table 9. ReLocal Assessment Categories for Neighborhood Condition	30
Table 10. Historic Preservation Research Areas	31
Table 11. Preliminary Case Study List	39
Table 12. Case Study Selection Data	40
Table 13. Case Study Selection Chart Information	41
Table 14. Total Number of Archival Photographs by Neighborhood	47
Table 15. Historic Character Retention Diagnostic Category Totals	58
Table 16. Totals for Infill and Demolition	92
Table 17. Rehabilitation Tax Credit Totals	92

Table 18. Totals for Infill	93
Table 19. Totals for Demolition	98

LIST OF FIGURES

	Page
Figure 1. The Choice Neighborhoods Logic Model.....	29
Figure 2. The Inductive Logic of Research in a Qualitative Study	35
Figure 3. Requirements for the Selection of Case Studies	38
Figure 4. Case Study and Policy Timeline	47
Figure 5. Full List of Data Sources.....	48
Figure 6. Sequential Exploratory Design	51
Figure 7. Visual Analysis Coding Key	53
Figure 8. College Hill Historic Character Retention Diagnostic.....	60
Figure 9. College Hill, Site #4, Coded as Demolished – Vacant.....	61
Figure 10. College Hill, Site #15, Coded as Deteriorated	62
Figure 11. College Hill, Site #9, Coded as No Substantial Change	63
Figure 12. College Hill, Site #17, Coded as Rehabilitated	64
Figure 13. Ole Asheboro Historic Character Retention Diagnostic.....	66
Figure 14. Ole Asheboro, Site #7, Coded as Demolished – Vacant.....	67
Figure 15. Ole Asheboro, Site #4, Coded as Deteriorated	68
Figure 16. Ole Asheboro, Site #11, Coded as No Substantial Change	69
Figure 17. Ole Asheboro, Site #9, Coded as Rehabilitated.	70
Figure 18. South Park Historic Character Retention Diagnostic	72
Figure 19. South Park, Site #11, Coded as Demolished – New Construction	73

Figure 20. South Park, Site #30, Coded as Demolished – Vacant	74
Figure 21. South Park, Site #19, Coded as Deteriorated.....	75
Figure 22. South Park, Site #14, Coded as No Substantial Change.....	76
Figure 23. South Park, Site #13, Coded as Rehabilitated.....	77
Figure 24. Northside Historic Character Retention Diagnostic	79
Figure 25. Northside, Site #30, Coded as Demolition – New Construction.....	80
Figure 26. Northside, Site #28, Coded as Deteriorated	81
Figure 27. Northside, Site #1, Coded as No Substantial Change	82
Figure 28. Northside, Site #4, Coded as Rehabilitated	83
Figure 29. College Hill, Site #2	86
Figure 30. South Park, Site #37.....	87
Figure 31. Ole Asheboro, Site #8.....	88
Figure 32. Northside, Site #5	89
Figure 33. College Hill, Site #3	90
Figure 34. Map of Infill in College Hill	94
Figure 35. Map of Infill in Ole Asheboro	95
Figure 36. Map of Infill in South Park.....	96
Figure 37. Map of Infill in Northside	97
Figure 38. Map of Demolition in College Hill.....	99
Figure 39. Map of Demolition in Ole Asheboro	100
Figure 40. Map of Demolition in South Park	101

Figure 41. Map of Demolition in Northside..... 102

Figure 42. College Hill Rehabilitation Tax Credit Locations 104

Figure 43. Ole Asheboro Rehabilitation Tax Credit Locations 105

Figure 44. South Park Rehabilitation Tax Credit Locations. 106

Figure 45. Northside Rehabilitation Tax Credit Locations 107

CHAPTER I

INTRODUCTION

There is no neighborhood that is static – it is getting better or it is getting worse (Rypkema, 2004, p.26).

The Historic Preservation profession preserves historic buildings and neighborhoods that embody the cultural history and values of the local community. The authenticity and integrity of a neighborhood's historic character is what prompts its listing to the National Register of Historic Places. When a neighborhood is deemed blighted, municipalities will invest resources in a neighborhood to increase property values, fix infrastructure and building code violations, and increase community resources for jobs, childcare, and education. The tension arises with the implementation of a redevelopment plan from competing priorities of various stakeholders for the allocation of scarce resources. For preservationists, the goal is revitalization without significant loss of historic character, as defined beyond historic materials, or fabric, but also as the sense of place and authenticity of the neighborhood.

My research has focused on the historic preservation issues of inner-city neighborhoods that have been targeted for revitalization by their local municipality. When Federal funds are spent in a neighborhood, the municipality is

legally required to spend that money on rehabilitation of blighted properties with review from the State Historic Preservation Office (SHPO) instead of demolition. Thus, the State Historic Preservation Office is the only body providing oversight of the preservation of historic character within the neighborhood, and only through properties that are being rehabilitated with Federal Community Development Block Grant (CDBG) money.

The intent of this two-phase sequential mixed methods study is to assess the retention of historic character of neighborhoods listed on the National Register of Historic Places during redevelopment. The first phase will be a qualitative investigation of four North Carolina case studies to determine changes over time in their visual character by collecting archival photographs from SHPO and field survey data and current photographs on site in the neighborhoods. Findings from this phase are first coded into one of five categories and thematically mapped as part of the Historic Character Retention Diagnostic to determine how the historic character of neighborhoods changed since their nomination to the National Register of Historic Places. The second phase maps demolition, new construction, and the use of Rehabilitation Tax Credits in all four neighborhoods using CartoDB, an online GIS mapping tool. The reason for collecting qualitative data as a first step is that assessing the preservation of historic character in redevelopment areas through visual analysis has not been extensively explored or documented in the literature.

There is a gap in the research on neighborhood revitalization in both the planning and the historic preservation literature in defining metrics beyond property values for successful revitalization efforts (Rypkema, 2014; Rypkema, Cheong, & Mason, 2011). One reason for the gap is due to the longevity of revitalization efforts in residential neighborhoods, often spanning decades and multiple plans. The gap is also partly due to the focus of Historic Preservation research on the economic impact of historic districts. Both Historic Preservation and revitalization metrics focus on property values as a way to evaluate success. However, given the level of checks and balances at the state and federal level on rehabilitation efforts that prioritize preservation over demolition, it is crucial to investigate how redevelopment efforts affect the historic character of National Register Historic Districts. This investigation will help both planners and preservationists alike:

1. Understand the impact of redevelopment on the historic character of neighborhoods on the National Register of Historic Places in terms of changes to the historic buildings and streetscapes, but also the impact of demolition, infill and additions to the historic character of the neighborhood as a whole.
2. Consider successful redevelopment for metrics beyond property values.
3. Note general trends and patterns of investment in National Register Historic Districts that are targeted for redevelopment.

This thesis will assess the preservation of the historic character of four inner-city neighborhoods in three cities in North Carolina: two neighborhoods in Greensboro, one in Raleigh, and one in Wilmington. These four neighborhoods are all districts listed on the National Register of Historic Places and were targeted for redevelopment due to blight by the local municipality with funds from the Community Development Block Grant program through the U.S. Department of Housing and Urban Development.

According to John Creswell, “qualitative research is exploratory, and researchers use it to explore a topic when ...the concept is ‘immature’ due to a conspicuous lack of theory and previous research” (Creswell, 2009, p. 98-99). This mixed methods study embeds quantitative data analysis within a qualitative analysis, in order to define the variables, create theory, and provide for a stronger overall analysis. Given this framework, the central question of this thesis is embedded within the qualitative methodology: to what extent and in what way has the historic character of four inner-city residential National Register Historic Districts (NRHD) changed during revitalization? The following sub-question is also primarily qualitative by design: what are the visible physical changes to the historic character? The final sub-question is quantitative: what are the general trends and patterns of investment in NRHDs targeted for redevelopment?

CHAPTER II

LITERATURE REVIEW

The Literature Review begins with the overarching question of why old places matter and how historic places provide for a sense of place and orientation to the environment, and how the United States protects its built heritage with the National Historic Preservation Act (NHPA). After a discussion of the definition of historic character, the focus shifts to the merits of inner-city neighborhoods. Relevant policy is explained both within Historic Preservation and neighborhood revitalization contexts to outline the theoretical framework for this study. The Literature Review concludes with a discussion of how previous research has addressed this topic and justifies the need for this study on historic character retention in National Register Historic Districts targeted for redevelopment.

Old Places Matter

In 1981, Carol Rose wrote, “the chief function of preservation is to strengthen local community ties and community organization” (Rose, 1981, p.19). Her assertion reflected the changing perception of what gets targeted for preservation efforts and why. The theoretical shift from a traditional Curatorial to

a Values-based approach to Historic Preservation is generally credited to Randall Mason. Mason suggests that a multiplicity of values is key to broadening the concept of significance for listing on the National Register of Historic Places. He explains this as “one [in the field] must explore the specific economic, political, cultural, and material conditions and conflicts that give rise to the need for historic preservation” (Mason, 2006, p. 23). The multiple, valid meanings of a particular place can help determine a new set of priorities for why a place should be preserved that is just as valid as architectural significance. Within the multiple-values theoretical framework, the connection to place is the most important aspect for determining what gets attention and resources (Michael, 2010). Jeremy Wells takes this one step further, building off Mason’s theory by introducing the concept of phenomenological authenticity to reveal emotional attachments to place. With this authenticity dimension added to a values-centered approach, the preservation professional moves away from a fabric-centered bias for preservation, to a new role in which “the professional learns what is significant to a local population and then uses these meanings to guide the management of a historic place” (Wells, 2010, p. 39).

Tom Mayes, Vice President and Senior Counsel for the National Trust for Historic Preservation, started a blog in the Fall of 2013 entitled “Why Do Old Places Matter?” as a forum to start a public conversation on the various aspects of preservation (Mayes, 2014). He writes:

This series of essays will explore the reasons that old places are good for people. It begins with what I consider the main reason—that old places are important for people to define who they are through memory, continuity, and identity—that “sense of orientation” referred to in *With Heritage So Rich*. These fundamental reasons inform all of the other reasons that follow: commemoration, beauty, civic identity, and the reasons that are more pragmatic—preservation as a tool for community revitalization, the stabilization of property values, economic development, and sustainability.

The notion that old places matter is not primarily about the past. It is about why old places matter to people *today* and for the future. It is about why old places are critical to people’s sense of who they are, to their capacity to find meaning in their lives, and to see a future. (Mayes, 2014).

Mayes is speaking not only to the public but also to his academic contemporaries. The topics that he considers to be meaningful for the act of preservation include continuity, memory, individual identity, civic identity, beauty, history, architecture, sacred, creativity, learning, sustainability, community, economics, and ancestors (Mayes, 2015). Similar to Mason’s multiple values, Mayes is proposing additional significant values for preservation that move beyond the National Register criteria for significance (see Appendix B).

The Significance of the National Historic Preservation Act

The discussion of why America should preserve our oldest neighborhoods has been a topic for debate for most of the twentieth and, now, the twenty-first century. The earliest efforts to control change in historic neighborhoods began with the City of Charleston, SC, in 1931. Charleston was the first city in the nation

to adopt a historic district zoning ordinance and establish a Board of Architectural Review to approve plans for exterior construction in the Old and Historic Charleston District (Stipe, 2003). Several major advances in preservation thinking came from this conception of design review. The first was the idea of *tout ensemble* – “the idea that the character of an area is derived from its entirety, or the sum of its parts, rather than from the character of its individual buildings,” which was the first time a district or group of buildings were considered contributing together within the context of one another (Stipe, 2003, p. 7). The second idea was that the larger community was allowed to demonstrate an interest in and have oversight on the preservation of privately-owned property (Leimenstoll, 1990). The final advance in preservation thinking was the creation of the nation’s first revolving fund, a loan program set up by the Society for the Preservation of Old Dwellings in Charleston to help owners finance restoration projects (Stipe, 2003). From the creation of the first historic district in Charleston, preservation planning had begun.

The idea that modest, vernacular neighborhoods were worthy of protection went against urban planning theory and practice in the first half of the twentieth century. In 1965, the U.S. Conference of Mayors and a special Committee on Historic Preservation wrote a report called *With Heritage So Rich* that challenged the idea of preserving only nationally significant landmarks, but instead preserving all historic places important to all communities in order to provide

‘orientation to the American people’ (Stipe, 2003). The report laid out six recommendations at the Federal level (see Table 1).

Table 1. Federal Recommendations for Historic Preservation. From *With Heritage So Rich* (1966).

1. A comprehensive statement of national policy to guide the activities and programs of all federal agencies;
2. The establishment of an Advisory Council on Historic Preservation to provide leadership and guidance for the direction of inter-agency actions and to provide liaison with state and local governments, public and private groups and the general public;
3. A greatly expanded National Register program to inventory and to catalogue communities, areas, structures, sites and objects; a federal program of assistance to states and localities for companion programs; and a strong federal public information program based on the material in the Register;
4. Added authority and sufficient funds for federal acquisition of threatened buildings and sites of national historic importance, and expansion of the urban renewal program to permit local non-cash contributions to include acquisition of historic buildings on the National Register, both within and outside the project area;
5. Provision for federal loans and grants and other financial aid to facilities and expansion of state and local programs of historic preservation;
6. Federal financial aid to and through the National Trust for Historic Preservation to assist private interest and activity in the preservation field, for education purposes and for direct assistance to private property holders.

In addition to Federal level initiatives, *With Heritage So Rich* made the recommendation to create state enabling legislature to encourage preservation at the local level through local historic preservation districts, acquisition of property through eminent domain, the creation of preservation easements and restrictive covenants, and special property tax programs that encourage preservation and restoration of historic structures (*With Heritage So Rich*, 1966). The resulting

National Historic Preservation Act (NHPA) of 1966 codified the recommendations from *With Heritage So Rich* into law, creating the National Register of Historic Places and establishing the role of the State Historic Preservation Officer to identify and nominate eligible properties to the National Register (Broning & Byrne, 2012). Congress passed the NHPA to target preserving the rapidly declining historical resources of the nation and encouraged the concept of locally regulated districts (Stipe, 2003; Tyler, 2009).

The National Register of Historic Places is an honorary listing of five different types of historically significant resources: buildings, objects, structures, sites, and districts. Listing to the National Register requires extensive documentation, including photographs, and a nomination process that is based on four broad categories of historical significance plus seven additional integrity characteristics: location, design, setting, materials, workmanship, feeling and association (see Appendix A for full Eligibility Criteria; Broning & Byrne, 2012; “National Register Criteria for Evaluation”). To qualify for the National Register, a property must be associated with an important historic context *and* retain historic integrity of features necessary to convey its significance (Andrus, 1990). As Broning and Byrne explain, “properties that have been neglected or modified may lack those physical features that impress upon a viewer the associations or values for which the property might be preserved... a district proposed for the

Register may be rejected if the neighborhood character has been fundamentally altered by redevelopment” (2012, p. 62).

The NHPA also granted rights to municipalities for preservation at the local level. Local historic districting is a common tool used in neighborhood revitalization of the urban core. Local districts and State and Federal Rehabilitation Tax Credits are two popular tools afforded by historic preservation to impact neighborhoods at the local level and are often implemented to elevate property values, stabilize communities, and increase tax bases in cities (Ilja, Ryberg, Rosentraub, & Bowen, 2011). According to Norman Tyler, “there are five reasons to establish a historic district: (1) as protection of historic properties, (2) to control new development, (3) as a redevelopment incentive, (4) to stabilize or increase property values, and (5) to foster public relations and promotion” (2009, p. 54). Because the National Register of Historic Places does not have regulatory control against demolition, local legislation in the form of local historic districts and ordinances are one of the best ways to protect the historic character of buildings and places while allowing appropriate change to happen over time (Tyler, 2009).

Local historic districts generally take the form of a special zoning overlay, which may align with the boundary of the National Register Historic District, but often does not. Additionally, this local historic district designation may occur before a National Register Historic District nomination. The National Historic

Preservation Act enabled local governments to establish review agencies for local historic districts because of the philosophy that “each community should determine for itself what is historically significant, what is of value to the community, and what steps should be taken to provide protection” (Tyler, 2009, p. 59). In North Carolina, local Historic Preservation Commissions are legally authorized and required to do all seven tasks listed in Table 2.

Table 2. The Historic Preservation Commission’s Powers and Responsibilities in North Carolina. List from Dakin (1994, p. 4-5).

Undertake an inventory of properties of historical, prehistorical, architectural, or cultural interest.
Prepare (or have prepared) investigative reports on the significance of all properties or groups of properties proposed for designation as historic landmarks or districts.
Recommend designation of historic landmarks and historic districts by the local governing board.
Recommend revocation of historic landmark and district designations by the local governing board.
Review and act on proposals for (1) alteration, relocation, or demolition of designated landmarks or (2) alteration, relocation, demolition, or new construction of properties within designated historic districts.
Negotiate with property owners who propose to demolish or relocate designated landmarks or significant properties in designated districts, in an effort to find a means of preserving the properties.
Institute action to prevent, restrain, correct, or abate violations of local historic preservation ordinances.

The power of local legislation to regulate in historic districts has been upheld in the court system. In 1976, Supreme Court case *Maher v. City of New Orleans* determined that an individual building in a district need not have individual significance to merit protection, upholding the protection of the setting

and scene of a site (*Maher v. City of New Orleans*, 1974; Tyler, 2009). Two years later, in what is considered the landmark Supreme Court case in Historic Preservation, *Penn Central Transportation Company v. City of New York* explored the issue of development rights of a property owner and the right of the city to review and regulate a designated historic property. The decision of the Supreme Court upheld that preservation of historic resources was a permissible governmental goal and preservation review ordinances are the appropriate means for accomplishing that goal (*Penn Central Transportation Company v. City of New York*, 1978).

Historic Character

The National Park Service defines historic character as “the sum of all visual aspects, features, materials, and spaces associated with a cultural landscape’s history” (“Guidelines of the Treatment of Cultural Landscapes: Defining Landscape Terminology”). Historic character goes beyond the historic material, or fabric, to include sense of place and the authenticity of the neighborhood. This study focuses on changes to the buildings, not the streetscape characteristics, trees, sidewalks, and other fabric, even though these contribute to the visual character. The Historic Property Field Data Form provided by the North Carolina SHPO includes several options for coding observations during a survey update, as seen in Table 3.

Table 3. Survey Update Coding Categories. From the Historic Property Field Data Form (“Architectural Survey Manual: Practical Advice for Recording Historic Resources,” 2008).

No substantial change	Change by alteration
Change by deterioration	Outbuilding loss
Rehabilitated	Removed or destroyed
Not found	No access
Newly identified	Needs Research

Tracking the investment continuum that ranges from rehabilitation and maintenance of properties to deterioration and demolition best identifies visual changes to the landscape. However, there is another type of change that impacts the historic character of a neighborhood, which is new construction in the form of infill or incompatible additions. For local historic districts, the Historic Preservation Commission reviews changes to the district to ensure that they are compatible before permits are issued. There is no oversight for district changes in National Register Historic Districts without a local historic overlay unless the property owner receives Rehabilitation Tax Credits, for which they must consult and comply with the State Historic Preservation Office. Infill can reinforce or diminish the district character.

Inner-City Neighborhoods

There is a growing appreciation of inner-city neighborhoods that developed as the initial suburban ring of downtown. Much of this interest today derives from the location of these neighborhoods close to downtown, their

proximity to jobs in the area, and the original design of the neighborhood that creates a form and rhythm within the landscape.

Why are new residents attracted to historic neighborhoods? People of all incomes, races, educational levels, and occupations are attracted to historic neighborhoods for multiple reasons: the quality of the building stock; the character of the neighborhoods; the diversity; the urbanity; the proximity to work, school, shopping, and transportation; the affordability; the range of housing options; and the pedestrian orientation of the neighborhood. In short, people want to come to historic neighborhoods because they are great neighborhoods (Rypkema, 2004, p. 31).

In comparison to new construction, older and historic neighborhoods attract a range of people seeking amenities and affordable housing. A vast majority of these people are public servants, who cannot afford to buy a median-priced home (Rypkema, 2002). There is a range of housing sizes and prices in the inner-city neighborhoods, and the proximity to the amenities offered downtown means less money spent on travel. In his affordable housing comparison analysis of older and historic neighborhoods to the location of new construction at the national level, Rypkema found five key findings as shown in Table 4.

Table 4. Historic Neighborhoods Compared to New Construction Neighborhoods. From Rypkema (2002, p. 7-9).

Over 40 percent of residents in older and historic neighborhoods are within five miles of work. Less than one resident in four in new housing is that close to their place of employment.
Over two-thirds of older and historic neighborhoods have an elementary school within one mile. Less than 40 percent of new construction does.
Over 60 percent of houses in older and historic neighborhoods have shopping within one mile. Barely 40 percent of new houses do.
Public transportation is available to residents in nearly 60 percent of older and historic neighborhoods. Three quarters of new housing has no public transportation available nearby.
And finally returning to the critical issue of affordability, compare the percentage of housing units under \$150,000 in older and historic neighborhoods (over 70%) with the new units in that affordability range (barely half).

Understanding the market demands for housing is of interest to historic preservationists, policy makers, planners, and developers. “Not everyone is in the market for the two-story, 2,265 square foot, 3+ bedroom, 2+ bath, 2+ car garage house that is the typical new home built today” (Rypkema, 2002, p. 11). With substantial demographic shifts on the horizon, many planning scholars hypothesize “the end of the spatial expansion of metropolitan areas and a new era of infill and redevelopment” (A. C. Nelson, 2009). A study of metropolitan Atlanta households found that 40 percent of people living in single-family, detached neighborhoods would trade their large lots for smaller ones possessing more amenities like sidewalks, narrower connected streets, shops and services, parks, and sense of community (Levine, 2005). These market changes affect decisions for reinvestment. The Historic Macon Foundation in Macon, Georgia,

has become nationally recognized for their targeted revolving fund rehabilitating homes in lower-income neighborhoods. Their market research has shown that in their municipality, homeowners are purchasing highly finished detached homes between 400 and 2,000 square feet on an average income of \$125,000 (Rogers, 2013). This holds true elsewhere, as “survey respondents at most life stages, except for growing families, would be willing to accept a home with smaller square footage for one with a higher level of finish” (A. C. Nelson, 2009, p. 201).

The planning profession is now focused on the implementation of design decisions that incorporate sustainability measures at the local level. Rypkema writes, “today enlightened cities are reusing their older and historic buildings as the core strategy in addressing the housing crisis. It is not that no building should ever be torn down; rather that demolition should be the last resort not the first option” (Rypkema, 2004, p. 33). The high cost of new infrastructure in the outer rings of the city drive up the cost of new development in relation to costs for rehabilitation or infill closer to the city center where infrastructure already exists. The desire to see reinvestment in historic neighborhoods has come under focus as both an affordable housing policy tool and as a means for achieving greater sustainability. In addition to economic factors, preservationists also point to support for sustainability measures as reinvestment in older neighborhoods often capitalize on the embodied energy of existing buildings and the infrastructure that serves these neighborhoods (Frey, 2012). “The greenest building is... one that is

already built” has become a famous saying within preservation circles (Elefante, 2012, p. 62).

Urban Renewal and Neighborhood Revitalization

Neighborhood revitalization began in the early twentieth century as a reaction to overcrowded cities, unplanned and piecemeal development without public control, and a general sense that social changes were due to poor physical conditions in large American cities (Rohe, 2009). In 1923, Clarence Perry introduced his ‘neighborhood unit formula’ to address these problems, where he proposed six principles for the ideal neighborhood and advocated using eminent domain to assemble large parcels in “central deteriorated sections, large enough and sufficiently blighted to warrant reconstruction” (Rohe, 2009, p. 211-212, see Table 5).

Table 5. Clarence Perry’s Six Principles for the Ideal Neighborhood.
Information from Rohe (2009).

1. Each neighborhood should be large enough to support an elementary school.
2. Neighborhood boundaries should be composed of arterial streets to discourage cut-through traffic.
3. Each neighborhood should have a central gathering place and small scattered parks.
4. Schools and other institutions serving the neighborhood should be located at the center of the neighborhood.
5. Local shops should be located at the periphery of the neighborhood.
6. The internal neighborhood street system should be designed to discourage through traffic.

The neighborhood unit formula championed by Perry introduced a new way of approaching planning for the profession that previously was focused on the scale of the city (Rohe, 2009). In 1954, the *Berman v. Parker* Supreme Court decision upheld the right of a city to remove a building based on the appearance of “blight.” Justice William Douglas wrote in the decision, “It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean” (*Berman v. Parker*, 1954). This justification for demolition based on the aesthetics of a building became the legal background for justifying sweeping demolitions within the urban core. Low socioeconomic and racial minority neighborhoods were commonly the target facing widespread demolition due to blight.

As urban renewal swept through post-World War II American cities, the rallying cry for the preservation of the places where everyday people live came

sharply into focus with Jane Jacobs' 1961 book *The Death and Life of Great American Cities* (Jacobs, 2011). Much of her writing was in reaction to large-scale urban renewal projects and post-World War II urban planning policies where entire inner-city neighborhoods were threatened and demolished for new development (Rohe, 2009). She championed protecting the human-scale environment of neighborhoods like Greenwich Village where she lived that fostered vibrant community life and changed organically over time. Her book:

encouraged readers to protect a human-scale built environment that fostered vibrant community life and changed only organically. Jacobs' book heralded the rise of the historic district across the country as a means of preserving groups of buildings whose components, perhaps, lacked architectural merit but nonetheless formed a coherent landscape (Broning & Byrne, 2012, p. 5).

Jacobs advocated for the city dweller's need for buildings of varying ages, the intentional mixed-use design of older buildings, which attracts the safety of 'eyes on the street,' and the affordability of spaces for local businesses and various resident incomes that create multiple stakeholders who foster vibrant community life (Jacobs, 2011). These ideas were the cornerstone of the preservation movement in the 1960s and 70s.

Many of these same ideas are now found in 'smart growth' initiatives used by urban planners to reinvest in the urban core of cities. These ideas include mixed-use spaces, housing diversity, neighborhood schools, housing density, high walkability, and open communities, which are common factors found in

existing historic neighborhoods (Duany, Speck, & Lydon, 2010). Urban revitalization goes beyond the scope of historic preservation literature, with much discussion in the fields of planning and geography. Rohe notes that planners have come to realize that people are most interested and invested at the neighborhood level and “are more motivated to participate in planning efforts designed to preserve or improve their neighborhoods, particularly if those planning efforts provide them with a real opportunity to shape the future of their neighborhoods” (Rohe, 2009, p. 227).

The U.S. Department of Housing and Urban Development (HUD) is the Federal agency that provides regulatory oversight of municipality driven neighborhood revitalization efforts. Title I of the Housing and Community Development Act of 1974 created the Community Development Block Grant (CDBG) funding program, providing a way for entitlement communities to allocate funds to neighborhoods that needed decent housing and more economic opportunities (Bureau of National Affairs, 1995). Use of CDBG funds requires the creation of a neighborhood redevelopment consolidated plan with a detailed citizen participation component for maximum citizen input, which is submitted to HUD in order to receive federal money (Bureau of National Affairs, 1995). Most municipalities have a preservation planner on staff in their planning department who has training in both fields and can help guide their department through the most appropriate decisions.

Legal Framework for Redevelopment

NHPA

According to the National Historic Preservation Act, when a municipality designates an area for redevelopment that is on the National Register of Historic Places or an area that contains historic fabric that may be determined eligible, and uses Federal funding it is required to consult with the State Historic Preservation Office to determine if an adverse effect will occur. This consultation, or Section 106 review, requires agencies to take into account the effects of their undertakings on historic properties and to provide the Advisory Council on Historic Preservation (ACHP) with a reasonable opportunity to comment. A Federal undertaking is a project, activity, or program either funded, permitted, licensed, or approved by a Federal Agency. Undertakings may take place either on or off federally controlled property and include new and continuing projects, activities, or programs and any other elements not previously considered under Section 106 (“Section 106 Regulations Summary,” 2013). When a local municipality uses Federal Community Development Block Grant funds, the use of Federal dollars qualifies as an ‘undertaking’ under the law.

There are a handful of Federal planning tools available to protect inner-city neighborhoods. The National Historic Preservation Act, the National Environmental Policy Act and the Transportation Act have all had regulations in place since the late 1960s to mitigate against an adverse affect to the historic

fabric of America's built environment (Broning & Byrne, 2012). Each of these three acts has its own language for triggering a review of a project, but all require consultation with the State Historic Preservation Office (SHPO). In addition to these regulations, there are state-level redevelopment laws that require local municipalities who target an area for redevelopment to consult with SHPO about historic resources within that area. In North Carolina, the redevelopment law requires that there is no "adverse affect" to the historic fabric of the built environment (*Article 22. Urban Redevelopment Law.*, 1951).

Municipalities often use Federal Community Development Block Grant (CDBG) funds for their redevelopment projects. CDBG money provides the most flexibility for local governments, but the use of Federal dollars requires consultation with SHPO to protect historic resources. The goal of consultation with SHPO is to guard against adverse affects to the historic built environment. The evaluation of an "adverse affect" is key to the discussion of historical integrity maintenance.

An adverse affect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association... Adverse affects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative ("Electronic Code of Federal Regulations: Title 36, Chapter VIII, Part 800 - Protection of Historic Properties," 2014).

Examples of adverse affects as defined by the Federal Regulations are located in Table 6.

Table 6. Examples of an Adverse Affect. (“Electronic Code of Federal Regulations: Title 36, Chapter VIII, Part 800 - Protection of Historic Properties,” 2014.)

- (i) **Physical destruction** of or damage to all or part of the property;
- (ii) **Alteration of a property**, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines;
- (iii) **Removal of the property** from its historic location;
- (iv) **Change of the character** of the property's use or of physical features within the property's setting that contribute to its historic significance;
- (v) Introduction of visual, atmospheric or audible **elements that diminish the integrity** of the property's significant historic features;
- (vi) **Neglect of a property** which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and
- (vii) **Transfer, lease, or sale of property out of Federal ownership or control** without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

HUD

In Title I of the Housing and Community Development Act of 1974 the Community Development Block Grant (CDBG) Entitlement Program was established to provide annual grants to entitlement communities for decent housing and economic opportunities for low- and moderate-income persons. The U.S. Department of Housing and Urban Development (HUD) distributes these funds directly to municipalities who qualify as “entitlement communities” which

are able to spend the money on revitalizing neighborhoods, economic development and providing improved community facilities and services (“CDBG Entitlement Program Eligibility Requirements”). CDBG funds may be used for rehabilitation of residential and non-residential structures, acquisition of real property, and relocation and demolition. However, using CDBG funds for the construction of new housing is disallowed (“CDBG Entitlement Program Eligibility Requirements;” Bureau of National Affairs, 1995). Entitlement communities are the principal cities in large Metropolitan Statistical Areas, other metropolitan cities with a population greater than 50,000, and urban counties with populations greater than 200,000 (Hamer & Farr, 2009). In North Carolina there are 22 cities, 3 counties and 2 towns that qualify (“CDBG Contacts: North Carolina”). This study focused on the Entitlement cities, which are listed in Table 7. The cities that are emphasized in bold are the five that comply with Federal and State regulations and regularly consult with SHPO, as determined through consultation with the North Carolina SHPO in Fall 2014.

Table 7. Entitlement Cities in North Carolina. The cities emphasized in bold are compliant with historic preservation regulations.

Asheville	Fayetteville	Hickory	Morganton	Wilmington
Burlington	Gastonia	High Point	New Bern	Winston-Salem
Charlotte	Goldsboro	Jacksonville	Raleigh	
Concord	Greensboro	Kannapolis	Rocky Mount	
Durham	Greenville	Lenoir	Salisbury	

NC Redevelopment Law

In order for a target area to meet the criteria for redevelopment at the state level, it must meet the criteria of the North Carolina Redevelopment Law (General Statute, Chapter 160A, Article 22). This includes meeting the threshold of blight, as defined within the law. The definition of blight is rather subjective, first introduced as a North Carolina State Statute in 1951, and amended in 1973. According to the statute, the following definitions are key: “blighted area,” “blighted parcel,” and “rehabilitation, conservation and reconditioning area” (See Appendix A: Glossary of Terms for definitions).

The NC Redevelopment Law requires at least two-thirds of the number of buildings within the area meet the definition of blight as it is defined in the law. While the definition of blight is debatably subjective, meeting this threshold is necessary for creating a redevelopment plan for an area that is subject to CDBG funds from the Federal Government. The “dilapidation, deterioration, age or obsolescence” criteria in the redevelopment law often mean that target areas for redevelopment are in the historic core of the city, which includes both residential and nonresidential buildings.

This thesis focuses on neighborhoods that have been targeted for redevelopment within the definition of the North Carolina Redevelopment Law, received CDBG funds by the Federal Government as an Entitlement city, and

followed the appropriate channels for Section 106 review according to the National Historic Preservation Act of 1966.

Metrics for Success

There is no single definition of success for neighborhood revitalization efforts. HUD, who disperses CDBG funds, requires a 'Performance and Evaluation Report,' which must be submitted annually to check on project timelines and to determine if "the activities carried out during the course of the year were in accordance with the recipient's primary objectives and the program's national objectives" (Bureau of National Affairs, 1995, p. 09:0013).

Performance reports are now available online at the HUD Exchange website, and include self-reported measurements from the city as a whole and are not broken down by neighborhood (U.S. Department of Housing and Urban Development, 2012, see Table 8).

Table 8. Success Metrics for the CDBG Program. Information from HUD ("HUD.GOV: Resources").

Actual Jobs Created or Retained
Households Receiving Housing Assistance
Persons Assisted Directly, Primarily By Public Services and Public Facilities
Persons for Whom Services and Facilities were Available
Units Rehabilitated-Single Units
Units Rehabilitated-Multi Unit Housing

In 2009, HUD Secretary Shaun Donovan announced the new Choice Neighborhoods Initiative as part of the Obama Administration's desire to "move beyond the bricks and mortar revitalization of severely distressed public housing and fund a broader range of eligible activities, including education reform, early childhood activities, and collaboration among public, private, and nonprofit organizations" (Smith et al., 2010, p. 2). The report called for further accountability and clearer goals that lead to measurable outcomes, with general suggestions shown in Figure 1. The report proposes measuring the number of new units through new construction and rehabilitation, along with the number of units demolished in a neighborhood, code violations, the number of vacant residential properties, owner versus renter percentages and with specific attention on income diversity in the neighborhood, and the number of affordable units overall (Smith et al., 2010). A second area for analysis is the number of house sales in the neighborhood and their sale prices, contrasted with the percentage of foreclosures.

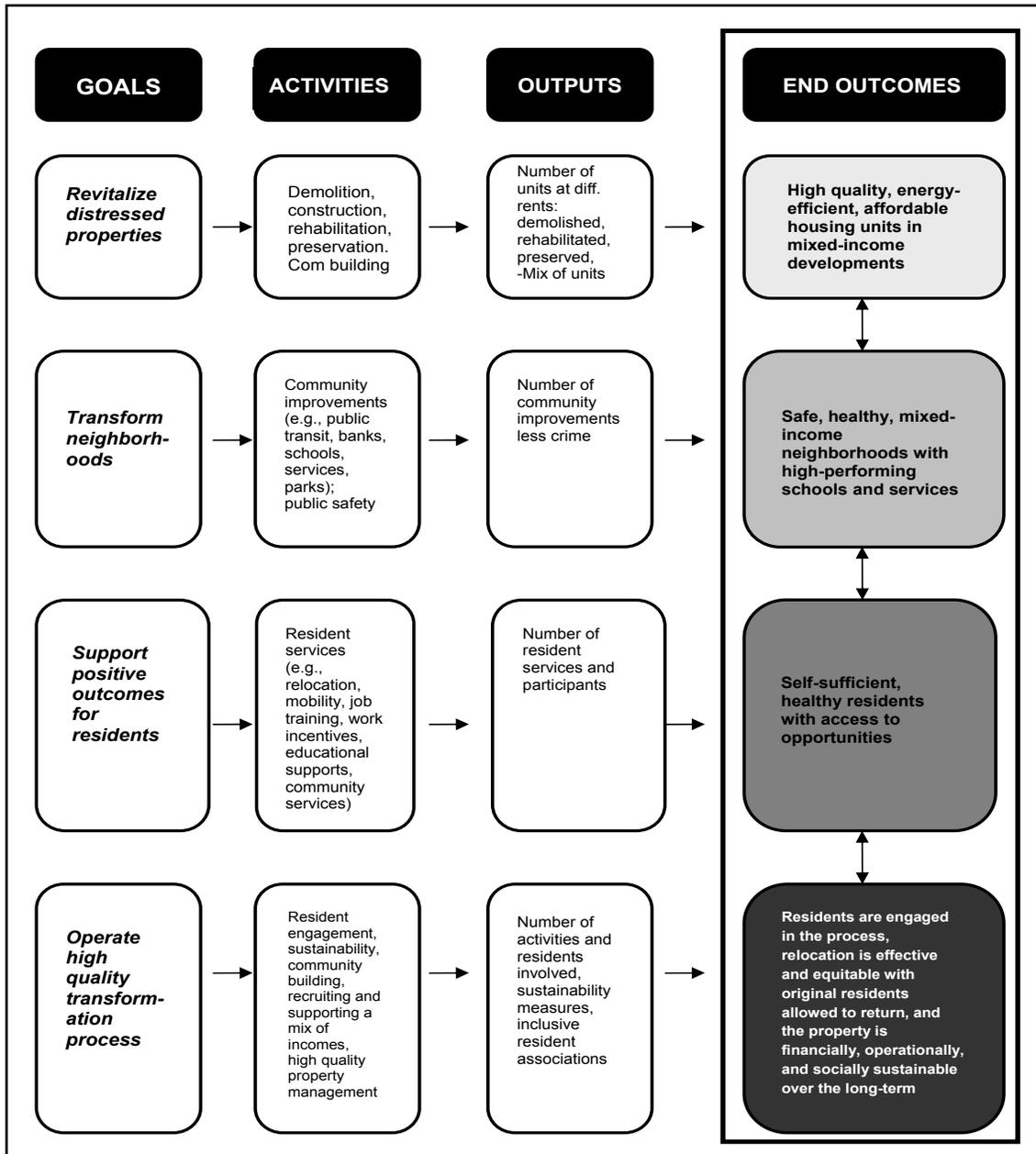


Figure 1. The Choice Neighborhoods Logic Model. Chart from the Brookings Institute (Smith et al., 2010, p. 12).

PlaceEconomics based out of Washington, DC, which is led by Rypkema, is developing a new tool for assessing historic neighborhood conditions called

ReLocal, which sets out to measure 78 metrics across eight broad categories (see Table 9). The idea behind this tool is to help cities determine how to best allocate scarce resources to create healthier cities that are “more vibrant, stable, and sustainable” (PlaceEconomics, n.d., p. 1).

Table 9. ReLocal Assessment Categories for Neighborhood Condition. All categories were created by Rypkema (PlaceEconomics).

Real estate: Past disinvestment and prospective reinvestment
Stability: Population trends and related quality-of-life issues
Neighborhood character: Sense of place through the built environment
Walkability: Proximity to community assets and condition of bike-pedestrian infrastructure
Fiscal: Economic costs and contributions of neighborhood elements to City
Economic opportunity: Wealth-generating opportunities for residents
Engagement: Resident participation in neighborhood
Environment: Past land uses, natural resources, and current quality-of-life factors

In 2011, Rypkema and Mason worked together on a report for the Advisory Council for Historic Preservation on current research and scholarship to define areas where there are clear gaps in the literature (Rypkema et al., 2011). Rypkema is considered an international expert on the economic impacts of historic preservation and his discussion of the research is extensive. He provides a list of the four most frequent areas of research in Table 10.

Table 10. Historic Preservation Research Areas. Four areas most studied in Historic Preservation literature (Rypkema, 2014, p.10).

Jobs created through historic rehabilitation projects
The incremental impact of heritage tourism
The success of preservation-based downtown revitalization efforts, specifically Main Street
The impact of historic designation on property values

Rypkema mentions that the last category of historic designation and property values has been studied the most and is the only one that is directly relevant to residential neighborhoods. In researching his book, *The Economics of Historic Preservation: A Community Leader's Guide*, he says:

I think I found every published study ever done on the economic impact of historic districts. In some instances, value within the district appreciated faster than the community as a whole; in some studies, districting led to significant new investment; in some cases, historic districts were protected from the wide volatile swings in property values.

But not in one instance – zero, zilch, zip - not a single study found that historic districts caused a decline in property values. Not one (Rypkema, 2012, p. 52).

One longitudinal study in Greensboro, North Carolina, followed property values for over forty years to determine the impact of local designation, demonstrating that a local district overlay contributes to higher and more stable property tax values over time (Leimenstoll, 2014). The effect of designation on property values concerns more than preservationists as property values contribute to the tax base in cities. Another study in Greensboro, a decade

before, from “a News & Record computer analysis of tax appraisals draws the profile of a home whose value grew especially fast in the last eight years: close to downtown, built before 1950, no garage and a small lot” (Williams, 2004, p. A1). This house profile is frequently found across North Carolina in inner-city neighborhoods.

There is a gap in the research on neighborhood revitalization in both the planning and the historic preservation literature in defining metrics beyond property values for successful revitalization efforts (Rypkema, 2014; Rypkema et al., 2011). Both Historic Preservation and revitalization metrics generally focus on property values as a way to evaluate success. However, given the level of checks and balances at the state and federal level on rehabilitation efforts to mitigate for no adverse affect, it is crucial to investigate how redevelopment plans affect the historic character of National Register Historic Districts. Understanding patterns of investment and disinvestment through historic character analysis is one measurement of success for preservation efforts in at-risk neighborhoods.

CHAPTER III

METHODOLOGY

This thesis will use a two-phase sequential exploratory mixed methods design within the pragmatic worldview. The open-ended exploration of the qualitative approach is appropriate to define the variables for this study, since the retention of historic character in redevelopment areas has not been extensively explored or documented in the literature. A sequential mixed methods strategy is appropriate when “quantitative data and results [are used] to assist in the interpretation of qualitative findings” (Creswell, 2009, p. 211). Sequential mixed methods is the strategy of choice when determining the distribution of a phenomenon within a population, which in this study are patterns of investment and disinvestment within a neighborhood. According to Creswell, sequential mixed methods is also the procedure of choice when a researcher needs to develop their own instrument because existing instruments are inadequate or non-existent (Creswell, 2009). The instrument developed for this study is the Historic Character Retention Diagnostic.

The challenge in using this type of design procedure is that much of the theory building and data analysis relies on the researcher. In the qualitative approach, the creation of new theory is the endpoint. This inductive approach

requires a process “of building from the data to broad themes to a generalized model or theory” (Creswell, 2009, p. 63, see Figure 2). While it may be more difficult to code for themes and patterns to create new theory, the mixed methods approach allows for the overall strength of the study to be greater than either qualitative or quantitative singular approaches.

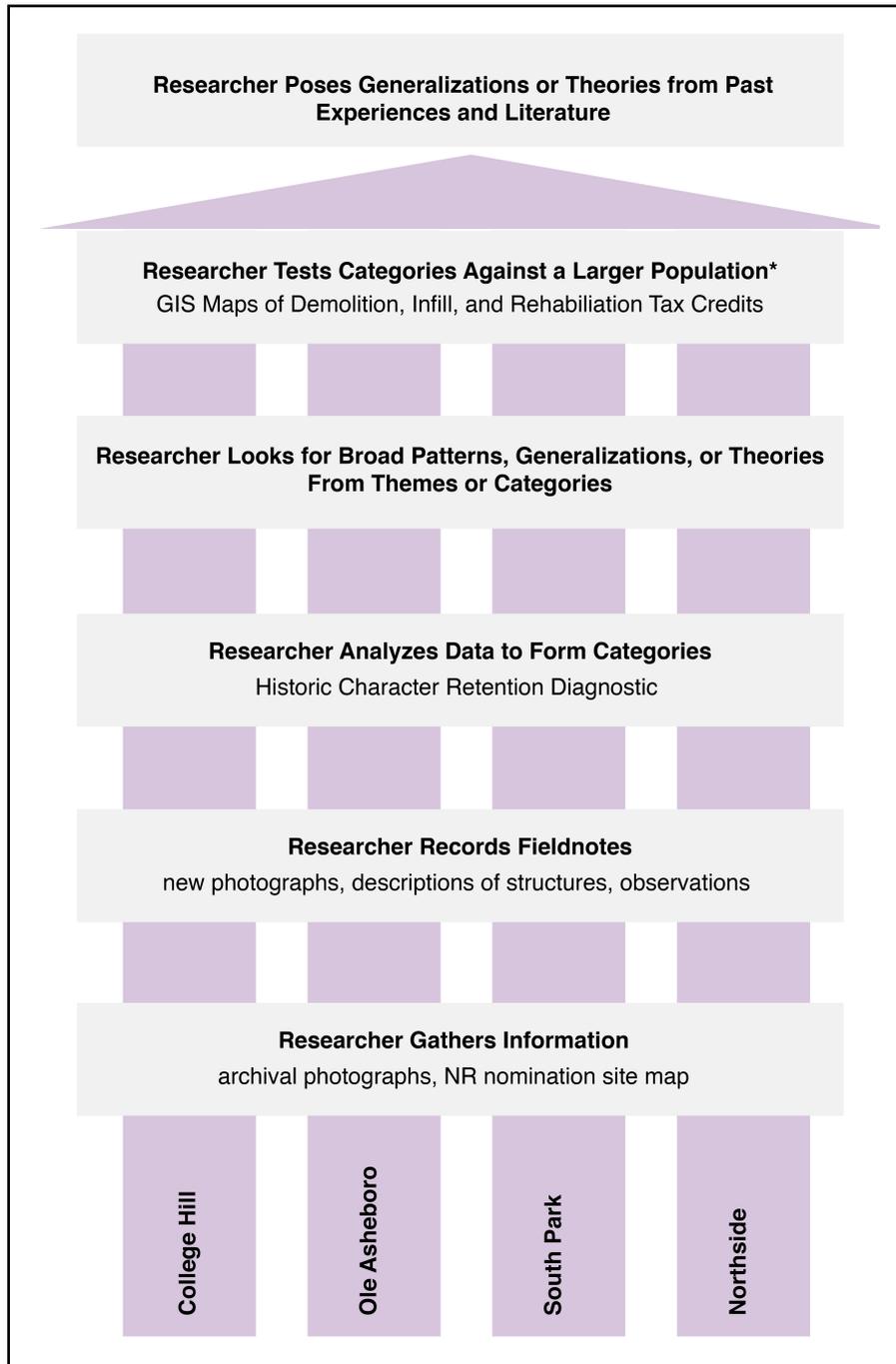


Figure 2. The Inductive Logic of Research in a Qualitative Study. Chart adapted from Creswell (2009, p. 63). *This step was added to this diagram to more accurately represent the Sequential Exploratory Mixed Methods strategy used in this study, and where it fits within the larger Qualitative structure.

Qualitative Data

Working with qualitative data allows for categorization of existing phenomena. Raw data is acquired, coded and reduced to its most simplistic forms before being expanded through interconnections that create new theory to explain the phenomena being studied (Groat & Wang, 2013). Characteristics of qualitative research include: studying the subject in its natural setting, the researcher as the key instrument for data collection, the use of multiple sources of data, an inductive approach to data analysis, an emergent design in which the process may change as new information becomes available, interpretive conclusions of the environment on the part of the researcher, and a holistic account of the subject in which a complex picture is described (Creswell, 2009; Groat & Wang, 2013).

A qualitative analysis that requires an inductive process of inquiry is ideal for this particular type of research where previous documentation does not exist. Because this type of study has not been done before, it is not clear what conclusions can be expected; therefore a focus on interpretation and meaning is key. One of the strategies of inquiry for qualitative research is the case study. A case study “investigates a contemporary phenomenon (the “case”) in its real-world context, especially when the boundaries between phenomenon and context may not be clearly evident” (Yin, 2014, p. 2). Case study research is ideal for studying complex social phenomena, such as neighborhood change, in which a

researcher is not able to control or manipulate variables (Yin, 2014). According to Yin, “the case study’s unique strength is its ability to deal with a full variety of evidence – artifacts, documents, interviews, and observations – beyond what might be in a conventional historical study” (Yin, 2014, p. 12). Using replication logic, the evidence from a multiple-case study design is often considered more compelling and robust.

Selection of Case Studies

The purposeful selection of case study sites is a key component of qualitative research in order to best select a subject with the desired phenomenon in question (Creswell, 2009). In order to be selected as an eligible case study for this thesis, inner-city residential neighborhoods on the National Register of Historic Places must have met the threshold for blight and have been targeted for redevelopment using CDBG funds (see Figure 3).

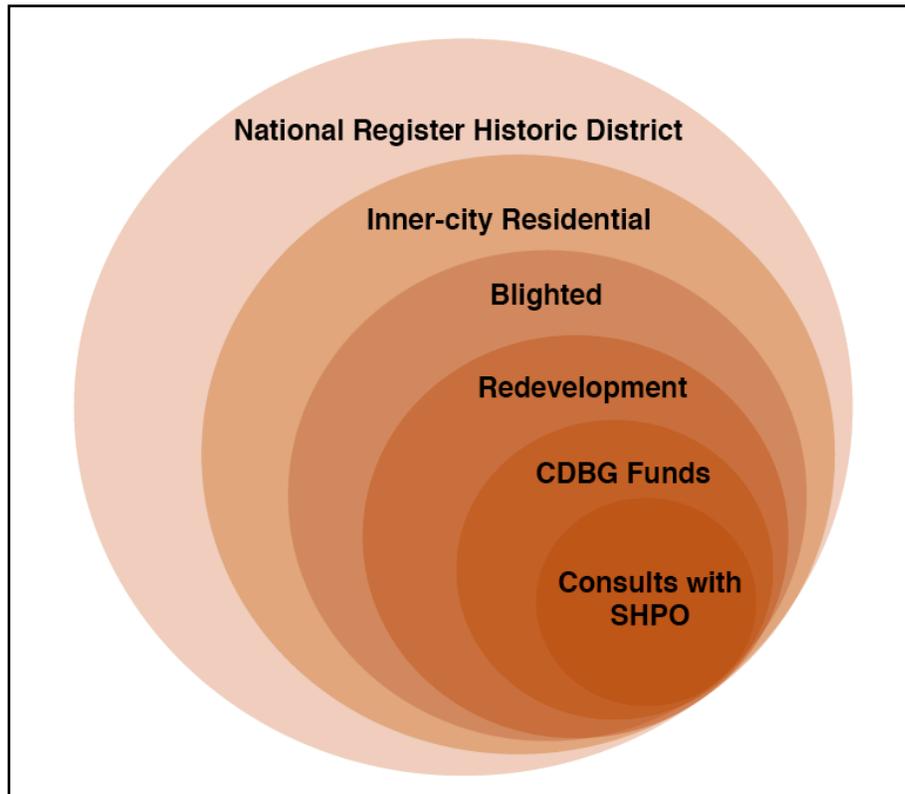


Figure 3. Requirements for the Selection of Case Studies.

Consultation with SHPO determined that there are five municipalities with both Certified Local Government and Entitlement Community status that comply with Section 106 and Environmental Review, thus following all Federal regulations. Those five compliant municipalities are: Winston-Salem, Greensboro, Durham, Raleigh, and Wilmington.

This list was cross-referenced with 110 eligible National Register Historic Districts that was generated by SHPO (see Appendix C for the full list). Because this study is focused on the effects of redevelopment plans on inner-city residential neighborhoods, districts of a particular type that have their own unique

patterns of development and separate tools for reinvestment were deleted from the list. Those districts include: commercial districts, mill villages, Moravian settlements and post-war neighborhoods. A redevelopment plan area map for each of the five municipalities and the National Register Historic District boundaries within those municipalities was overlapped to determine qualifying neighborhoods (see Appendix D for maps of the four qualifying neighborhoods). There were no neighborhoods in Durham that had a redevelopment plan in a NRHD. Six neighborhoods qualified in the other four cities (see Table 11).

Table 11. Preliminary Case Study List. Neighborhoods on the National Register of Historic Places targeted for redevelopment that are compliant with Section 106.

City	Neighborhood
Greensboro	College Hill Southside Ole Asheboro
Winston-Salem	North Cherry
Raleigh	South Park
Wilmington	Northside

At the time of nomination to the National Register, information includes contributing structure descriptions, as well as a determination of the significance of the neighborhood for designation, and a discussion of the historical background of the neighborhood. Photographs taken of the historic district as part of the original National Register documentation are often sorted into several broad categories: residential, commercial, streetscape, and other (like parks,

university buildings, churches, aerial photographs, gazebos, gates, walls, etc.).

The information in Table 12 was gathered on each of the six qualifying neighborhoods and then compiled into a chart (see Table 13).

Table 12. Case Study Selection Data.

<p>Date of designation to the National Register of Historic Places, including local historic district overlay information, if applicable, and any boundary increase or decrease information, if applicable. Case study selections should have similar dates of nomination, so that historic fabric conditions and state and federal policy options are similar. A local historic district overlay section is important to note because it has an additional layer of design review. Boundary increase or decrease information provides updated survey information, and in the case of a decrease, indicates a potential adverse affect determination.</p>
<p>The date of the redevelopment plan provides information on the start of the project, how that relates to the NR nomination timeline, and whether there has been enough time for a redevelopment plan to be implemented and change over time determined.</p>
<p>Period of Significance for the National Register Historic District should be similar among case studies to provide for consistency in historic fabric.</p>
<p>Total number of properties within the NRHD, including the breakdown of contributing and non-contributing structures. The target project boundary should be similar in size across all case study neighborhoods.</p>
<p>Total number of photographs for each NRHD, including the breakdown of photograph type into commercial, streetscape, residential, and other. Quantity of photographs within the target area should be comparable among case studies. Additionally, photographs should be primarily residential in nature.</p>
<p>Use of CDBG funds for redevelopment project. The use of CDBG funds is critical for triggering a Section 106 review with SHPO.</p>
<p>The presence of local design guidelines, which provides a framework for appropriate rehabilitation projects and compatible new construction.</p>

Table 13. Case Study Selection Chart Information.

Neighborhood	College Hill	Southside	Ole Asheboro	North Cherry	South Park	Northside
NRHD	College Hill	So. Greensboro	So. Greensboro	North Cherry	East Raleigh-South Park	Wilmington
Municipality	Greensboro	Greensboro	Greensboro	Winston-Salem	Raleigh	Wilmington
County	Guilford	Guilford	Guilford	Forsyth	Wake	New Hanover
Date of Designation						
NR Nomination	1993	1991	1991	2004	1990	1974
Local Distric	1983	no	no	no	Prince Hall	yes
Boundary Decrease	2002	n/a	n/a	2014	n/a	n/a
Boundary Increase	n/a	n/a	n/a	n/a	n/a	2003
NRHD id#	GF1248	GF1129	GF1129	FY3159	WA1846	NH0003, NH2548
Date of Revitalization Plan	1979	1980	1979; 2004	2003	1980	2003
Copy of Plan Located	Mike Cowhig	Rohe	online + Cowhig	Michelle	online	online + Glen
Period of Significance	1837-1941	1880-1941	1880-1941	1924-1954	1865-1940	1890-1945
Total Number of Properties						
Contributing	387	384	384	80	708	2755
Noncontributing	321	339	339	72	532	2530
	66	45	45	8	176	225
Total Number of Photos						
Commercial	19	14	14	9	36	31
Streetscape	2	1	1	1	1	4
Residential	12	6	6	3	15	8
Other	5	5	5	5	9	14
	0	2	2	0	11	5
CDBG	yes	no. bonds	yes	yes	yes	yes
Design Guidelines	CITY - 2003	1997	1991	unofficial - 2008	1993	1999

Neighborhood Descriptions

Rejected Case Studies: Southside and North Cherry

The Southside neighborhood is adjacent to Ole Asheboro’s northern border, and together both neighborhoods form the South Greensboro NRHD. Both have been targeted for redevelopment, but Southside was paid for through municipal bonds whereas Ole Asheboro used CDBG funds (City of Greensboro, 1995). Municipal bonds are locally voted on and issued by the local government. Bonds are tax exempt and allow for a greater leverage of financing and flexibility (Hamer & Farr, 2009). Target neighborhoods for this study must use CDBG

funding to meet the Federal Section 106 review standards with SHPO, thus the Southside neighborhood was eliminated.

North Cherry in Winston-Salem is a much smaller NRHD than the other qualifying neighborhoods. It was nominated several decades after the other neighborhoods in 2004. The neighborhood was called an “island of disrepair” between Downtown and Wake Forest University and was targeted for redevelopment in 2003 (“Habitat for Humanity of Forsyth County, North Carolina”). The City of Winston-Salem partnered with Habitat for Humanity of Forsyth County and the Landmark Group, a private developer, for rehabilitation and new construction (“Habitat for Humanity of Forsyth County, North Carolina”). While the redevelopment plan did use CDBG funds, an adverse effect was determined during the redevelopment process with demolition of several contributing structures on the southern end of the district, and in 2014 there was an official boundary decrease to the NRHD (“National Register of Historic Places Registration Form: North Cherry Street Historic District,” 2004). This adverse affect determination and subsequent boundary decrease disqualifies North Cherry as a potential case study.

College Hill

The College Hill neighborhood in Greensboro was the first neighborhood targeted for redevelopment in Greensboro in 1979. The neighborhood is to the west of downtown Greensboro, between the University of North Carolina at Greensboro to its west and Greensboro College to its east. The Southern Railroad forms the neighborhood boundary to the south and Market Street the boundary to the north. The original 1979 plan used CDBG funding (“Redevelopment Plan for College Hill,” 1979). The neighborhood became the first in Greensboro to have a local historic district overlay in 1980, providing additional guidelines and oversight of compatible rehabilitation and new construction within the area (“College Hill Neighborhood Plan Draft November 16, 2009,” 2010). In 1993, College Hill was nominated to the National Register of Historic Places (“National Register of Historic Places Registration Form: College Hill Historic District,” 1993). The redevelopment area from 1979 is no longer active, and the revitalization of College Hill has been deemed a success (“City of Greensboro, Plans and Studies”). Currently, the neighborhood is working with the City of Greensboro on the implementation of a new plan and vision for the neighborhood (“College Hill Neighborhood Plan Draft,” 2014). Because the redevelopment area boundary is larger than the NRHD boundary, the study area for this thesis is the entirety of the NRHD, which is shaded in yellow in the map

included in the Appendix D (See Map #1: College Hill). There are 19 total archival photos from the National Register nomination in the defined study area.

Ole Asheboro

Also declared a redevelopment area in 1979, the Ole Asheboro neighborhood forms a part of the larger 1991 South Greensboro NRHD (“City of Greensboro, Plans and Studies,” “National Register of Historic Places Registration Form: South Greensboro Historic District,” 1991). The 1997 *South Greensboro Historic District Design Guidelines* were issued as a resource for sensitive rehabilitation for affordable housing of both the interior and exterior (Leimenstoll). In 2004, the redevelopment area plan was updated, including a targeted section along the northern boundary of Lee Street (City of Greensboro, 2004, City of Greensboro, 2011). This neighborhood is still considered a work in progress, with some successes (“City of Greensboro, Plans and Studies”). The target area for study in Ole Asheboro is the portion of the redevelopment plan that overlaps the NRHD, which is shaded yellow in the map included in the appendix (See Map#2: Ole Asheboro). There are 10 total archival photographs from the 1991 National Register Nomination included within the study area.

South Park

South Park is a neighborhood in part of the southern section of the large East Raleigh-South Park NRHD of 1990, which includes sections of Shaw

University (“National Register of Historic Places Registration Form: East Raleigh-South Park Historic District,” 1990). One-and-a-half blocks of the northern most tip is included in the Prince Hall Local Historic District overlay of 2002 (“Prince Hall Historic District”). Targeted for redevelopment in 1980, the area targeted for study is where the redevelopment plan overlaps the NRHD, which is shaded in yellow in the map included in the Appendix (Housing Authority of the City of Raleigh, North Carolina, 1980; see Map #3: South Park). There are 21 total archival photographs from the 1990 National Register Nomination included within the study area.

Northside

The City of Wilmington has a very large NRHD that encompasses the historic waterfront, and over 2000 structures. It was originally nominated in 1974, and then expanded in 2003 (“National Register of Historic Places Registration Form: Wilmington Historic District Boundary Expansion and Additional Documentation,” 2003). The Northside redevelopment plan was created in 2003 as a response to the new MLK Bridge construction from the north into Downtown (City of Wilmington). The study area is shaded in the Appendix map as an orange color, which includes two smaller local historic district overlays within the Northside neighborhood, excludes the industrial-zoned areas on along the waterfront, and ends on the southern boundary of Market Street (See Map #4: Northside). Consultation with the City of Wilmington Planning Department

indicated that the Northside redevelopment area is still a work in progress. There are 15 total archival photographs from the 2003 National Register Nomination update included within the study area.

Neighborhood Overview

The timeline in Figure 4 shows College Hill, Ole Asheboro, South Park, and Northside. Significant policy dates for the Housing and Community Development Act and the National Historic Preservation Act are also included for reference.

The large Wilmington NRHD is the one case study that is the most different from the others in that it was nominated to the National Register almost two decades earlier than the others and was on the National Register of Historic Places before being targeted for redevelopment. The Northside neighborhood of Wilmington had a targeted redevelopment plan created in 2003. College Hill, South Park, and Ole Asheboro are all very similar in their timeline, with redevelopment plans created around 1980, and NRHD status around 1990. Of note is College Hill's local historic district overlay, which is much earlier in 1983 and preceded the National Register nomination.

In general, the number of archival photographs within the study area for this thesis is also similar between College Hill and South Park compared to Ole Asheboro and Northside. Table 14 shows both the archival photograph count for each neighborhood.

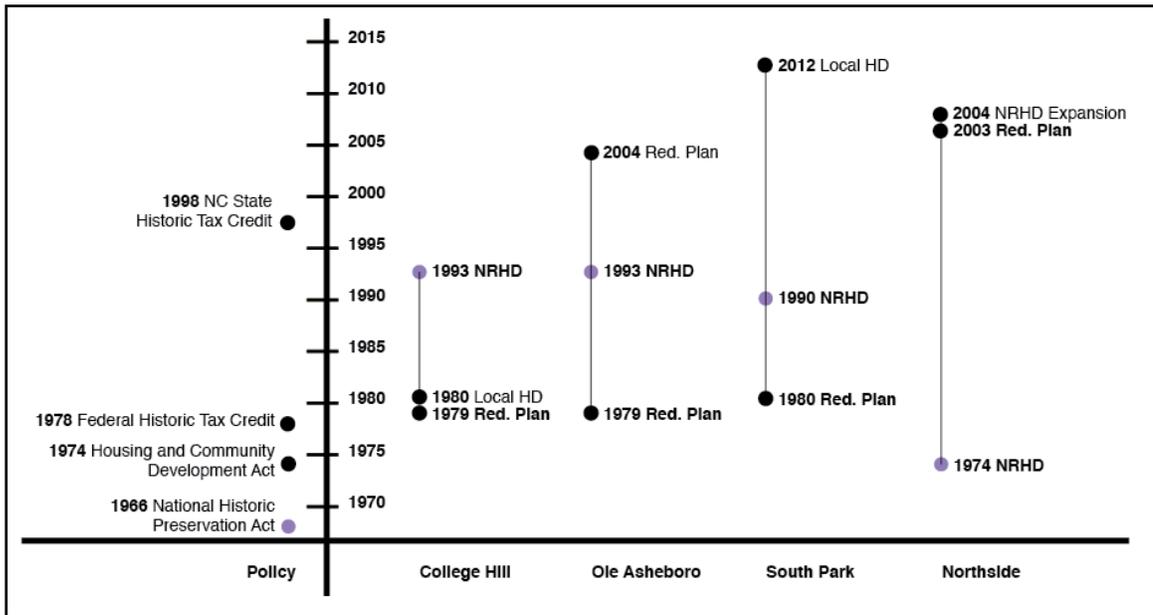


Figure 4. Case Study and Policy Timeline. This timeline plots the date of major policy acts that have affected municipal decisions for investment on the left and the date of enactment for a redevelopment plan and designation on the National Register of Historic Places on the right. Additional neighborhood-specific information has been included where it applies.

Table 14. Total Number of Archival Photographs by Neighborhood.

Neighborhood Name	Total # of Archival Photos
College Hill	19
Ole Asheboro	10
South Park	21
Northside	15

Data Sources

The use of multiple sources of data is key for a qualitative analysis. This study uses sources from observations, public records, documents, and visual materials. Figure 5 shows the full list of data sources for this thesis.

National Register Nomination Form

- property descriptions and contributing/non-contributing determination
- archival photographs
- survey map and photo locations
- historic character/sense of place

Redevelopment Plan

- redevelopment study area boundary map
- municipal-defined revitalization goals for the neighborhood
- description of neighborhood and determination of blight

Researcher Created

- map of study boundary area for each district
- field survey matrix: Historic Character Field Data Form
- current photographs
- thematic maps of survey site types
- maps of demolition and new construction for each district

Rehabilitation Information

- total number of tax credit projects
- tax credit locations and total amount of investment

Figure 5. Full List of Data Sources.

National Register Nomination Form

The National Register Nomination Form includes a general description of the district, justification for nomination to the National Register of Historic Places, and property descriptions of every structure within the district along with a determination of whether it is contributing or non-contributing to the historical character of the district. Archival photographs were taken of the neighborhood to give a sense of the range of properties within the district at the time of listing to the National Register of Historic Places. These photographs were then keyed to

a map that includes the district boundary. The National Register form lists rationale for initial determination of historic character, and further provides a baseline of information for determining what has changed over the years when compared to current photos and GIS maps.

Redevelopment Plan

A redevelopment plan is a document created by the municipality to define project goals for neighborhood revitalization. It includes a description of the neighborhood at the time of implementation, a map of the project boundary, and information on redevelopment funding sources. The redevelopment plan allows for project boundary definition and confirmation of funding.

Researcher Created Data Sources

A map of the study boundary for each neighborhood was created using both the map from the NRHD boundary and the Redevelopment plan target area boundary. This new map provides the location of the study area for the thesis and archival photograph locations are keyed to the map, which provides for clear determination of which archival photographs and sites are to be included in the study as well as a guide for fieldwork. The study area included archival photographs within a one-block radius of the National Register Historic District boundary.

The field survey matrix (see Appendix E: Historic Property Field Data Form) was based off the North Carolina SHPO Historic Property Field Data Form that is used for field consultants working on National Register Nomination Forms and Survey updates (“Architectural Survey Manual: Practical Advice for Recording Historic Resources,” 2008). There were several additions to the Historic Character Field Data Form by the researcher for the purposes of this study. A new page was added with a place for the archival photograph, archival photograph number (given by the original surveyors during the National Register nomination), and archival photograph and National Register descriptions from the original consultants. On the second page, a place to note changes to windows and doors were added.

Current photographs from the same location and view of the archival photographs provided the basis of the visual analysis component of the thesis.

Rehabilitation Information

The number of rehabilitation tax credit projects for each NRHD was collected from SHPO in order to determine private investment. North Carolina State Rehabilitation Tax Credit projects offered a 30% state income tax credit of eligible rehabilitation expenditures for a minimum of \$25,000 spent over a 24-month period for owner-occupied historic properties (Preservation North Carolina, 2014). These projects are reviewed by SHPO to ensure that changes made to a property retain their historic character, which includes interior review.

Mixed Methods Data Analysis Procedures

The Sequential Exploratory Design is primarily qualitative in nature, and according to Creswell, “at the most basic level, the purpose of this strategy is to use quantitative data and results to assist in the interpretation of qualitative findings” (Creswell, 2009). Figure 6 below depicts the Sequential Exploratory Design approach, in which the arrows represent a sequential form of data collection wherein the quantitative data builds on the qualitative data.

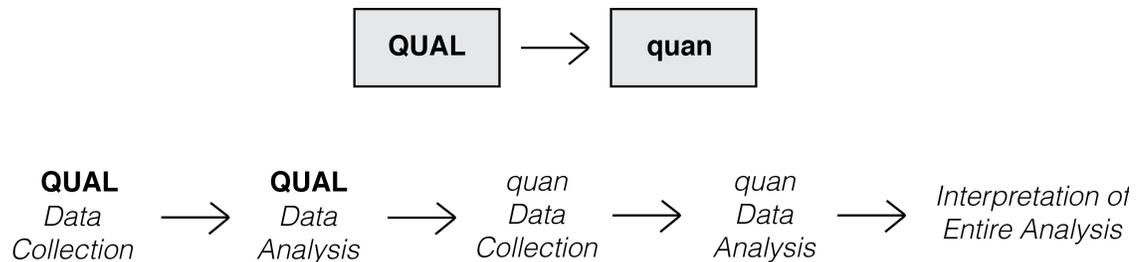


Figure 6. Sequential Exploratory Design. Chart from Creswell (2009, p. 209).

The Sequential Exploratory Design model is particularly advantageous when building a new instrument. There is a three-phase approach where “the researcher first gathers qualitative data and analyzes it (Phase 1), and uses the analysis to develop an instrument (Phase 2) that is subsequently administered” to a population (Phase 3) (Creswell, 2009, p. 212). Creswell also notes that a researcher has to decide which findings from the qualitative phase will be focused on in the subsequent quantitative phase. For the purpose of this thesis, the first phase is a visual analysis of the archival photographs and observations

from fieldwork. This qualitative phase is then coded and compiled into the Historic Character Retention Diagnostic as phase two. The final phase is a comparison of the findings from phase two with GIS maps of variables that are quantifiable from municipality property tax data (demolition and infill) and SHPO data (Rehabilitation Tax Credits).

Phase One: Visual Analysis and Fieldwork

Archival photographs were collected from SHPO and were added to the Historic Character Field Data Form, the field survey form used for this research (see Appendix E). During the survey process, a new photograph was taken from the same location as the archival photograph and field observations were documented.

Phase Two: Historic Character Retention Diagnostic

Field observations and data collected using the Historic Character Field Data Form were coded and five categories emerged. The structures and streetscapes captured in each archival photograph location were coded along a continuum of: demolition – new construction, demolition – vacant parcel, deterioration – by lack of maintenance or major incompatible changes to the historic fabric, no substantial change, or rehabilitated. Each designation was placed on the map with a corresponding color and the number of the archival photo (as designated by the original NRHD nomination on the archival survey

map). Color-coding the type of change allowed for visualizing quickly any general trends of change at the neighborhood level. See the table below in Figure 7 for the key.

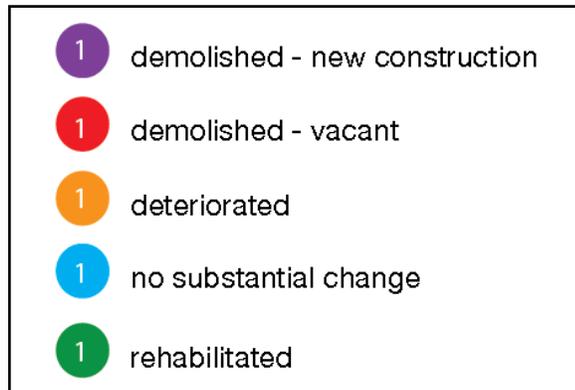


Figure 7. Visual Analysis Coding Key.

The total number for each category was counted and a ratio of deterioration or demolition (DNC, DV and D) versus no substantial change or rehabilitation (S, R) was calculated. Ratios were converted to percentages to allow for easy comparison between the four neighborhoods. This 'SR' ratio was then used to indicate levels of historic character retention. The Historic Character Retention Diagnostic is the compilation of the color-coded map and the D:SR ratio information (see Figure 8 for the Historic Character Retention Diagnostic for the College Hill neighborhood).

Phase Three: Comparison of Findings

The Historic Character Retention Diagnostic calculates five categories: demolition – new construction, demolition – vacant parcel, deterioration, no substantial change, and rehabilitation. Of these five categories, three were quantifiable with GIS technology from municipality property tax data (demolition and infill) and SHPO data (Rehabilitation Tax Credits).

Infill for the purposes of this study was defined as any new construction since the survey of the neighborhood for listing to the National Register of Historic Places. Data was sorted by 'year built' in all four neighborhoods, and parcels with new construction since the nomination were coded as 'y' for yes. Those parcels were then highlighted in CartoDB, an online GIS mapping tool.

Determining patterns of demolition required additional steps. First, the map of infill was compared with the original survey maps to determine if the sites of infill were vacant since the nomination or if a building was demolished for the purpose of new construction. If a building was demolished, a notation was made to indicate whether the demolished structure was considered contributing or non-contributing to the historic character of the neighborhood at the time of the original survey. A second, separate map was then created of vacant parcels within each neighborhood. In College Hill and Ole Asheboro, the map was created from the 'building type' category in which the category highlighted was 'null.' In South Park, the map was created from the 'type used' category in which

the category highlighted was 'null.' In Northside, the map was created from the 'year built' category in which the category highlighted was '0.' Each of the highlighted parcels was compared with the original survey maps to determine if the sites were vacant since the nomination or if a building was demolished. If a building was demolished, a notation was made to indicate whether the demolished structure was contributing or non-contributing to the historic character of the neighborhood at the time of the original survey. The list of demolished structures by parcel was then added in excel as a separate column, coded by contributing or non-contributing demolished structures. This dataset was uploaded to CartoDB to view any patterns across the neighborhood. All calculations of infill and demolition were put in a table in order to compare change between the neighborhoods.

Historic tax credit information was provided as a shapefile by the NC State Historic Preservation Office to upload to CartoDB to map locations of income-producing properties (businesses or rentals) and non-income-producing properties (residential). Patterns were observed across the study areas. The number of completed projects out of submitted projects since the nomination were totaled, including total dollar amount.

CHAPTER IV

ANALYSIS

The Analysis will cover a brief overview with the answers to the four research questions. An in-depth discussion of findings will follow in the subsequent sections: Historic Character Maintenance, Visible Changes to the Historic Character, and General Trends and Patterns of Investment.

The Historic Character Retention Diagnostic addresses the first two research questions. The main research question was: to what extent and in what way has the historic character of four inner-city residential National Register Historic Districts changed during revitalization? Two-thirds of the 65 archival photograph locations have been preserved through rehabilitation or no substantial change, therefore a large portion of what was categorized as character defining has been retained with regard to overall form. South Park stands apart among the four neighborhoods with the most demolition and deterioration of contributing and non-contributing structures.

The second research question was: what are the visible physical changes to the historic character? Overall, the original documented landscape across the four neighborhoods is intact. Concentrations of demolition and infill were the most significant changes to the visual character.

Maps of infill, demolition and historic tax credit investment addressed the third research question: what are the general trends and patterns of investment in National Register Historic Districts targeted for reinvestment? All four neighborhoods had varying levels of investment and disinvestment, and the data supported initial patterns uncovered through the archival photograph analysis and thematic mapping. College Hill and Northside had the most reinvestment through Historic Tax Credits. South Park had the most demolition of the four neighborhoods.

Historic Character Maintenance

The main question of the thesis was: to what extent and in what way has the historic character of four inner-city residential National Register districts changed during revitalization? Based on the combined results of the photo analysis of 65 archival photographs in four neighborhoods through the Historic Character Retention Diagnostic, the answer is no substantial change; the neighborhoods are all generally intact. Total disinvestment through demolition and deterioration across the four neighborhoods comes in at 34%, while total preservation across the four neighborhoods is 66% (see Table 15). Thus, in total, two-thirds of all the archival photograph locations have been preserved. Of the four neighborhoods, South Park has the most demolition and infill with seven sites and College Hill has the most rehabilitation with seven sites. The table

below depicts the findings from the coded categories in all four neighborhoods (see Table 15). The ‘no substantial change’ category has the highest number in all four neighborhoods.

Table 15. Historic Character Retention Diagnostic Category Totals.

Category totals for all four neighborhoods from the Historic Character Retention Diagnostic. From left to right, the column categories are: College Hill (CH), Ole Asheboro (OA), South Park (SP), Northside (NS), and the total of all four neighborhoods for each category (Total). The ratio of (D:SR) is the ratio of deterioration or demolition (DNC, DV and D) versus no substantial change or rehabilitation (S, R). Ratios were converted to percentages to allow for easy comparison between the four neighborhoods.

	CH	OA	SP	NS	Total
Demolished – New Construction	0	0	3	2	5
Demolished – Vacant	1	2	4	0	7
Deteriorated	1	2	5	2	10
No Substantial Change	10	3	6	8	27
Rehabilitated	7	3	3	3	16
Total Sites	19	10	21	15	65
Ratio (D:SR)	2:17	4:6	12:9	4:11	22:43
D Quotient	11%	40%	57%	27%	34%
SR Quotient	89%	60%	43%	73%	66%

College Hill Photo Analysis

College Hill is the neighborhood with the greatest amount of rehabilitation at seven sites and ten sites with no substantial change (see Table 15 and Figure 8). Of 19 total archival photograph locations, there is only one site that is demolished and now vacant (see Figure 9) and one site that is deteriorating (see Figure 10). Most of the rehabilitated properties are clustered around South Mendenhall Street. Of note, the one demolished and vacant parcel in the

neighborhood is now a part of UNC Greensboro. The SR quotient is 89%, above the average for all four neighborhoods at 66%, signifying that the historic character of most of the site locations was retained.

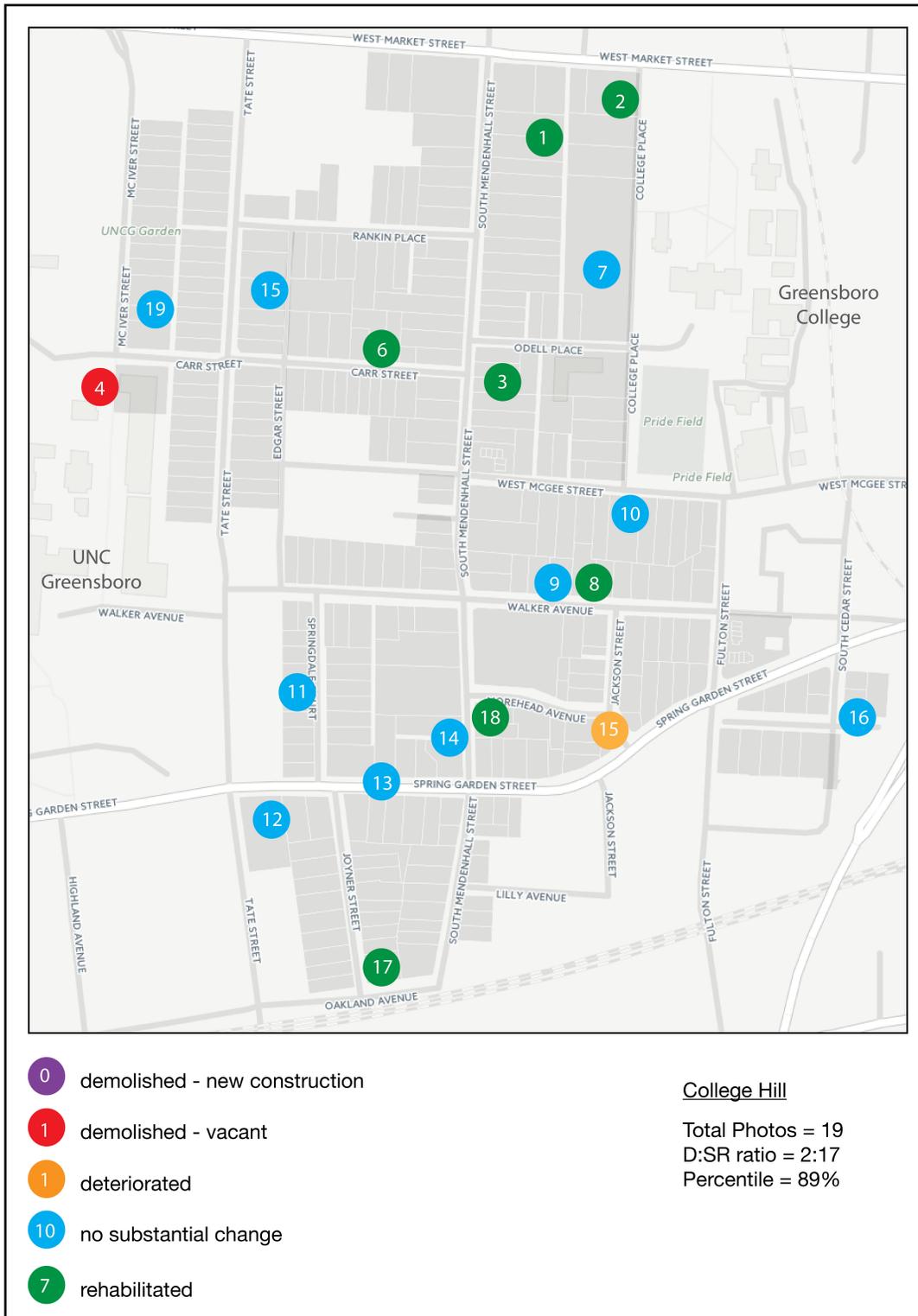


Figure 8. College Hill Historic Character Retention Diagnostic.



Figure 9. College Hill, Site #4, Coded as Demolished - Vacant. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Gone. New photo of UNCG metered parking for the North Drive Childcare Center.



Figure 10. College Hill, Site #15, Coded as Deteriorated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Jackson street. Replacement windows. Structure needs paint. Balustrade at top falling off. Shingles missing. Deteriorating. See Appendix F for supplemental photograph to support field notes.



Figure 11. College Hill, Site #9, Coded as No Substantial Change. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes (for structures left to right): Multiple dwellings, somewhat rough. Stone retaining wall is falling down. Granite/stone well-maintained on house – replacement windows. Painted, original wood; cute; replacement windows.



Figure 12. College Hill, Site #17, Coded as Rehabilitated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Fixed up. Window in gable restored. Fresh paint. Attractive. #627 next door gorgeous and pristine.

Ole Asheboro Photo Analysis

Ole Asheboro is a neighborhood with near average levels of historic character maintenance. Of ten archival photograph locations, there were no sites with demolition for new construction (see Table 15). There were two sites that were demolished and left vacant and two sites with deteriorating structures. Three locations had no substantial change and three were rehabilitated. When viewed on the map several patterns emerge (see Figure 13). Rehabilitation is concentrated along Martin Luther King Jr Drive. Demolition with vacant properties are clustered around the intersection of Martin Luther King Jr Drive and Douglass Street. Periphery properties appear to have deteriorated or remained the same. The SR Quotient (60%) indicates that Ole Asheboro is a neighborhood that has experienced slightly more investment than disinvestment, but is about average for the four neighborhoods.

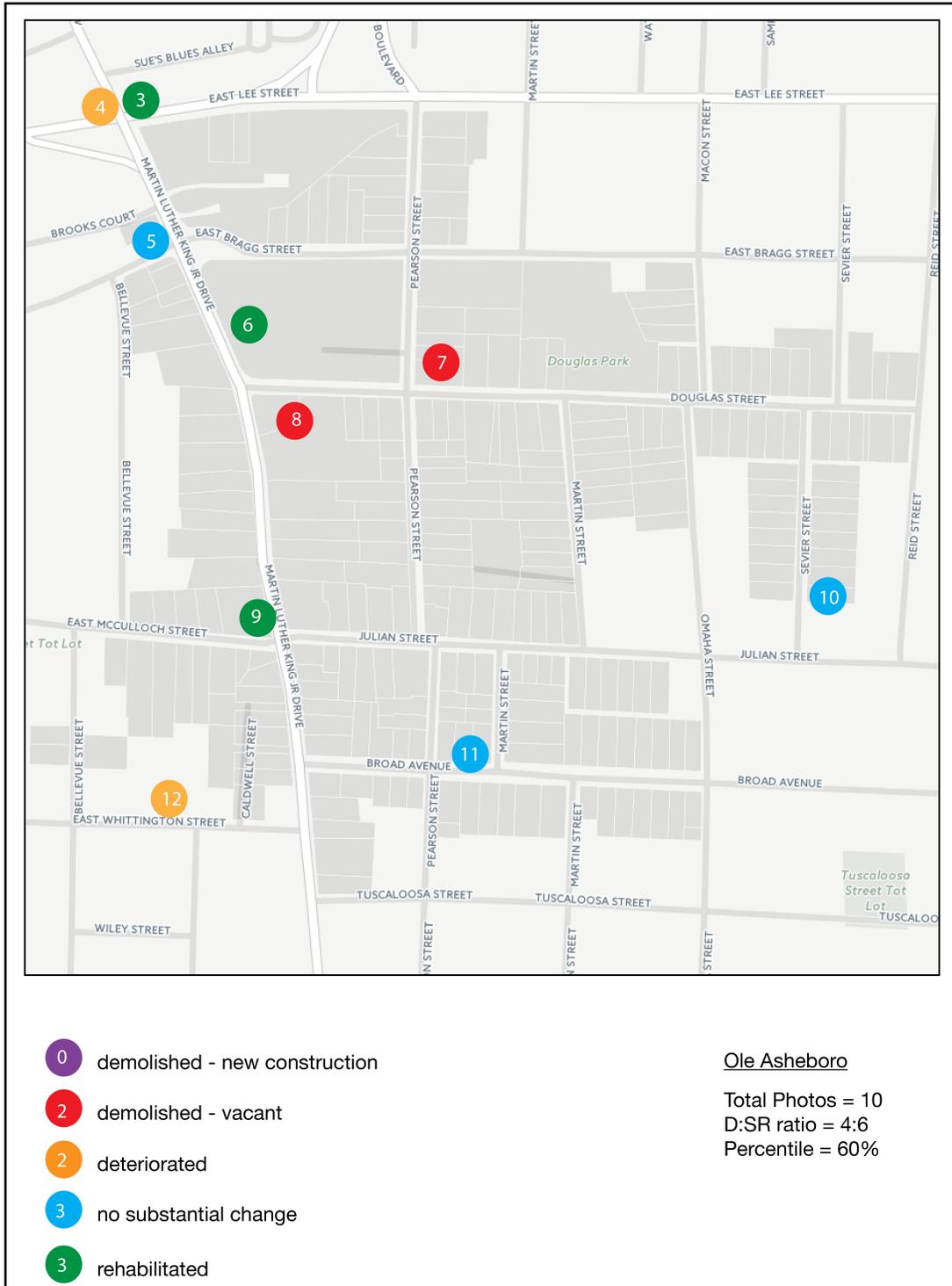


Figure 13. Ole Asheboro Historic Character Retention Diagnostic.



Figure 14. Ole Asheboro, Site #7, Coded as Demolished - Vacant. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: oldest structure demolished and vacant. Structure on right edge of photo also demolished and vacant. 2 of 4 gone.

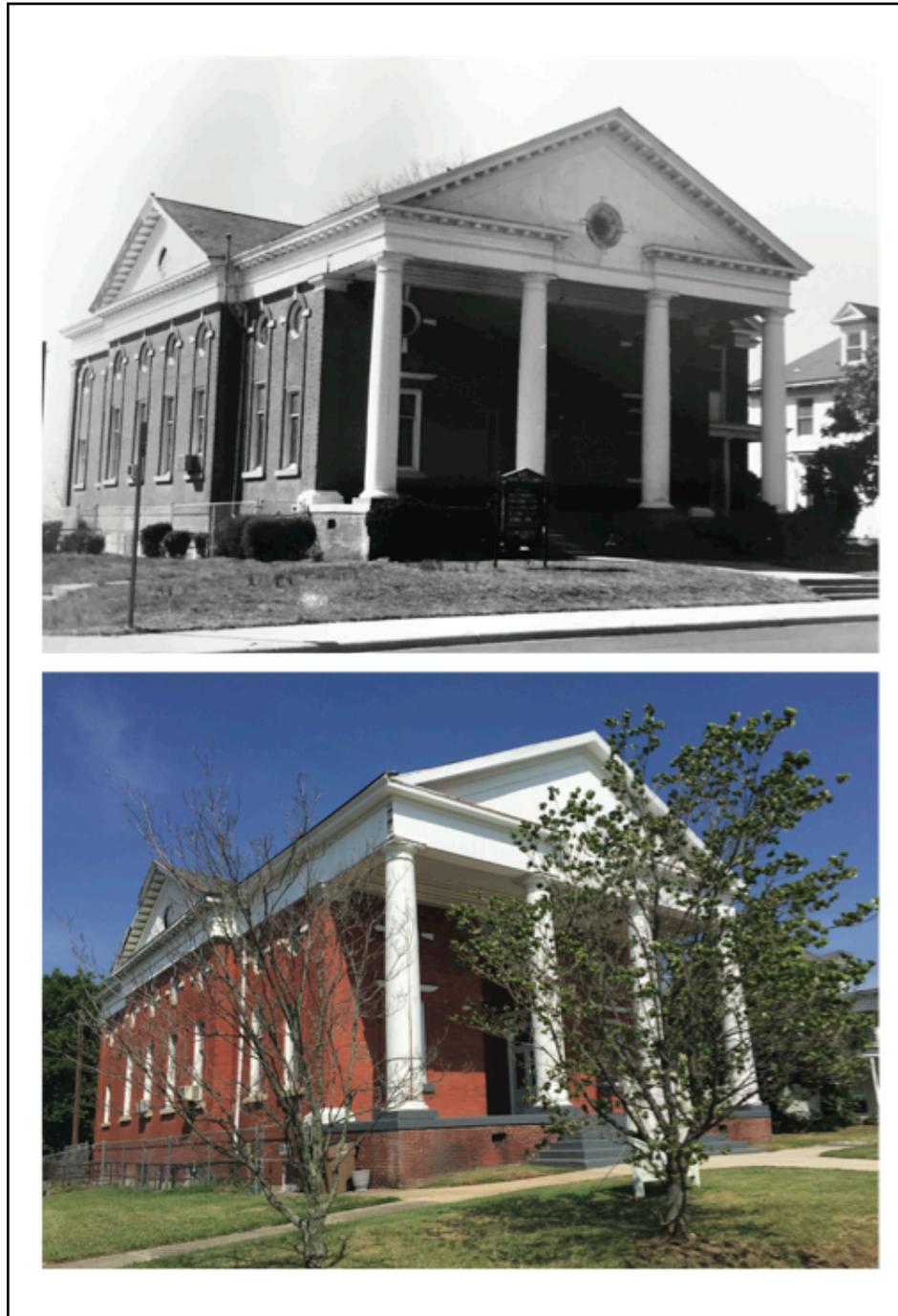


Figure 15. Ole Asheboro, Site #4, Coded as Deteriorated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: window in front gable covered. Looks rough – peeling paint, windows boarded, large crack in front column. See Appendix F for supplemental photograph.

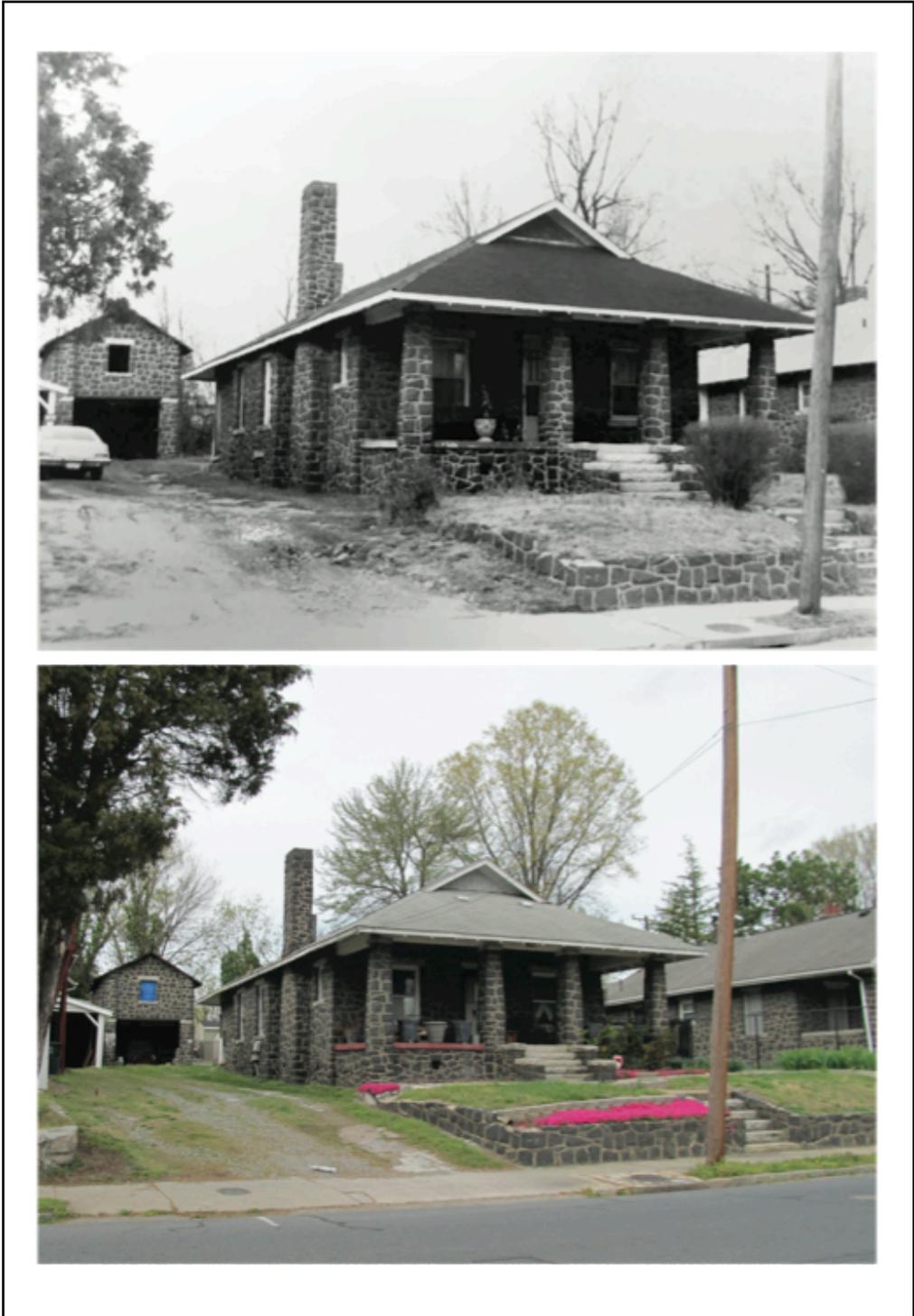


Figure 16. Ole Asheboro, Site #11, Coded as No Substantial Change. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: well maintained with new flowers near the stone retaining wall.



Figure 17. Ole Asheboro, Site #9, Coded as Rehabilitated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Attractive paint colors, railing for code, well manicured lawn.

South Park Photo Analysis

South Park is a neighborhood with the greatest amount of demolition and deterioration of the four neighborhoods. Of 21 total archival photograph locations, there were three sites with demolition for new construction and four sites that were demolished and left vacant (see Table 15). Five additional sites were determined to have deteriorating structures. Six locations had no substantial change and three were rehabilitated. When viewed on the map several patterns emerge (see Figure 18). The most change in the neighborhood is around Shaw University, north of Martin Luther King Jr Boulevard. There is a cluster of demolished historic properties for new construction in the northeast corner of the neighborhood, and a cluster of rehabilitated properties near the university. The SR quotient is at 43%, indicating a neighborhood in distress, with significant negative changes to its historic character.

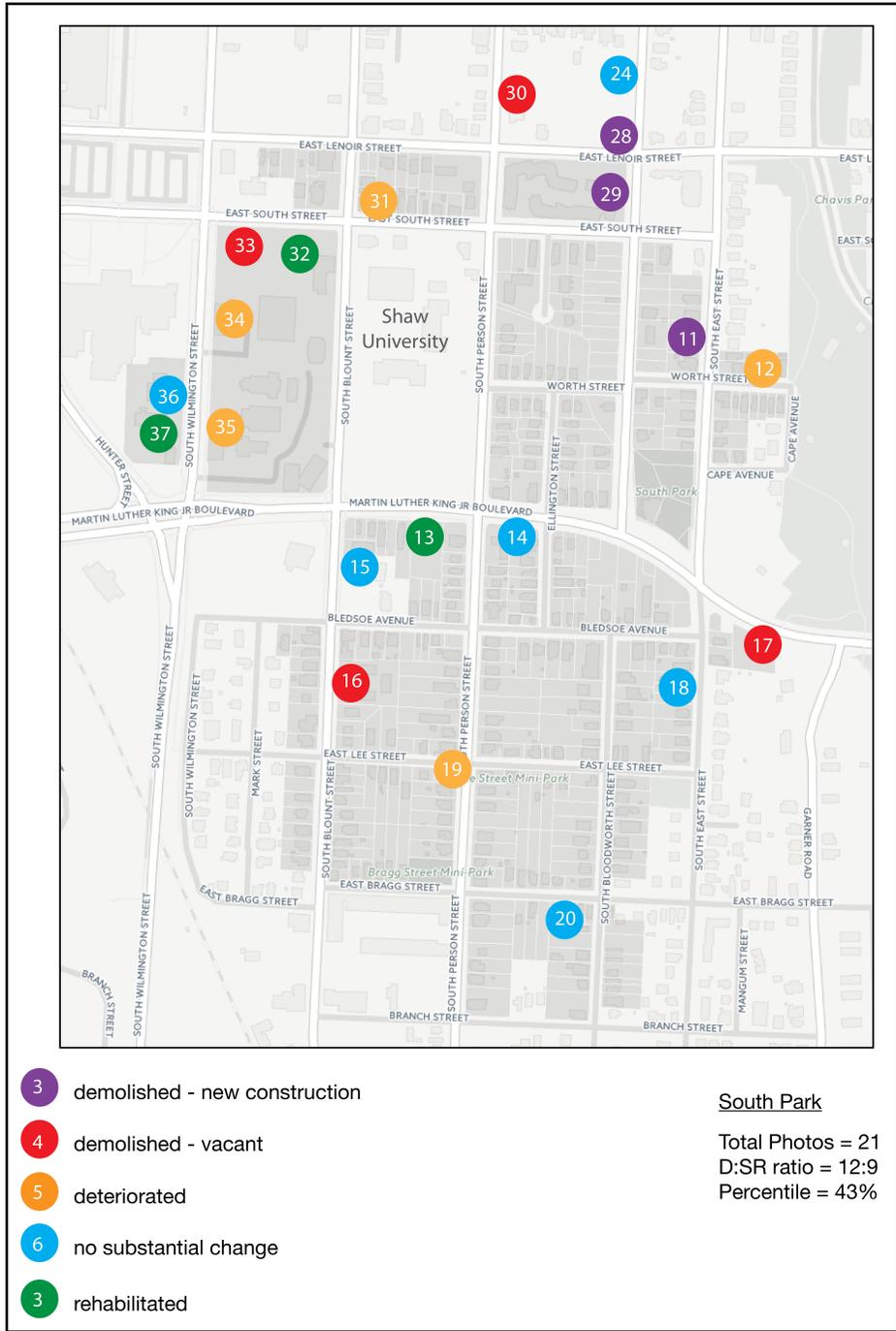


Figure 18. South Park Historic Character Retention Diagnostic.

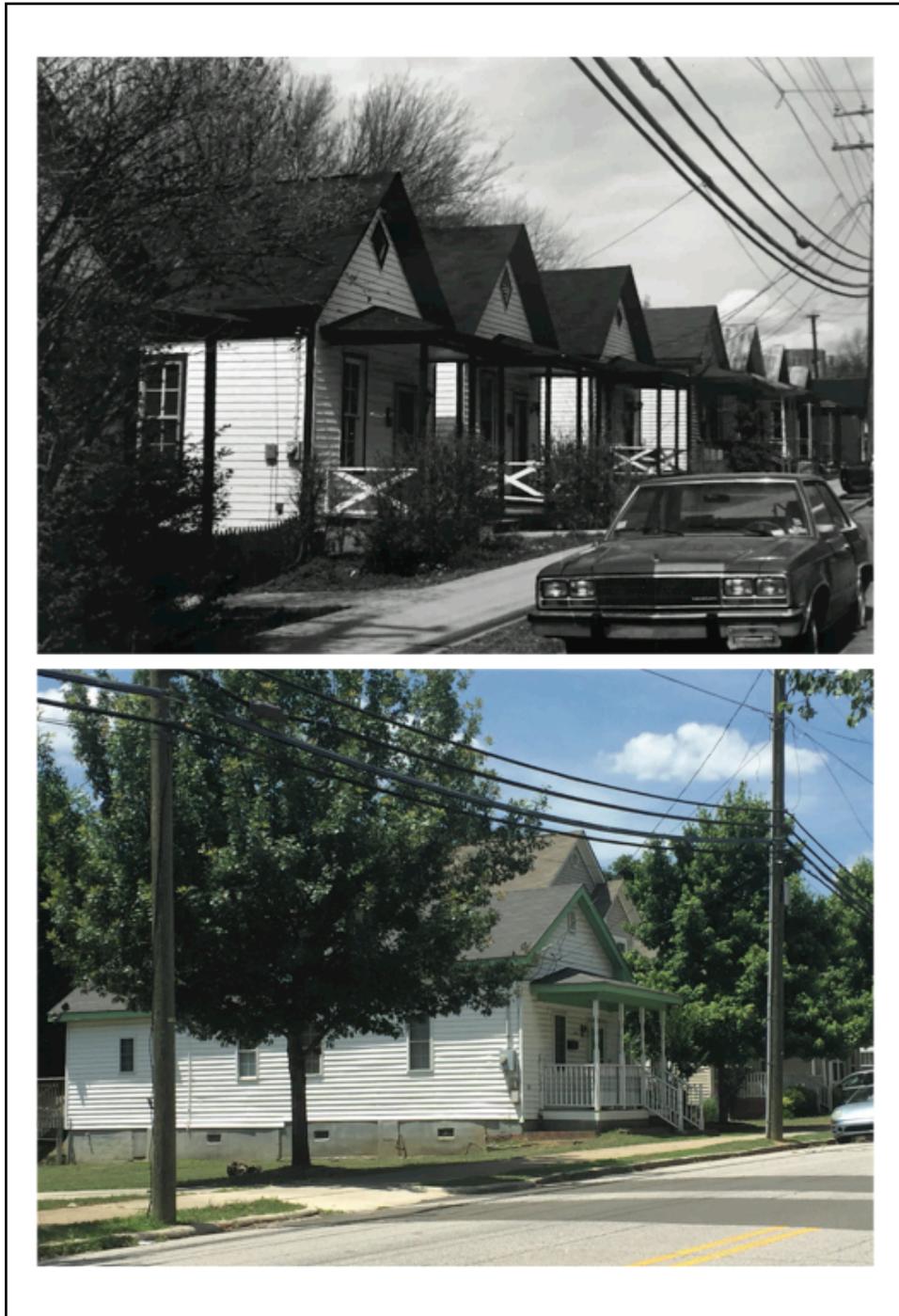


Figure 19. South Park, Site #11, Coded as Demolished – New Construction. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: only one of the original structures remain!



Figure 20. South Park, Site #30, Coded as Demolished - Vacant. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: GONE. Vacant lot.



Figure 21. South Park, Site #19, Coded as Deteriorated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Windows broken, boarded up. Doors boarded. Sad sad sad.



Figure 22. South Park, Site #14, Coded as No Substantial Change. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Structure about the same. Funeral home sign gone and new imposing retaining wall with shrubbery at street level.



Figure 23. South Park, Site #13, Coded as Rehabilitated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Replacement windows. Otherwise rehabbed with fresh paint and new roof.

Northside Photo Analysis

Northside in Wilmington has only been targeted for redevelopment within the past decade. Of 15 total archival photograph sites, eight locations in the neighborhood have not experienced significant change (see Table 15). There were two sites with demolition for new construction but 0 sites that were demolished and left vacant. Two sites were determined to have deteriorating structures, and three were rehabilitated. When viewed on the map, patterns throughout the neighborhood were harder to determine as the study locations were all along the periphery of the neighborhood and there were no significant clusters other than those of 'no substantial change' (see Figure 24). The SR quotient for Northside is 73% which indicates a neighborhood that is above average for historic character maintenance.

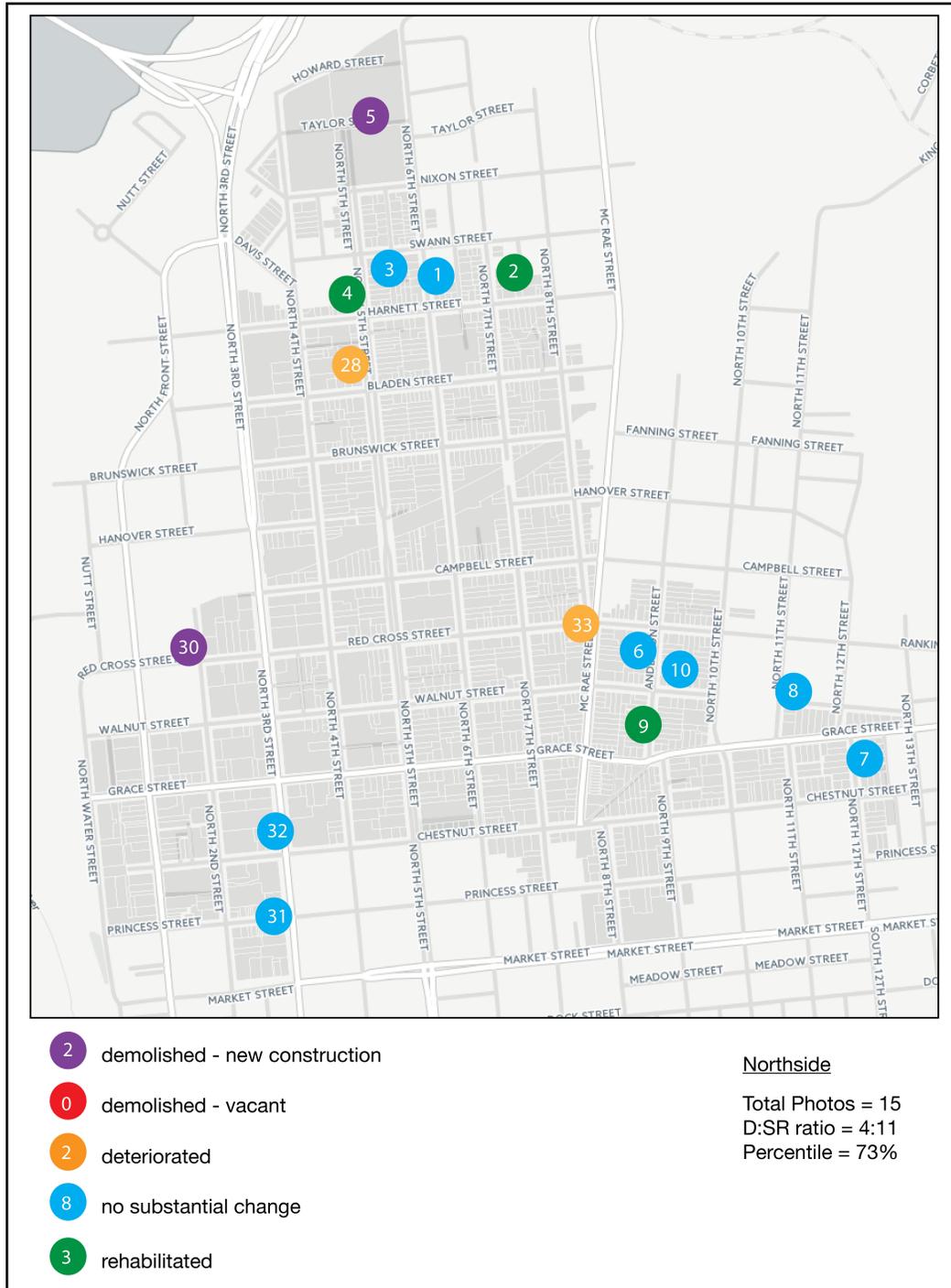


Figure 24. Northside Historic Character Retention Diagnostic.



Figure 25. Northside, Site #30, Coded as Demolition – New Construction.
Top image, archival photograph. Bottom image, photograph taken Summer 2015.
Field notes: Gone. Now parking deck for Community College.



Figure 26. Northside, Site #28, Coded as Deteriorated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: Noticeable exterior wear and tear. Missing part of gable. Needs cleaning.



Figure 27. Northside, Site #1, Coded as No Substantial Change. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: new porch posts, otherwise about the same.



Figure 28. Northside, Site #4, Coded as Rehabilitated. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Field notes: awning off, replacement windows, yellow vinyl siding and a new shingle roof.

Visible Changes to Historic Character

The first sub-question was: what are the visible physical changes to the historic character? Overall, the visual character for all four neighborhoods as represented through the archival photograph record is relatively intact. Through the photo analysis, there were two observations on how visual character changed over time: either through investment in the neighborhood (preservation) or by disinvestment in the neighborhood (deterioration or demolition).

The most notable areas of investment were at locations at major street intersections or along well-traveled thoroughfares at sites where stakeholder institutions had invested in the neighborhood. Examples of this are site # 2 in College Hill with Greensboro College (see Figure 29), site #9 in Ole Asheboro with the City of Greensboro (see Figure 17), and site # 37 in South Park with Shaw University (see Figure 30). These properties were significant to the surveyors of the neighborhood, and reinvestment in these properties signifies the importance of preservation efforts of visual historic character in the district.

Demolition and incompatible infill are two major changes to the visual character of the neighborhood that are in direct conflict with the goals of preservation. Demolition changes the streetscape and rhythm in a neighborhood. Demolition without new construction leaves an empty lot that, best seen Ole Asheboro at site # 8, goes from a central gathering spot to a vacant space with a no trespassing sign (see Figure 31). Incompatible infill, or new construction can

change the rhythm and material fabric of the neighborhood, as in Northside at site #5 (see Figure 32). New construction challenges the sense of place and orientation created by historic visual character with the introduction of new materials.

In College Hill, many of the locations along South Mendenhall and within the center of the neighborhood have been rehabilitated since the preparation of the National Register nomination. As a group, these individual changes add up to a larger indication of reinvestment in the neighborhood and support the idea of a targeted area of investment in the neighborhood. An example of this clustered effect can be seen at site #3 in College Hill with one house rehabbed and the one next door undergoing rehabilitation (see Figure 33). Along the same lines, concentrated areas of demolition, infill, or deterioration can have the same effect. In South Park, the most extreme example of this was at site #11 with significant demolition for new construction that completely transformed the rhythm of the block (see Figure 19).



Figure 29. College Hill, Site #2. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Example of investment along a well-traveled thoroughfare by stakeholder institution Greensboro College.



Figure 30. South Park, Site #37. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Example of investment along a well-traveled thoroughfare by stakeholder institution Shaw University.

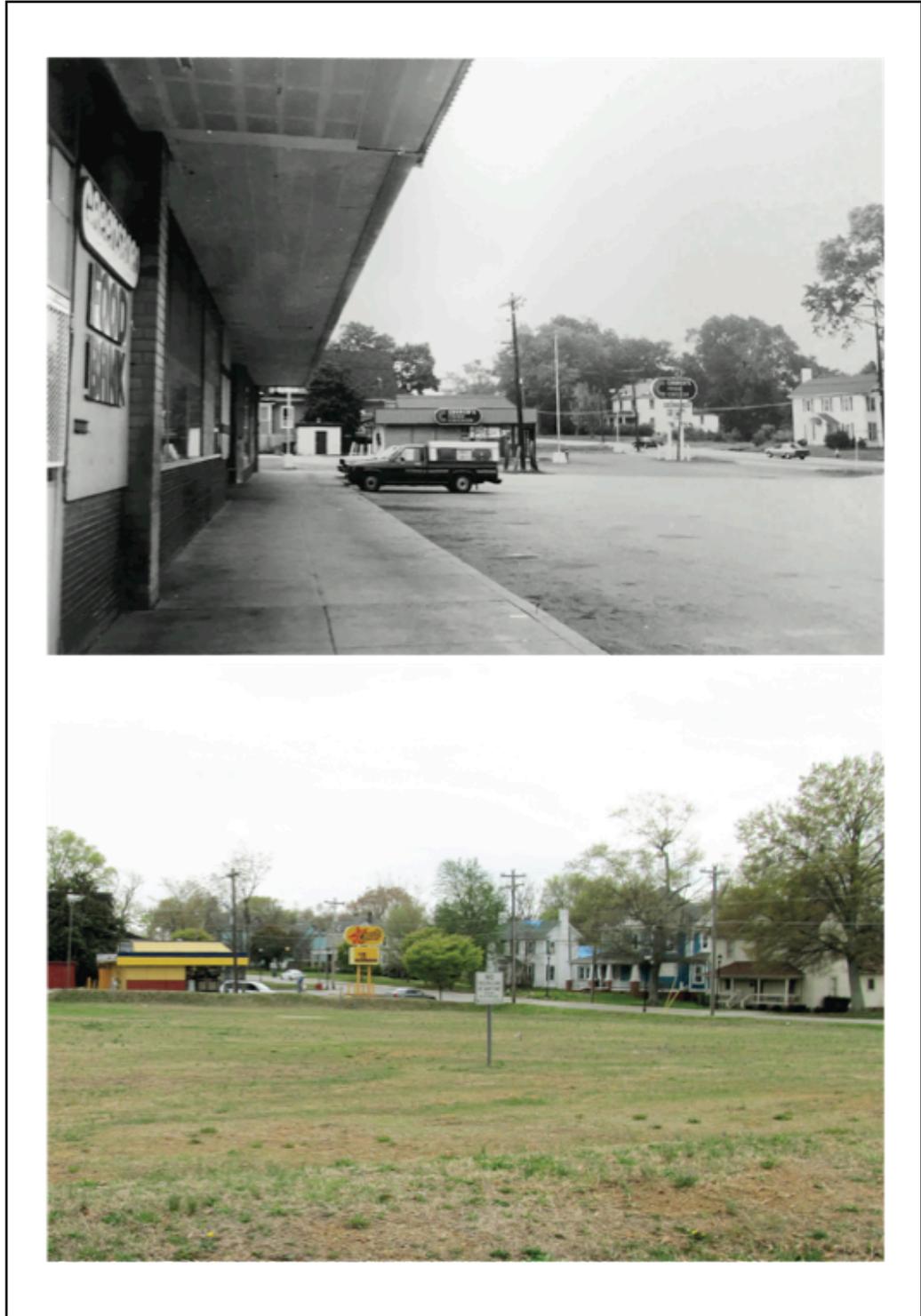


Figure 31. Ole Asheboro, Site #8. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Demolition without new construction.



Figure 32. Northside, Site #5. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Demolition for new construction.



Figure 33. College Hill, Site #3. Top image, archival photograph. Bottom image, photograph taken Summer 2015. Clustered effect of rehabilitation – the house on the right is rehabilitated while the house next door is undergoing rehabilitation.

General Trends and Patterns of Investment

The second sub-question was: what are the general trends and patterns of investment in NRHDs targeted for redevelopment? Investigating general trends and patterns of investment involved three categories: mapping infill, demolition, and historic tax credit information. All neighborhoods have distributions of demolition and infill that are not in highly concentrated clusters, with the exception of South Park, which appears to be the outlier with significant levels of concentrated demolition and infill.

College Hill is a well-preserved neighborhood with reinvestment from both homeowners and institutions. Ole Asheboro has pockets of residential reinvestment in the southwestern corner of the neighborhood, but is overall stagnant. South Park has several blocks of concentrated demolition and new construction next to Shaw University, demonstrating a targeted approach to investment in a neighborhood. Northside has a mix of residential and income-producing investment distributed throughout the neighborhood.

Three of the four neighborhoods had 5% or fewer infill sites, with the exception of South Park as an outlier at 16% with clustered infill. Demolition was quite low in two of the neighborhoods, ranging from less than 1% in College Hill, up to 24% in South Park. Ole Asheboro was the only neighborhood among the four with \$0 in rehabilitation investment as measured through historic tax credit data. College Hill and South Park had higher levels of residential homeowner

historic tax credit investment, whereas Northside was significantly higher in income-producing investment levels (see Tables 16 and 17).

Table 16. Totals for Infill and Demolition.

	Total Infill		Total Demolition	
College Hill	6	2%	2	<1%
Ole Asheboro	15	5%	32	11%
South Park	56	16%	85	24%
Northside	77	5%	78	5%

Table 17. Rehabilitation Tax Credit Totals. Includes number of applications and investment for the four neighborhoods.

	College Hill	Ole Asheboro	South Park	Northside
Income Producing				
Total Completed	3	0	1	18
Total Applications	5	5	3	35
Total Investment	\$415k	\$0	\$58k	\$8423k
Non-income Producing				
Total Completed	5	0	3	3
Total Applications	7	1	3	8
Total Investment	\$630k	\$0	\$370k	\$466k

Patterns of Infill

College Hill had the least amount of infill with six total sites, or 2% of the whole neighborhood. Of those infill sites, five were on previously vacant parcels, and only one was on the site of a demolished contributing historic structure (see Table 18). Ole Asheboro and Northside both had about 5% of the neighborhood as infill. Of note, Northside is five times the size of Ole Asheboro, and had the highest number of parcels with infill of all four neighborhoods, at 77. South Park has the highest percentage of infill, at almost 16%.

Table 18. Totals for Infill.

	College Hill		Ole Asheboro		South Park		Northside	
Total Parcels	294		290		356		1460	
Total Infill	6	2.0%	15	5.2%	56	15.7%	77	5.3%
Contrib. Demo – Infill	1	0.3%	7	2.4%	33	9.3%	38	2.6%
NonContrib. Demo - Infill	0	0.0%	0	0.0%	7	2.0%	6	0.4%

Infill in College Hill was clustered at the intersection of Spring Garden and Fulton Street in the southwest corner of the neighborhood (see Figure 34). There is no infill in the northwestern portion of the Ole Asheboro neighborhood, and a slightly greater concentration in the southern portion (see Figure 35). There are several blocks of contiguous parcels of infill in the northeastern corner of the South Park neighborhood, with no activity on the original portion of Shaw University’s campus and only a few scattered locations south of Martin Luther King Jr Boulevard (see Figure 36). Northside had one large concentration of infill in its most northern tip, and a general distribution of infill across the rest of the neighborhood (see Figure 37).



Figure 34. Map of Infill in College Hill. Parcels with infill are highlighted in orange.

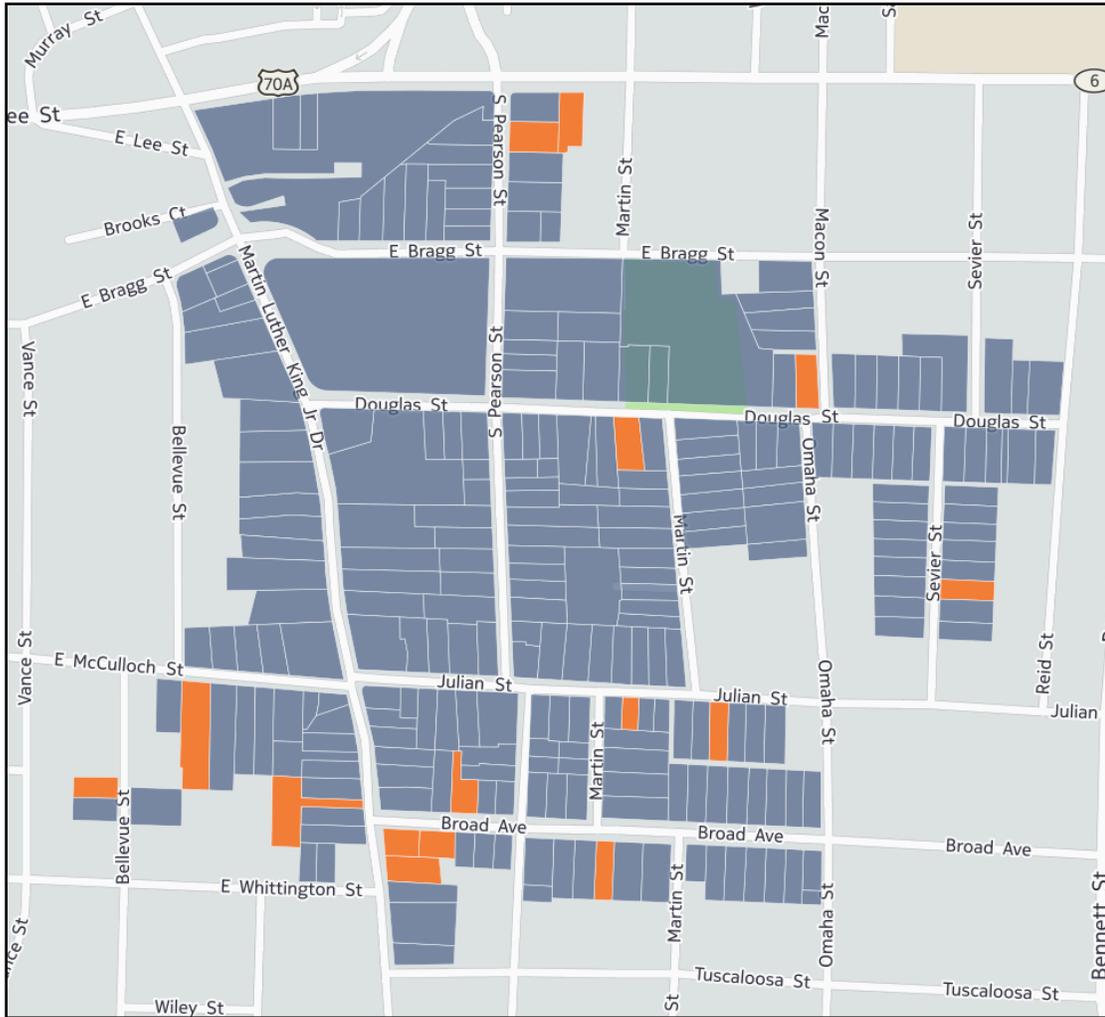


Figure 35. Map of Infill in Ole Asheboro. Parcels with infill are highlighted in orange.

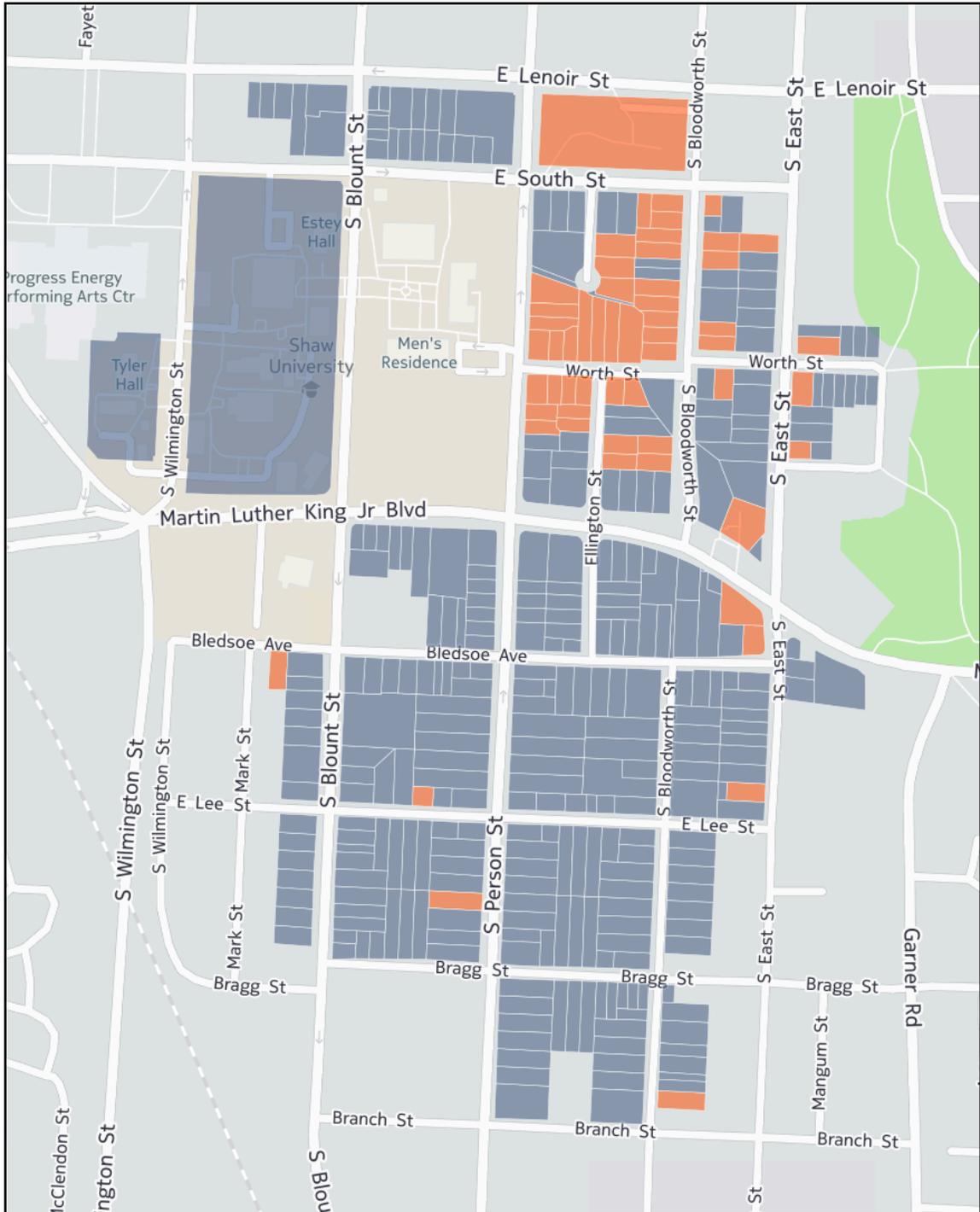


Figure 36. Map of Infill in South Park. Parcels with infill are highlighted in orange.

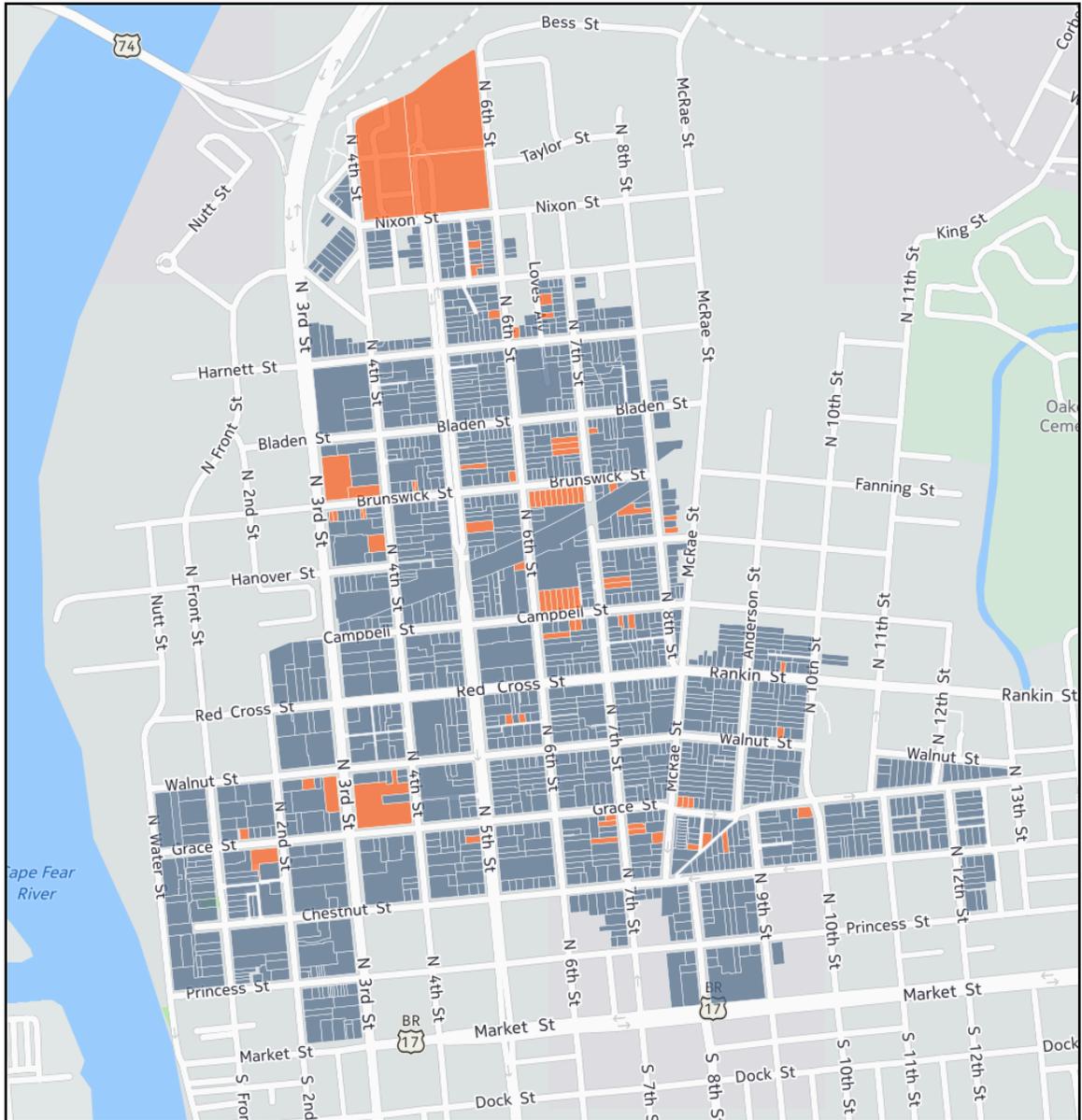


Figure 37. Map of Infill in Northside. Parcels with infill are highlighted in orange.

Patterns of Demolition

Levels of demolition varied in all four neighborhoods from 0.7% to 19.7% of contributing structures (see Table 19). In College Hill, there were a total of two

demolished sites, both of which were contributing. In Ole Asheboro, there were 32 total demolished sites, or 11% of the neighborhood, and of those 32 sites, 26 demolished structures were contributing to the historic character of the neighborhood. South Park had the highest demolition numbers of all four neighborhoods with 85 total demolished sites, of which 70 were contributing. When compared as a percentage, almost a quarter of the study area has been demolished in South Park. Northside had 78 total demolished sites (5% of the neighborhood), but only 43 of those were contributing (3%) of the neighborhood.

Table 19. Totals for Demolition.

	College Hill		Ole Asheboro		South Park		Northside	
Total Parcels	294		290		356		1460	
Total Infill	2	0.7%	32	11.0%	85	23.9%	78	5.3%
Total Demo - Contributing	2	0.7%	26	9.0%	70	19.7%	43	2.9%
Total Demo - NonContrib.	0	0.0%	6	2.1%	15	4.2%	35	2.4%

The two demolished sites are on opposite sides of the study area in College Hill (see Figure 38). Contributing demolished structures in Ole Asheboro are scattered throughout the neighborhood, but many are on corner lots (see Figure 39). Non-contributing demolished structures in Ole Asheboro appear to be in the center of the neighborhood. Demolition in South Park is greatest along South Bloodworth Street along the eastern section of the neighborhood (see Figure 40). In general demolition is scattered throughout Northside.

Noncontributing demolished structures in Northside are mostly along the eastern section of the neighborhood (see Figure 41). The largest concentration of contributing demolition in Northside is in the northern section of the neighborhood.



Figure 38. Map of Demolition in College Hill. Demolished contributing parcels are highlighted in red. There were no noncontributing demolished parcels in College Hill.

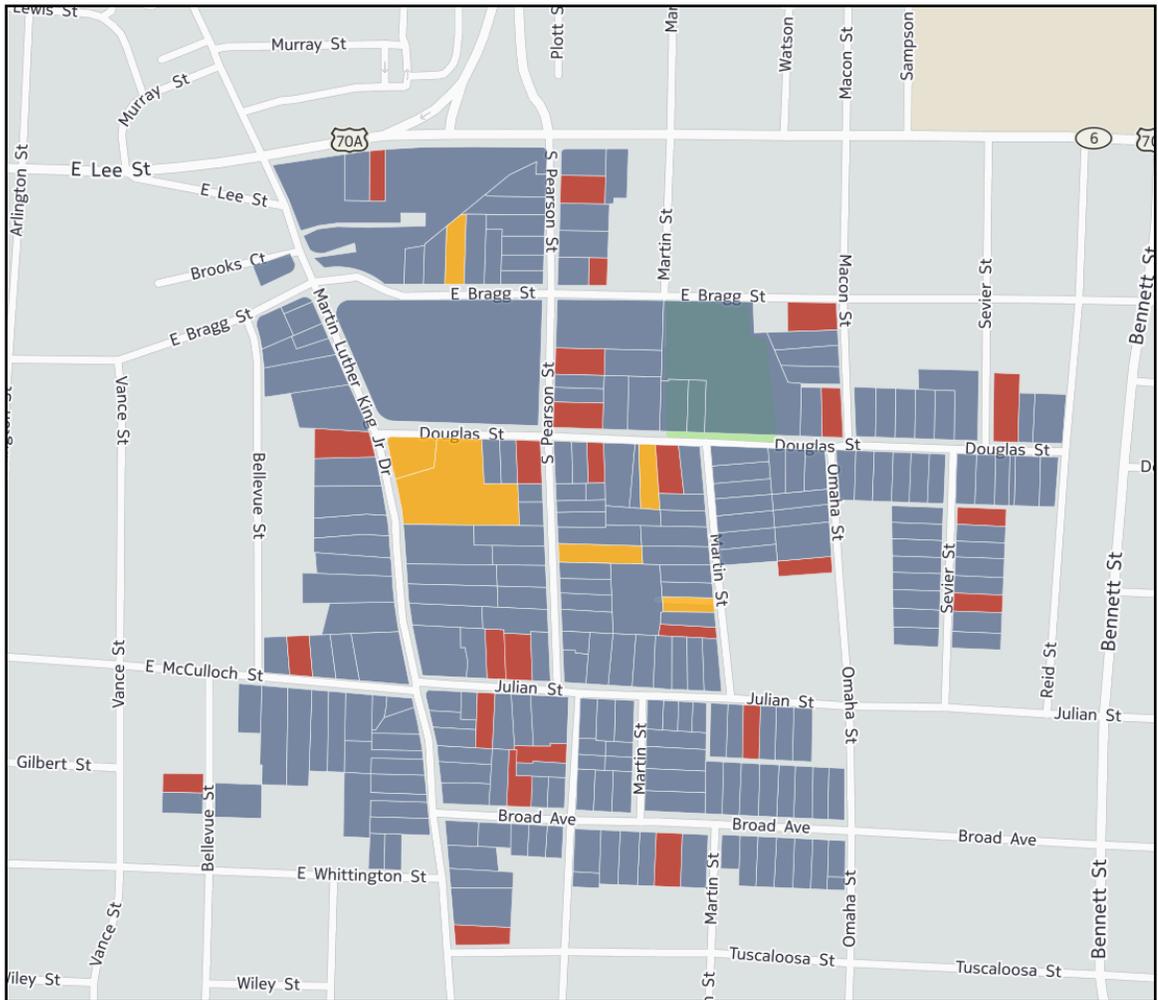


Figure 39. Map of Demolition in Ole Asheboro. Demolished contributing parcels are highlighted in red. Noncontributing demolished parcels are highlighted in orange.

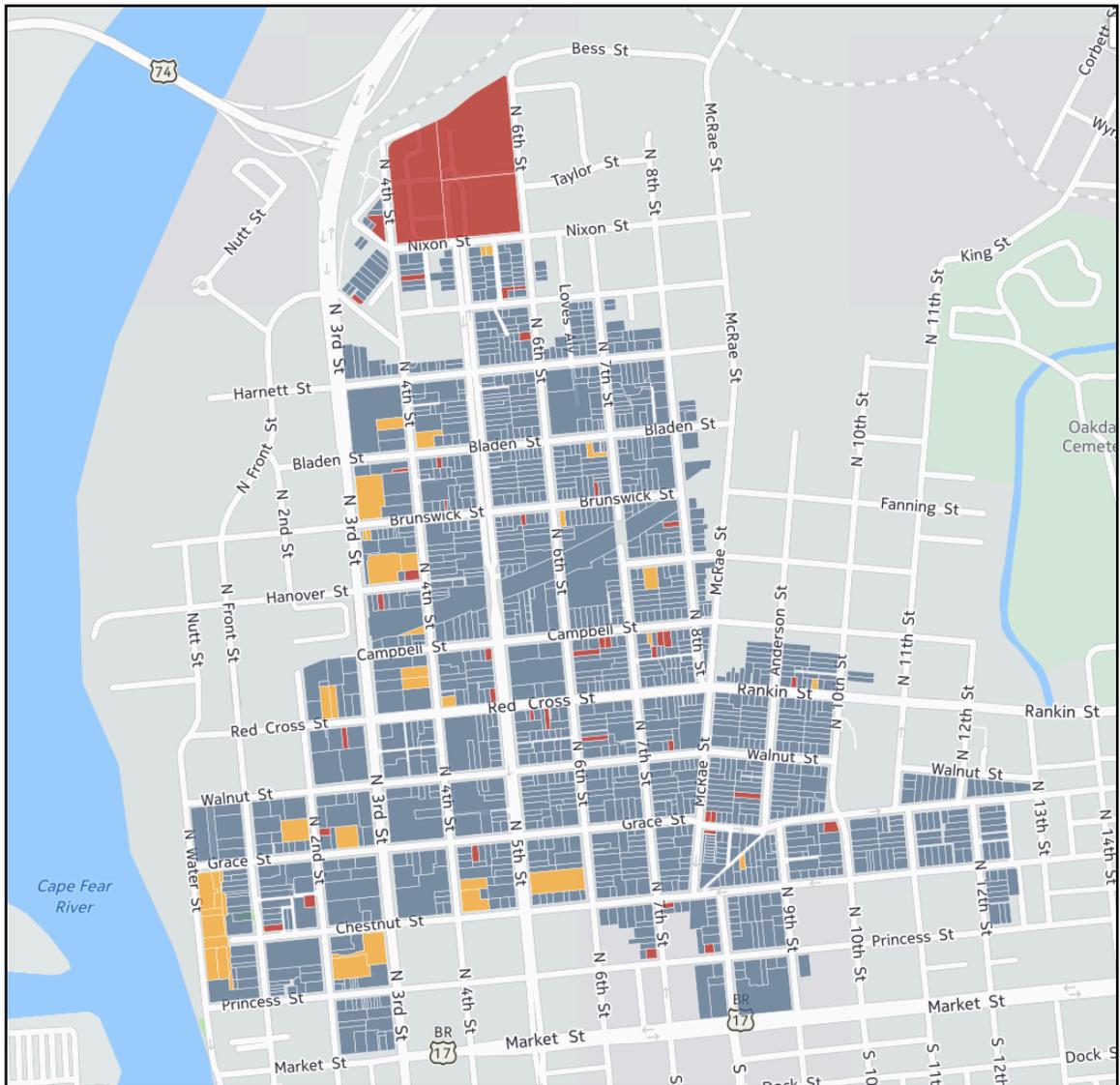


Figure 41. Map of Demolition in Northside. Demolished contributing parcels are highlighted in red. Noncontributing demolished parcels are highlighted in orange.

Rehabilitation Tax Credit Patterns of Investment

Both College Hill and South Park have higher levels of non-income producing completed Rehabilitation Tax Credit projects than income producing completed Rehabilitation Tax Credit projects. Thus, a greater amount of

reinvestment money is coming from homeowners. Northside had a similar dollar amount for non-income producing Rehabilitation Tax Credit projects, but was significantly higher than the other three neighborhoods with its level of income producing Rehabilitation Tax Credits at almost \$8.5 million. Ole Asheboro had no completed projects in either category (see Table 17).

For College Hill, both income producing and non-income producing Rehabilitation Tax Credit locations are dispersed throughout the neighborhood (see Figure 42). All applications for Rehabilitation Tax Credits in Ole Asheboro are along the main thoroughfare along Martin Luther King Jr Drive (see Figure 43). Income producing Rehabilitation Tax Credits in South Park are clustered around Shaw University. There are two non-income producing Rehabilitation Tax Credits in South Park in the Northeast corner of the neighborhood, and one in the southern portion of the neighborhood (see Figure 44). Income producing Rehabilitation Tax Credits in Northside are concentrated most heavily in the southeast portion of the neighborhood near the business sector, but is dispersed throughout. Non-income producing Rehabilitation Tax Credit locations in Northside are all in Southwest corner of the neighborhood where there is a local historic district overlay (see Figure 45).

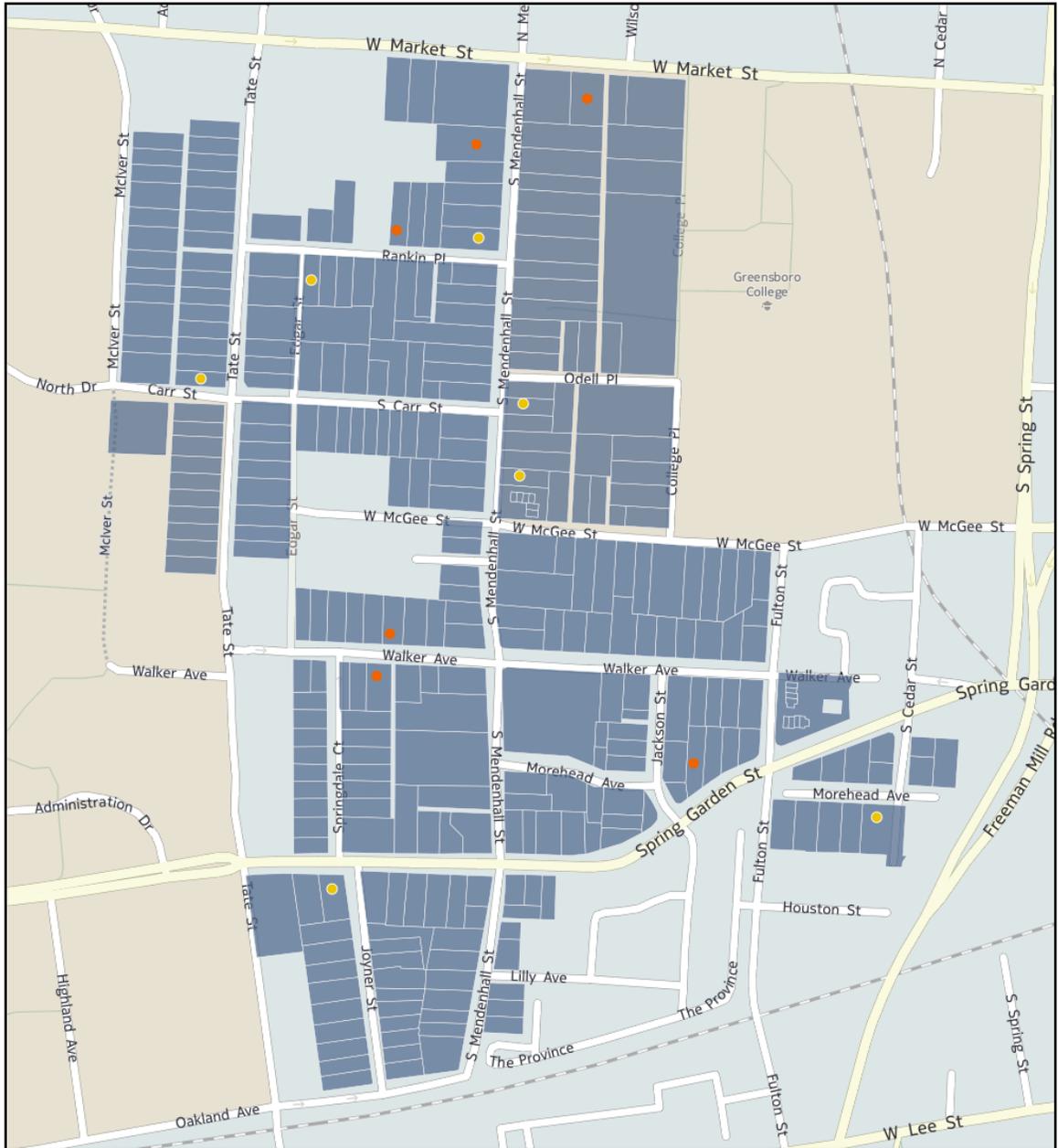


Figure 42. College Hill Rehabilitation Tax Credit Locations. Income producing Rehabilitation Tax Credit locations in orange, non-income producing Rehabilitation Tax Credit locations in yellow.

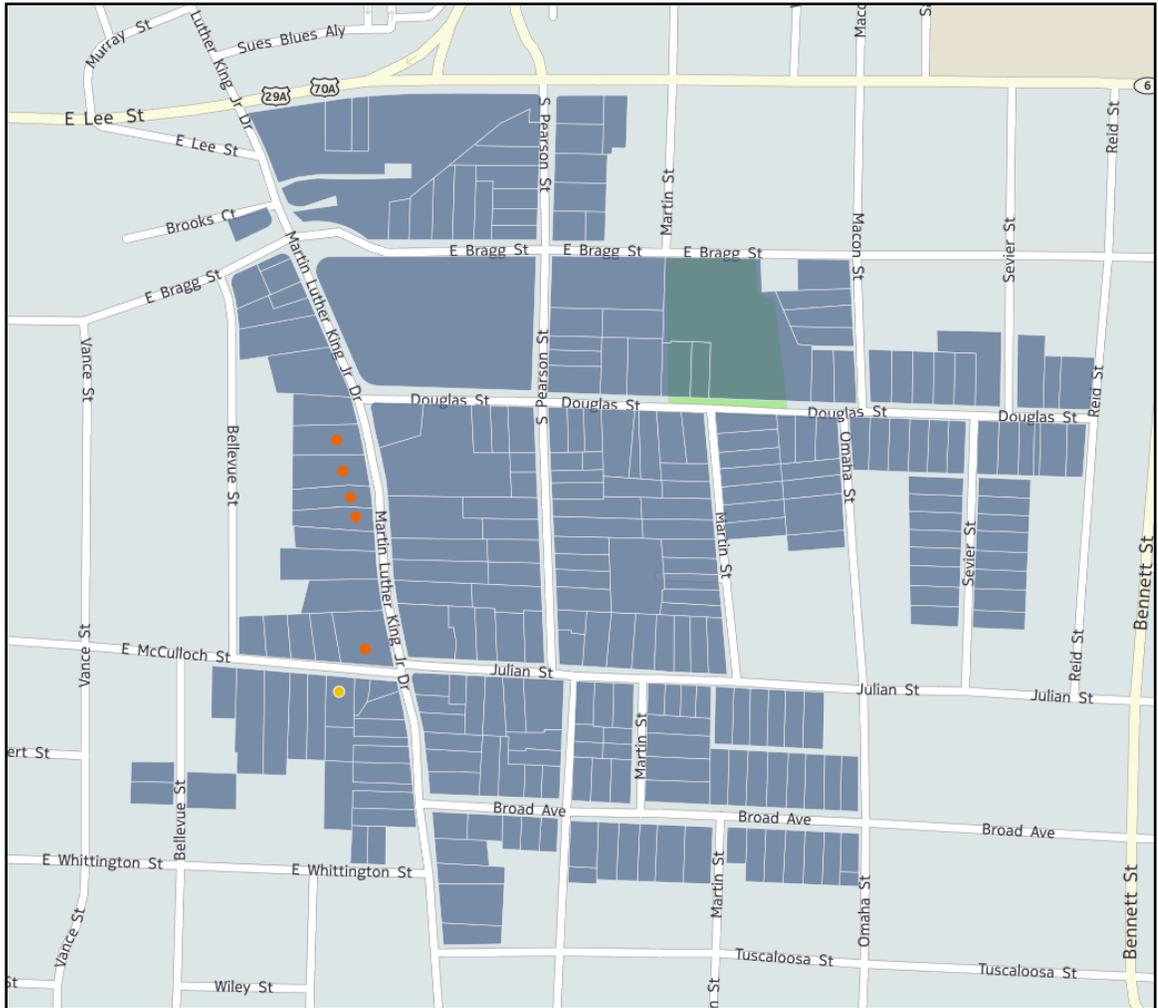


Figure 43. Ole Asheboro Rehabilitation Tax Credit Locations. Income producing Rehabilitation Tax Credit locations in orange, non-income producing Rehabilitation Tax Credit locations in yellow.



Figure 44. South Park Rehabilitation Tax Credit Locations. Income producing Rehabilitation Tax Credit locations in orange, non-income producing Rehabilitation Tax Credit locations in yellow.

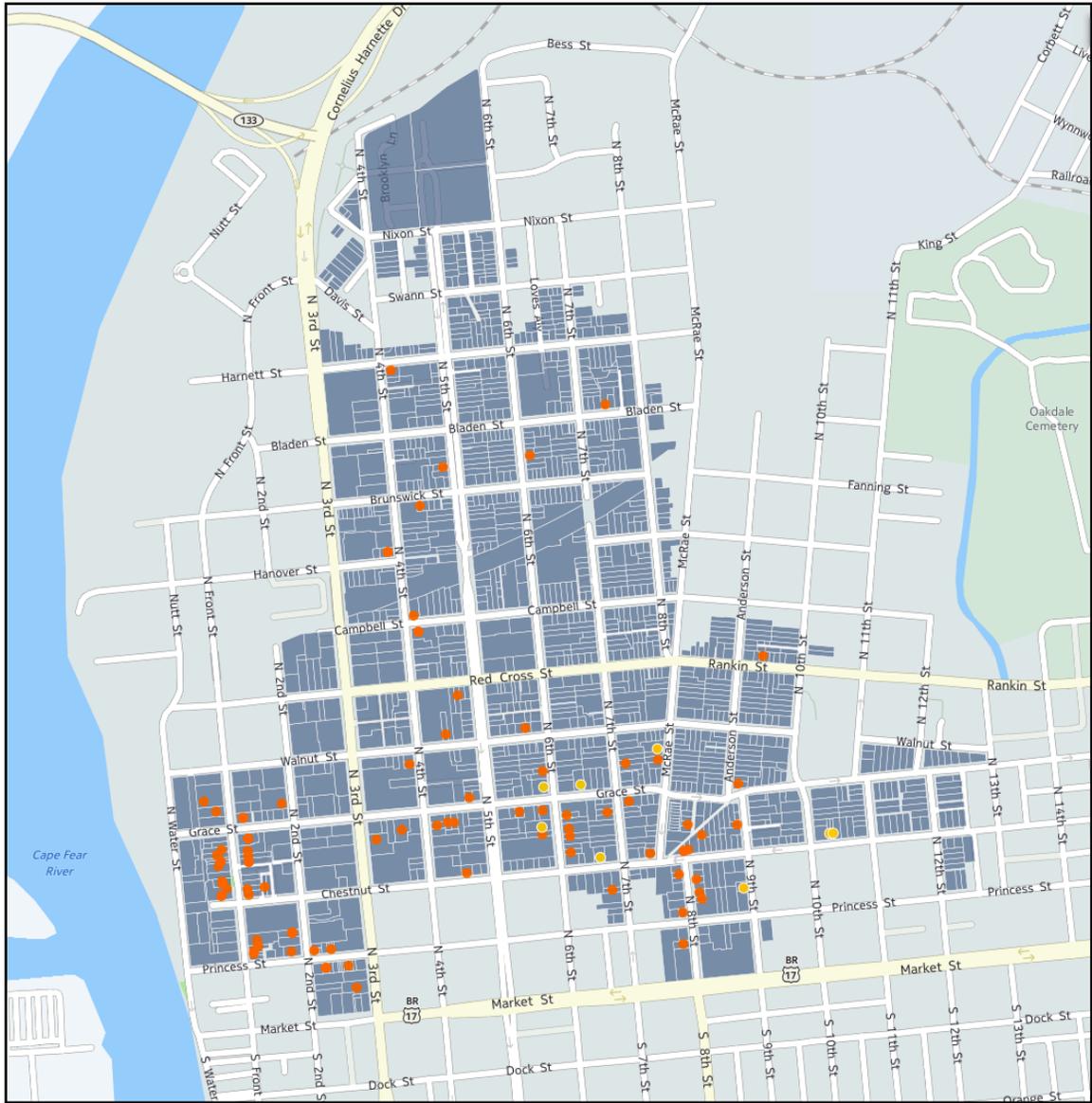


Figure 45. Northside Rehabilitation Tax Credit Locations. Income producing Rehabilitation Tax Credit locations in orange, non-income producing Rehabilitation Tax Credit locations in yellow.

CHAPTER V

CONCLUSIONS

For the goals of Historic Preservation, the findings of rehabilitation and no substantial change were the best possible outcome. Rehabilitation in a neighborhood that has been deemed blighted signals intentional reinvestment. In these neighborhoods when Federal money has been spent in the last few decades, the return on the investment should be rehabilitated structures. Of the 65 total sites included in the Historic Character Retention Diagnostic, 33 were categorized as no substantial change. If the largest category is no substantial change, what does that mean? I would argue that visual character is preserved – what was defined as important and ‘character-defining’ is still there and resources have been allocated over the past twenty to thirty years towards upkeep and maintenance. Rehabilitation Tax Credit projects are the gold standard for these four neighborhoods because Rehabilitation Tax Credits are private money spent for rehabilitation in consultation with the State Historic Preservation Office to meet the Secretary of Interior’s Standards. Rehabilitation Tax Credit projects contribute positively to the neighborhood character as they uphold the standard of keeping character-defining elements intact while allowing for changes that fit individual client needs.

Defining 'success' in neighborhood revitalization should continue to be a major debate on the national stage. The demolition of the government-owned Robert Taylor Homes in Northside for new government-owned multifamily housing is an example of a common city-led revitalization initiative (see Figure 32). This example traces back to the era of urban renewal and plays into the narrative that the structures themselves are at the root of larger social problems in low socioeconomic neighborhoods. There are Federal policies that encourage the rehabilitation of the historic building stock when Federal money is spent on revitalization, and research has demonstrated that rehabilitation is not only less expensive than new construction but is also more environmentally friendly (Rypkema, 2002). Encouraging preservation in inner-city historic neighborhoods is desirable for multiple reasons, including but not limited to impacts on the environment, boosting the property values of low socioeconomic households, and maintaining the sense of place.

The Effectiveness of the Historic Character Retention Diagnostic

The Historic Character Retention Diagnostic measures the preservation of historic character on a continuum of investment (rehabilitation and no substantial change) to disinvestment (deterioration and demolition). As a tool, the Historic Character Retention Diagnostic excels in several areas that GIS maps of property tax data and Rehabilitation Tax Credits do not. The first is that the

Historic Character Retention Diagnostic codes for investment in the form of rehabilitation and maintenance beyond Rehabilitation Tax Credit projects. College Hill, Ole Asheboro and Northside all had more investment than disinvestment with SR quotients over 50% (see Table 15). This effect is not apparent when looking at patterns of Rehabilitation Tax Credits alone (see Figures 42, 43, 44, and 45). The Historic Character Retention Diagnostic showed that the scale was tipped towards investment in the Ole Asheboro neighborhood with a 60% SR quotient, which is in stark contrast to zero completed projects for Rehabilitation Tax Credits (see Table 15 and Table 17). Furthermore, the Historic Character Retention Diagnostic flags the number of deteriorated structures and their locations. Deterioration signals blight. Targeted neighborhood redevelopment with Community Development Block Grant funds is supposed to eliminate blight. Systematically tracking deterioration in at-risk neighborhoods should be one metric for successful revitalization.

This study did not assess each parcel for the Historic Character Retention Diagnostic, thus mapping demolition from property tax data with CartoDB was more effective for understanding patterns of demolition throughout the neighborhood. The Historic Character Retention Diagnostic did distinguish demolition for new construction from demolition for a vacant parcel. Demolition resulting in a vacant parcel is worse than blight – there is no structure to rehabilitate, the demolition waste ends up in the landfill, the streetscape has a

gap, and the property tax value plummets. Demolition for new construction is in opposition to historic character retention, but supports the desires of investment. The Historic Character Retention Diagnostic did not highlight infill on previously vacant parcels, which was a strength of property tax data maps of infill. In the case of College Hill, there were six parcels with new construction and only two parcels with demolished structures, therefore there was more new construction on previously vacant parcels (see Table 16). Infill on previously vacant parcels increases density. Increased inner-city densities are encouraged in current planning theory (Duany et al., 2010; A. C. Nelson, 2009).

Infill in National Register Historic Districts

This thesis did not distinguish between compatible and incompatible infill. Legally, the local Historic Preservation Commission overseeing a local historic district and the State Historic Preservation Office, when Federal money is used, have that jurisdiction to comment (Broning & Byrne, 2012; Dakin, 1994). The compatibility of infill in a neighborhood varies within each municipality. The Oakwood Historic District north of the South Park neighborhood in Raleigh made national headlines when the Historic Preservation Commission approved the construction of a contemporary infill house within a National Register Historic District on a previously vacant parcel (Goldberger, 2014). Compatibility is dependent on design guidelines and the determination of whether new

construction was compatible or incompatible during the photo analysis was beyond the scope of this study. However, the quality of infill and its implications for historic neighborhoods deserves further study. Compatible infill is intended to contribute to the historic character of the neighborhood. For neighborhoods without a local historic district overlay, there is no clear process for the determination of compatible versus incompatible infill.

Massive infill in the northeast corner of the South Park neighborhood in which several contiguous blocks of contributing historic structures were demolished for new faux-traditional construction on larger, redrawn lots signifies targeted investment in the neighborhood that is at odds with the goals of historic preservation. There is a strong argument for an adverse affect determination by SHPO in the northeast corner of that district after the precedent set by the North Cherry neighborhood in Winston-Salem. In the case of North Cherry, new construction by Habitat for Humanity in the southern portion of the neighborhood meant the boundary of the historic district was redrawn to exclude the affected parcels. The case of South Park illustrates that targeted investment can take the shape of demolition for new construction instead of rehabilitation. Future research should compare property values of historic resources with new construction. If there is a correlation between concentrated areas of infill and higher property values, then South Park is doing well by investment metrics for revitalization, but poorly by historic character retention standards.

Patterns of Investment and Disinvestment

Coding of the sample photograph sites for the Historic Character

Retention Diagnostic indicated a larger trend towards a clustered effect of change in a neighborhood along major corridors or concentrated within several city blocks. For example, noticeable rehabilitation is concentrated along S. Mendenhall in College Hill, demolition and vacant parcels are concentrated along Douglass in Ole Asheboro, and new construction is concentrated within several contiguous blocks in South Park. This clustering effect appears to be a trend regardless of the type of investment or dis-investment on the block or street. However, a scattered pattern of individual sites suggests less impact on visual character than clustered patterns of change.

Another phenomenon that impacts the visual character are periphery changes versus changes to the center of the neighborhood. When combined with changes along major thoroughfares (which are usually along the periphery of the neighborhood), these key structures signal to passersby the health of the rest of the neighborhood. When there is significant demolition at high-profile corner lots, like in Ole Asheboro (see Figure 39), the neighborhood appears more distressed and less intact, despite the reality that most of the arterial streetscapes have not changed significantly.

A potential problem for National Register Historic Districts is when too much of the historic fabric has changed. At what point does a structure remain

“historic” if it has lost all of its historic fabric? What is an acceptable level of change at the neighborhood level? The idea of the essence of the neighborhood and its relationship to historic fabric is not a new query. For the last 1300 years, the Japanese have torn down and rebuilt the Ise Jingu grand shrine every twenty years (Nuwer, 2013). The material of the temple itself is not original or historic, but the symbolism, tradition and cultural representation is what gives the site its meaning. Safe neighborhoods need continual investment to deal with issues that crop up over time, including infrastructure and building maintenance. A healthy balance occurs when investment is not inflationary or concentrated in only one section of the neighborhood.

Neighborhood Stakeholders

The impact of large neighborhood stakeholders, in this case Universities adjacent to residential neighborhoods, cannot be understated. In College Hill, Greensboro College rehabilitated several structures along its periphery. UNC Greensboro demolished one structure and occupies several others. Significant demolition for new construction in South Park is clustered around Shaw University on multiple blocks. Rehabilitation as documented through the Historic Character Retention Diagnostic was also located on or next to Shaw University. In Ole Asheboro, the City of Greensboro rehabilitated a large Queen Anne, one of the highest style structures in the neighborhood. In these four case studies,

Universities were the primary institutions impacting the visual character of the district. Further research is needed in ways institutions impact neighborhoods for better or worse. After the determination of an adverse affect in the North Cherry Historic District in Winston-Salem, Habitat for Humanity worked with the city to change their designs so that new construction would be in keeping with the historic character of the neighborhood. Habitat for Humanity is now a primary resource for positive neighborhood change (Wills, 2009). Community Development Block Grants are distributed by municipalities to nonprofits, and local Historic Preservation nonprofits like Preservation Greensboro could be the recipient of these funds if they were to use the money in their revolving fund program to rehabilitate properties. There is great potential for preservation-minded nonprofits to partner with local stakeholders to enact preservation policy goals.

Limitations

The Historic Character Retention Diagnostic in conjunction with GIS maps provided a very effective way to understand change at the neighborhood level. However, there were some clear limitations to this study. Sample site locations based on archival photographs were informative, but tracking change parcel by parcel through photographs would provide for a more comprehensive understanding of investment and deterioration in a neighborhood. In the case of

Northside, the periphery was well documented through archival photographs, GIS maps illuminated activity in the center of the neighborhood not seen in the Historic Character Retention Diagnostic. A systematic, full parcel-by-parcel survey by a professional should be more frequent in at-risk neighborhoods receiving CDBG funds. Furthermore, a mobile platform for fieldwork that includes the former archival photograph and descriptions in addition to a space for new field notes would make recording and coding data virtually instantaneous.

Future Research

There appears to be an impact of local historic districts on higher levels of historic character retention. This is seen best in the distribution of rehabilitated structures and tax credit projects throughout the College Hill neighborhood, and in the concentration of non-income producing tax credit projects within the local historic district in Northside. The ability of local review by the Historic Preservation Commission in a local historic district overlay allows for two major provisions: the first is that one must wait up to 365 days in order to demolish a structure in North Carolina, which is often a major deterrent for local governments and developers. The second is that the local Historic Preservation Commission must approve any new construction in the form of infill or exterior changes to the built environment. This level of local control provides for a dialogue of acceptable levels of change in the historic built environment. Of the four neighborhoods

studied, College Hill has fared the best over time and is the only neighborhood with a local historic district overlay in its entirety. Demolition in College Hill was less than 1% and all but one location of infill was on previously vacant parcels. Rehabilitation by homeowners was strong throughout the heart of the neighborhood, as seen through rehabilitation tax credit data and archival photograph analyses. The South Park neighborhood in Raleigh has had almost a quarter of its built environment demolished in the past 35 years. It is possible that the presence of a local historic district overlay could have mitigated the levels of demolition in this neighborhood. However, South Park is unique among the four case studies for its high concentration of demolition and new construction within a single city block.

Nelson notes that there is a “new era of infill and redevelopment” on the horizon in response to migration back into the city centers (2009). However, this migration includes a larger demographic of single people or couples without children. The size of historic housing in these inner-city neighborhoods is better suited to these new demographics than the larger homes constructed in the suburb periphery of the city. Understanding how precious a resource we already have in inner-city neighborhoods challenges designers and planners to explore sensitive rehabilitation as a critical response. Interior architects and interior designers have a unique understanding of and professional training in rehabilitations and renovations. Tracking change to the interiors of structures in

historic districts is under studied, and could be accomplished through an analysis of building permits from the city, COA requests in local historic districts, and rehabilitation tax credit application documentation.

Finally, there is great potential for the use of the Historic Character Retention Diagnostic for National Register Historic Districts in the future. This study looked at four neighborhoods that were targeted for revitalization with Community Development Block Grant funds that were compliant with Federal regulations. There are 17 other cities in North Carolina that may have neighborhoods that were targeted for revitalization with CDBG money that have not been compliant with regulations, and it would be interesting to see how those neighborhoods compare in levels of investment and retention of historic character. Another variable worth studying is change to historic character in neighborhoods targeted for redevelopment funded through other sources that do not require oversight by the State Historic Preservation Office.

It is vital as the National Historic Preservation Act turns 50 that the profession considers new metrics to define success and track investment. The Historic Character Retention Diagnostic is one such metric that moves beyond property values to aid in the goals of historic preservation for healthy, historic neighborhoods.

BIBLIOGRAPHY

- About the ACHP: General Information. (n.d.). Advisory Council on Historic Preservation. Retrieved from <http://www.achp.gov/aboutachp.html>
- American Planning Association. (2004). *Policy Guide on Public Redevelopment*. Retrieved from <https://www.planning.org/policy/guides/pdf/publicredevelopment.pdf>
- Andrus, P. W. (1990). *How to Apply the National Register Criteria for Evaluation* (National Register Bulletin No. 15). National Park Service. Retrieved from <http://www.nps.gov/nr/publications/bulletins/pdfs/nrb15.pdf>
- Architectural Survey Manual: Practical Advice for Recording Historic Resources. (2008). Survey & Planning Branch, State Historic Preservation Office, Office of Archives and History, North Carolina Department of Cultural Resources. Retrieved from <http://www.hpo.ncdcr.gov/digital/NCHPOSurveyManual-11-2008.pdf>
- Article 22. Urban Redevelopment Law., Pub. L. No. 160A-500 (1951).
- Berman v. Parker, No. 348 U.S. 26, 33 (1954).
- Broning, S. C., & Byrne, J. P. (2012). *Historic Preservation Law*. New York, NY.: Thomson Reuters/Foundation Press.

Bureau of National Affairs. (1995). *Community Development Block Grant Program* (Housing and Urban Development Reporter) (pp. 09:011–0019). Washington, DC.

CDBG Contacts: North Carolina. (n.d.). U.S. Department of Housing and Urban Development. Retrieved from http://portal.hud.gov/hudportal/HUD?src=/states/north_carolina/community/cdbg

CDBG Entitlement Program Eligibility Requirements. (n.d.). HUD Exchange. Retrieved from <https://www.hudexchange.info/cdbg-entitlement/cdbg-entitlement-program-eligibility-requirements>

Certified Local Government Program. (n.d.). National Park Service. Retrieved from <http://www.nps.gov/clg/>

City of Greensboro. (1995). *Southside Area Development Plan*.

City of Greensboro. (2004). *Ole Asheboro Redevelopment Plan*.

City of Greensboro. (2011). *Martin Luther King, Jr. Drive North TND Plan*.

City of Greensboro, Plans and Studies. (n.d.). Retrieved from <http://www.greensboro-nc.gov/index.aspx?page=1725>

City of Wilmington. (n.d.). *A Community Plan: NorthSide*. Retrieved from http://www.wilmingtonnc.gov/planning_development_and_transportation/plans_documents/small_area_plans/northside_community_plan

College Hill Neighborhood Plan Draft. (2014, September 9). City of Greensboro.

College Hill Neighborhood Plan Draft November 16, 2009. (2010, Update). The City of Greensboro.

Community Development Block Grant Program - CDBG. (n.d.). U.S. Department of Housing and Urban Development. Retrieved from http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs

Creswell, J. W. (2009). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches* (3rd ed.). Thousand Oaks, California: SAGE Publications.

Dakin, S. (1994). Handbook for Historic Preservation Commissions in North Carolina. State Historic Preservation Office, Division of Archives and History, North Carolina Department of Cultural Resources. Retrieved from <http://www.hpo.ncdcr.gov/handbook.pdf>

Duany, A., Speck, J., & Lydon, M. (2010). *The Smart Growth Manual*. McGraw-Hill.

Electronic Code of Federal Regulations: Title 36, Chapter VIII, Part 800 - Protection of Historic Properties. (2014, November 4). U.S. Government Printing Office. Retrieved from <http://www.ecfr.gov/cgi-bin/text-idx?SID=ffdc0c21a582e254d78a9198a1a5acc5&node=pt36.3.800&rgn=div5>

- Elefante, C. (2012). The Greenest Building Is... One That is Already Built. *Forum Journal*, 27(1).
- Frey, P. (2012). Building Reuse: Finding a Place on American Climate Policy Agendas. In *Historic Preservation Law* (pp. 28–32). Foundation Press.
- Goldberger, P. (2014, April 29). Vanity Fair. Retrieved from <http://www.vanityfair.com/unchanged/2014/04/oakwood-teardown-historic-district>
- Groat, L., & Wang, D. (2013). *Architectural Research Methods* (Second Edition). Hoboken, New Jersey: John Wiley & Sons, Inc.
- Guidelines of the Treatment of Cultural Landscapes: Defining Landscape Terminology. (n.d.). National Park Service. Retrieved from <http://www.nps.gov/tps/standards/four-treatments/landscape-guidelines/terminology.htm>
- Habitat for Humanity of Forsyth County, North Carolina. (n.d.). Retrieved from <http://www.preservationnation.org/information-center/sustainable-communities/creating/habitat-for-humanity/winston-salem-north-carolina.html#.VJCVEmTF98s>
- Hamer, J. R., & Farr, J. L. (2009). Community Development Finance. In *An Introduction to Community Development* (pp. 299–312).
- Housing Authority of the City of Raleigh, North Carolina. (1980). *Redevelopment Plan for the South Park Neighborhood of Raleigh, North Carolina*.

- HUD.GOV: Resources. (n.d.). U.S. Department of Housing and Urban Development. Retrieved from http://www.huduser.org/portal/glossary/glossary_all.html
- Ilja, A., Ryberg, S., Rosentraub, M. S., & Bowen, W. (2011). Historic designation and the rebuilding of neighborhoods: new evidence of the value of an old policy tool. *Journal of Urbanism: International Research on Placemaking and Urban Sustainability*, 4(3), 263–284.
- Jacobs, J. (2011). *The Death and Life of Great American Cities* (2011 Modern Library Edition). New York, NY.: Modern Library.
- Leimenstoll, J. R. (1990). The Evolving Proces of Design Review in Historic Districts. In *The Role of the Architect in Historic Preservation: Past, Present, and Future* (pp. 210–217). Washington, DC: The American Institute of Architects.
- Leimenstoll, J. R. (1997). South Greensboro Historic District Design Guidelines. City of Greensboro.
- Leimenstoll, J. R. (2014). Taking the Long View: Tracking the Impact of Local Historic District Designation on Property Values in Greensboro, NC, 1972-2012. *The Alliance Review*.
- Levine, J. (2005). *Zoned out*. Baltimore: Johns Hopkins University, Resources for the Future.
- Maher v. City of New Orleans, No. 371 F. Supp. 653, 663 (E.D. La. 1974).

- Mason, R. (2006). Theoretical and Practical Arguments for Values-Centered Preservation. *CRM Journal*, 3(2).
- Mayes, T. (2015). Why Do Old Places Matter? An Introduction. Retrieved from http://blog.preservationleadershipforum.org/2013/11/13/old-places-introduction/#.VKG-_8ADA
- Michael, V. (2010). Conserving Community is What We Do. *Forum Journal*, 24(3).
- National Environmental Policy Act (NEPA). (n.d.). U.S. Environmental Protection Agency. Retrieved from <http://www.epa.gov/compliance/nepa/>
- National Register Criteria for Evaluation. (n.d.). National Park Service. Retrieved from http://www.cr.nps.gov/nr/publications/bulletins/nrb15/nrb15_2.htm
- National Register of Historic Places Registration Form: College Hill Historic District. (1993). United States Department of the Interior: National Park Service.
- National Register of Historic Places Registration Form: East Raleigh-South Park Historic District. (1990). United States Department of the Interior: National Park Service.
- National Register of Historic Places Registration Form: North Cherry Street Historic District. (2004, updated 2014). United States Department of the Interior: National Park Service.

- National Register of Historic Places Registration Form: South Greensboro Historic District. (1991). United States Department of the Interior: National Park Service.
- National Register of Historic Places Registration Form: Wilmington Historic District Boundary Expansion and Additional Documentation. (2003). United States Department of the Interior: National Park Service.
- Nelson, A. C. (2009). The New Urbanity: The Rise of a New America. *Annals of the American Academy of Political and Social Science*, 626(The Shape of the New American City), 192–208.
- Nelson, L. H. (1988). *Architectural Character - Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving their Character* (Preservation Briefs No. 17). National Park Service. Retrieved from <http://www.nps.gov/tps/how-to-preserve/briefs/17-architectural-character.htm>
- Nuwer, R. (2013, October 4). Smithsonian.com. Retrieved from <http://www.smithsonianmag.com/smart-news/this-japanese-shrine-has-been-torn-down-and-rebuilt-every-20-years-for-the-past-millennium-575558/?no-ist>
- Penn Central Transportation Company v. City of New York, No. 438 U.S. 104 (S. Ct. 2646 1978).

- PlaceEconomics. (n.d.). *Stronger Neighborhoods Through Strategic Decisions: ReLocal Pilot Project*. Washington, DC.
- Preservation North Carolina. (2014). *Preservation North Carolina Special Edition: NC's Rehabilitation Tax Credits*.
- Prince Hall Historic District. (n.d.). Raleigh Historic Development Commission. Retrieved from http://rhdc.org/raleigh-historic-resources/raleigh-historic-districts/south_person-south_blount
- Redevelopment Plan for College Hill. (1979, November 6). Redevelopment Commission of Greensboro.
- Rogers, J. (2013, October). *Historic Macon: Planning and Managing Neighborhood Revitalization*. Retrieved from http://issuu.com/historicmacon/docs/2nd_session_10.3.13
- Rohe, W. M. (2009). From Local to Global: One Hundred Years of Neighborhood Planning. *Journal of the American Planning Association*, 75(2), 209–230.
- Rose, C. M. (1981). Preservation and Community: New Directions in the Law of Historic Preservation. *Yale Law School Legal Scholarship Repository*. Retrieved from http://digitalcommons.law.yale.edu/fss_papers/1835
- Rypkema, D. (2002). Historic Preservation and Affordable Housing: The Missed Connection. *National Trust for Historic Preservation*. Retrieved from <http://www.placeeconomics.com/pub/placeeconomicspub2003b.pdf>
- Rypkema, D. (2004). The Oversimplification of Gentrification. *Forum Journal*.

- Rypkema, D. (2012). Economics and Historic Preservation. *Forum Journal*, 27(1), 46–54.
- Rypkema, D. (2014). Historic Districts and Economics - Recent Lessons. *The Alliance Review*.
- Rypkema, D., Cheong, C., & Mason, R. (2011). *Measuring Economic Impacts of Historic Preservation: A Report to the Advisory Council on Historic Preservation*. PlaceEconomics and University of Pennsylvania. Retrieved from <http://www.achp.gov/docs/economic-impacts-of-historic-preservation-study.pdf>
- Section 4(f) Tutorial. (n.d.). U.S. Department of Transportation Federal Highway Administration. Retrieved from <http://www.environment.fhwa.dot.gov/section4f/default.aspx>
- Section 106 Regulations Summary. (2013, April 18). Advisory Council on Historic Preservation. Retrieved from <http://www.achp.gov/106summary.html>
- Smith, R., Kingsley, T., Cunningham, M., Dumlao, K., Popkin, S., Ellen, I. G., ... McKoy, D. (2010). *Monitoring Success in Choice Neighborhoods: A Proposed Approach to Performance Measurement*. Urban Institute.
- Stipe, R. E. (2003). *A Richer Heritage: Historic Preservation in the Twenty-First Century*. Historic Preservation Foundation of North Carolina, Inc.
- Tyler, N. (2009). *Historic Preservation: An Introduction to Its History, Principles, and Practice* (Second Edition). New York, NY.: W. W. Norton & Company.

- U.S. Department of Housing and Urban Development. (2012). *CDBG Community Development Block Grant Performance Profile*. Office of Community Planning and Development. Retrieved from https://www.hudexchange.info/resource/reportmanagement/published/CD_BG_Perform_Grant_GREE-NC_NC_2012.pdf
- Wells, J. (2010). Authenticity in More than One Dimension: Reevaluating a Core Premise of Historic Preservation. *Forum Journal*, 24(3).
- Williams, M. (2004, May 9). Older Neighborhoods See Values Skyrocket. *Greensboro News & Record*, p. A1. Greensboro, North Carolina.
- Wills, E. (2009, December). National Trust for Historic Preservation Magazine. Retrieved from <http://www.preservationnation.org/magazine/2009/november-december/?referrer=https://www.google.com/#.VhAarbRViko>
- With Heritage So Rich*. (1966). Washington, DC: The National Trust for Historic Preservation.
- Yin, R. K. (2014). *Case Study Research: Design and Methods* (5th ed.). Thousand Oaks, California: SAGE Publications.

APPENDIX A

GLOSSARY OF TERMS

Adverse affect- “An adverse affect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association... Adverse affects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative” (“Electronic Code of Federal Regulations: Title 36, Chapter VIII, Part 800 - Protection of Historic Properties,” 2014).

Advisory Council on Historic Preservation (ACHP)- “An independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy... The ACHP is the only entity with the legal responsibility to encourage federal agencies to factor historic preservation into federal project requirements” (“About the ACHP: General Information”).

Blighted Area- an area in which there is a predominance of buildings or improvements (or which is predominantly residential in character), and which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, unsanitary or unsafe conditions, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs the sound growth of the community, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime, and is detrimental to the public health, safety, morals or welfare; provided, no area shall be considered a blighted area within the meaning of this Article, unless it is determined by the planning commission **that at least two thirds of the number of buildings within the area are of the character described in this subdivision and substantially contribute to the conditions making such area a blighted area**; provided that if the power of eminent domain shall be exercised under the provisions of this Article, it may only be exercised to take a blighted parcel as defined in subdivision (2a) of this section, and the property owner or owners or persons having an interest in property shall be entitled to be represented by counsel of their own selection and their reasonable counsel fees fixed by the court, taxed as a part of the costs and paid by the petitioners (*Article 22. Urban Redevelopment Law.*, 1951).

Blighted Parcel- a parcel on which there is a predominance of buildings or improvements (or which is predominantly residential in character), and which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, unsanitary or unsafe conditions, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs the sound growth of the community, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime, and is detrimental to the public health, safety, morals or welfare; provided, no parcel shall be considered a blighted parcel nor subject to the power of eminent domain, within the meaning of this Article, unless it is determined by the planning commission that the parcel is blighted (*Article 22. Urban Redevelopment Law., 1951*).

Certified Local Government (CLG)- “Jointly administered by the National Park Service (NPS) and the State Historic Preservation Offices (SHPOs), each local community works through a certification process to become recognized as a Certified Local Government (CLG). Once certified CLGs become an active partner in the Federal Historic Preservation Program, each community gains access to benefits of the program and agrees to follow required Federal and State requirements” (“Certified Local Government Program”).

Character-defining feature- “a prominent or distinctive aspect, quality, or characteristic of a cultural landscape that contributes significantly to its physical character. Land use patterns, vegetation, furnishings, decorative details and materials may be such features” (“Guidelines of the Treatment of Cultural Landscapes: Defining Landscape Terminology”).

Community Development Block Grant (CDBG)- “The Community Development Block Grant (CDBG) program is a flexible program that provides communities with resources to address a wide range of unique community development needs. Beginning in 1974, the CDBG program is one of the longest continuously run programs at HUD. The CDBG program provides annual grants on a formula basis to 1209 general units of local government and States” (“Community Development Block Grant Program - CDBG”).

Entitlement Community- “The CDBG entitlement program allocates annual grants to larger cities and urban counties to develop viable communities by providing decent housing, a suitable living environment, and opportunities to expand economic opportunities, principally for low- and moderate-income persons” (“Community Development Block Grant Program - CDBG”).

Environmental Review- “NEPA requires that agencies prepare environmental impact statements (EISs) that address adverse effects on historic resources and discuss alternatives to the proposed project” (Broning & Byrne, 2012).

Federal Undertaking- A Federal undertaking is a project, activity, or program either funded, permitted, licensed, or approved by a Federal Agency. Undertakings may take place either on or off federally controlled property and include new and continuing projects, activities, or programs and any other elements not previously considered under Section 106” (“Section 106 Regulations Summary,” 2013).

Historic character- “the sum of all visual aspects, features, materials, and spaces associated with a cultural landscape’s history, i.e. the original configuration together with losses and later changes. These qualities are often referred to as character-defining” (“Guidelines of the Treatment of Cultural Landscapes: Defining Landscape Terminology”).

Integrity- “the authenticity of a property’s historic identity, evinced by the survival of physical characteristics that existed during the property’s historic or prehistoric period. The seven qualities of integrity as defined by the National Register Program are location, setting, feeling, association, design, workmanship, and materials” (“Guidelines of the Treatment of Cultural Landscapes: Defining Landscape Terminology”).

National Environmental Protection Act (NEPA)- “The 1970 National Environmental Policy Act (NEPA) requires federal agencies to integrate environmental values into their decision making processes by considering the environmental impacts of their proposed actions and reasonable alternatives to those actions. To meet NEPA requirements federal agencies prepare a detailed statement known as an Environmental Impact Statement (EIS). The EPA reviews and comments on EISs prepared by other federal agencies, maintains a national filing system for all EISs, and assures that its own actions comply with NEPA” (“National Environmental Policy Act (NEPA)”).

National Historic Preservation Act (NHPA)- Passed by Congress in 1966, the NHPA “established the National Register of Historic Places, encouraged the concept of locally regulated historic districts, authorized enabling legislation to fund preservation activities, encouraged the establishment of the State Historic Preservation Offices (SHPOs), established the Advisory Council on Historic Preservation, and stipulated that federal preservation programs and policies would rely on the voluntary cooperation of owners of historic properties and not interfere with their private ownership rights” (Tyler, 2009).

National Register for Historic Places- The NHPA “authorized the Secretary of the Interior to ‘expand and maintain a National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture.’” (Broning & Byrne, 2012).

National Trust for Historic Preservation- “created [in 1949] with the purpose of linking preservation efforts of the NPS and the federal government with activities of the private sector” (Tyler, 2009).

Redevelopment Plan- “the term ‘redevelopment’ is meant to describe one or more public actions that are undertaken to stimulate activity when the private market is not providing sufficient capital and economic activity to achieve the desired level of improvement. This public action usually involves one or more measures such as direct public investment, capital improvements, enhanced public services, technical assistance, promotion, tax benefits, and other stimuli including planning initiatives such as rezoning. Public agencies typically offer a combination of incentives and undertake redevelopment programs pursuant to a statutory system for creating, financing, and operating redevelopment areas” (American Planning Association, 2004). Program details are written and published publicly.

Rehabilitation (definition by HUD)- “The labor, materials, tools, and other costs of improving buildings, other than minor or routine repairs. The term includes where the use of a building is changed to an emergency shelter and the cost of this change and any rehabilitation costs does not exceed 75 percent of the value of the building before the change in use (“HUD.GOV: Resources,” n.d.).”

Rehabilitation (definition by NPS)- “is defined as 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” .

Rehabilitation, Conservation, and Reconditioning Area- any area which the planning commission shall find, by reason of factors listed in subdivision (2) or subdivision (10), to be subject to a clear and present danger that, in the absence of municipal action to rehabilitate, conserve, and recondition the area, it will become in the reasonably foreseeable future a blighted area or a nonresidential redevelopment area as defined herein. In such an area, no individual tract, building, or improvement shall be subject to the power of eminent domain, within the meaning of this Article, unless it is of the character described in subdivision (2) or subdivision (10) and substantially contributes to the conditions endangering

the area; provided that if the power of eminent domain shall be exercised under the provisions of this Article, the respondent or respondents shall be entitled to be represented by counsel of their own selection and their reasonable counsel fees fixed by the court, taxed as part of the costs and paid by the petitioners (*Article 22. Urban Redevelopment Law.*, 1951).

Section 106- “Section 106 establishes a review process through which federal agencies may assess the impact of their undertakings on [historic] properties” (Broning & Byrne, 2012). The statute reads: The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under part B of this subchapter a reasonable opportunity to comment with regard to such undertaking.

Section 4(f)- Part of the DOT Act of 1966 that was designed for consideration of park and recreation lands, wildlife and waterfowl refuges, and historic sites during transportation project development. Prohibits project approval if there is a use of a historic site when a prudent and feasible avoidance alternative is available (“Section 4(f) Tutorial”).

Significance- “the meaning or value ascribed to a cultural landscape based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity” (“Guidelines of the Treatment of Cultural Landscapes: Defining Landscape Terminology”).

State Historic Preservation Officer (SHPO)- “has the responsibility to ‘identify and nominate eligible properties to the National Register and otherwise administer applications for listing historic properties on the National Register’” (Broning & Byrne, 2012).

Tout Ensemble- “the idea that the character of an area is derived from its entirety, or the sum of its parts, rather than from the character of its individual buildings” (Stipe, 2003).

The Department of Transportation Act (DOT Act)- 1966 Federal transportation policy Act that included a special provision called Section 4(f) (“Section 4(f) Tutorial”).

Urban Renewal Area – “a slum area or a blighted, deteriorated, or deteriorating area in the locality involved which the Secretary approves as appropriate for an urban renewal project” (“HUD.GOV: Resources,” n.d.).

Urban Renewal Project- “a project planned and undertaken by an LPA [Local Public Agency] in an urban renewal area with Federal financial and technical assistance under Title I of the Housing Act of 1949. A project may involve slum clearance and redevelopments rehabilitation and conservation, or a combination of both. It may include acquisition of land, relocation of displaced site occupants, site clearance, installation of site improvements, rehabilitation of properties and disposition of acquired land for redevelopment in accordance with the Urban Renewal Plan” (“HUD.GOV: Resources,” n.d.).

U.S. Department of Housing and Urban Development (HUD)- “Established in 1965, HUD's mission is to increase homeownership, support community development, and increase access to affordable housing free from discrimination. To fulfill this mission, HUD will embrace high standards of ethics, management and accountability and forge new partnerships — particularly with faith-based and community organizations — that leverage resources and improve HUD's ability to be effective on the community level” (“HUD.GOV: Resources,” n.d.).

Visual Character- “Every old building is unique, with its own identity and its own distinctive character. Character refers to all those visual aspects and physical features that comprise the appearance of every historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment” (L. H. Nelson, 1988).

APPENDIX B

NATIONAL REGISTER CRITERIA FOR EVALUATION FROM THE NATIONAL PARK SERVICE

Criteria for Evaluation

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- 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.

Criteria Considerations

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties *will qualify* if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a.** A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b.** A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c.** A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or
- d.** A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

- e.** A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or
- f.** A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or
- g.** A property achieving significance within the past 50 years if it is of exceptional importance.

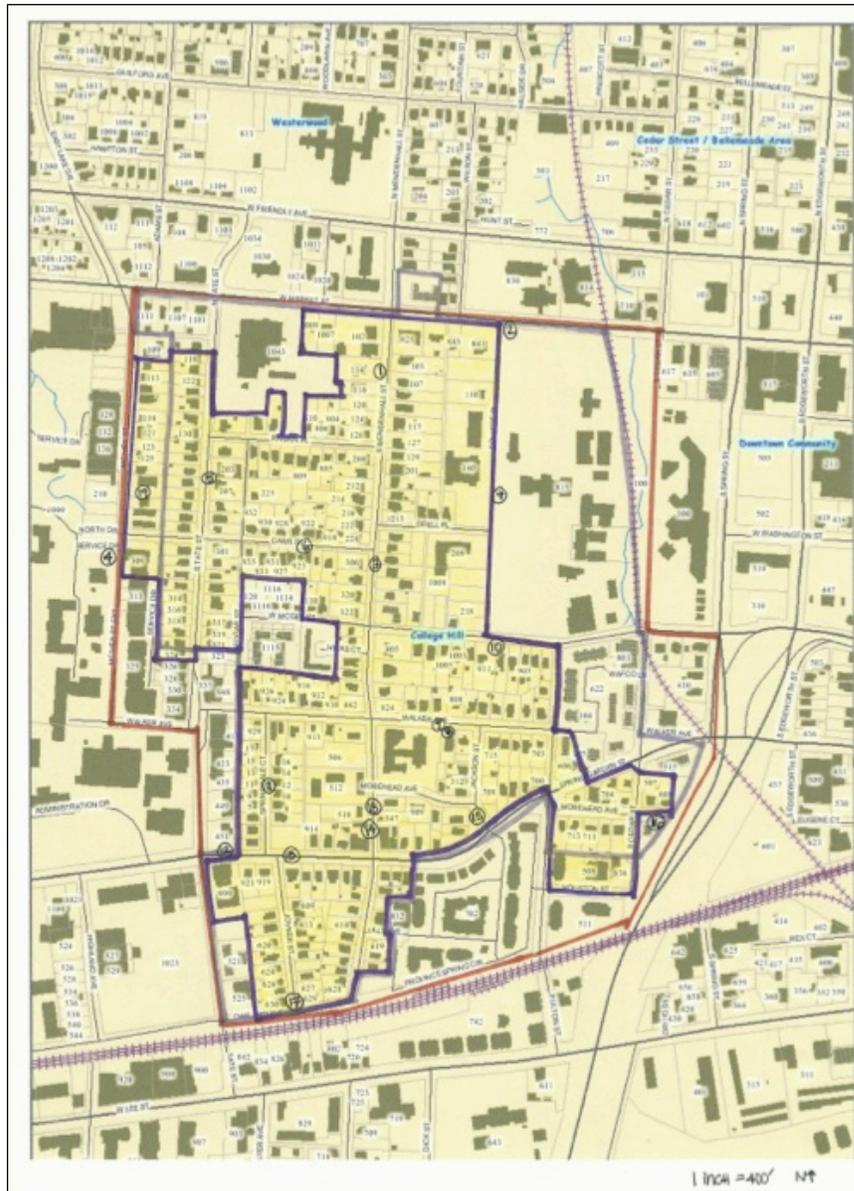
APPENDIX C

CHART FROM SHPO WITH ELLIGIBLE NRHDS

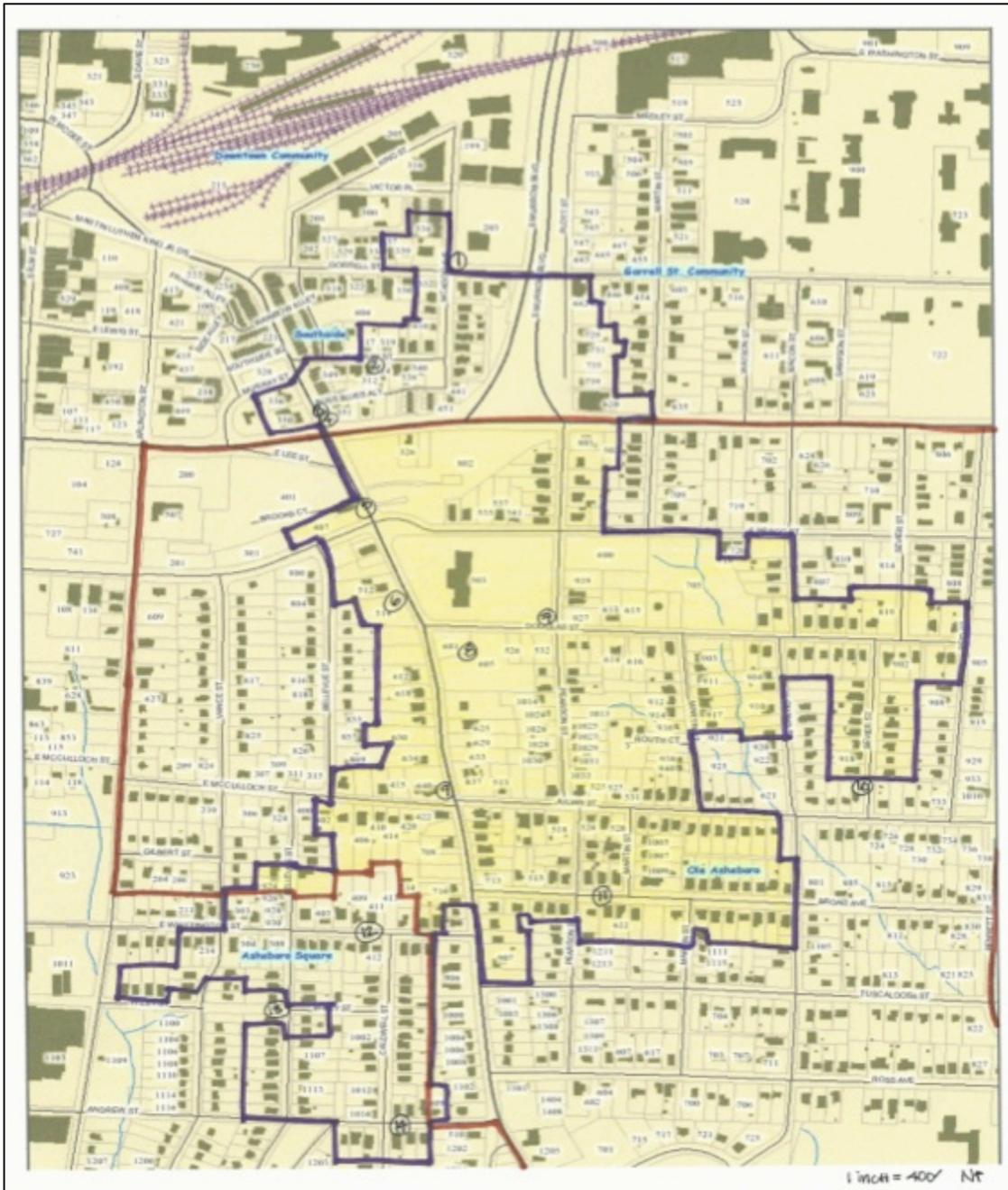
	A	B	C	D	E	F	G
1	National Register Historic District name	Description	Site ID	Listed	County	Town	2010 Population
2	BEVERLY HILLS HISTORIC DISTRICT	1919-1959 residential district	AM0694	2009	Alamance	Burlington	49,963
3	EAST DAVIS STREET HISTORIC DISTRICT	1880s-1940s residential district	AM1475	2000	Alamance	Burlington	49,963
4	LAKESIDE MILLS DISTRICT	Late 19th c. brick textile mill, frame houses	AM0658	1984	Alamance	Burlington	49,963
5	SOUTH BROAD - EAST FIFTH STREETS HISTORIC DISTRICT	1890s-1940s residential district	AM1308	2001	Alamance	Burlington	49,963
6	CHESTNUT HILL HISTORIC DISTRICT	Late 19th- early 20th c. residential district	BN0140	1983	Buncombe	Asheville	83,393
7	CLINGMAN AVENUE HISTORIC DISTRICT	Early 20th c. neighborhood	BN1826	2004	Buncombe	Asheville	83,393
8	GROVE PARK HISTORIC DISTRICT	1908 and later residential district	BN0194	1989	Buncombe	Asheville	83,393
9	Kimberly Amendment/Grove Park Historic District	Early 20th c. residential area	BN0198	1990	Buncombe	Asheville	83,393
10	NORWOOD PARK HISTORIC DISTRICT	1900-1950 residential area	BN1945	2008	Buncombe	Asheville	83,393
11	PROXIMITY PARK HISTORIC DISTRICT	1900-1930 residential area	BN1250	2008	Buncombe	Asheville	83,393
12	Ravenscroft Amendment/Downtown Asheville Historic District	Late 19th-early 20th c. residential cluster added to HD	BN0197	1990	Buncombe	Asheville	83,393
13	SUNSET TERRACE HISTORIC DISTRICT	1913-1923 cottages	BN1828	2005	Buncombe	Asheville	83,393
14	Claremont High School Historic District Boundary Increase	1900-1959 residential	CT1069	2009	Catawba	Hickory	40,010
15	Kenworth Historic District Boundary Expansion (2 Areas)	20th c. residential	CT1037	2005	Catawba	Hickory	40,010
16	DEGRAFFENRIED PARK HISTORIC DISTRICT	1920s+ residential	CV2306	2006	Craven	New Bern	29,524
17	Ghent Historic District	Early 20th c. residential district	CV0364	1988	Craven	New Bern	29,524
18	FAYETTEVILLE DOWNTOWN HISTORIC DISTRICT	19th-20th c. commercial and residential	CD0209	1999	Cumberland	Fayetteville	200,564
19	HAYMOUNT HISTORIC DISTRICT	1817-1950 residential district	CD0179	1983	Cumberland	Fayetteville	200,564
20	HAYMOUNT HISTORIC DISTRICT BOUNDARY INCREASE	Mid-19th-Mid-20th c. residential district	CD0969	2007	Cumberland	Fayetteville	200,564
21	Randolph Street Historic District	residential, depot, and a church	DV0842	2012	Davidson	Thomasville	26,757
22	Burch Avenue Historic District	1890-1960 residential	DH2669	2010	Durham	Durham	228,330
23	DURHAM COTTON MILLS VILLAGE HISTORIC DISTRICT	Late 19th c. textile mill workers housing	DH1709	1985	Durham	Durham	228,330
24	EAST DURHAM HISTORIC DISTRICT	1890s-20th c. residential, commercial, industrial district	DH2184	2004	Durham	Durham	228,330
25	FOREST HILLS HISTORIC DISTRICT	Early 20th c. residential district	DH0830	2005	Durham	Durham	228,330
26	GOLDEN BELT HISTORIC DISTRICT	1900-1930s textile mill and mill housing	DH0522	1985	Durham	Durham	228,330
27	Hope Valley Historic District	1920s and later suburban residential; Tudor, Norman Revival	DH2730	2009	Durham	Durham	228,330
28	Lakewood Park Historic District	Early 20th c. suburb	DH2541	2003	Durham	Durham	228,330
29	NORTH DURHAM-DUKE PARK DISTRICT	Early 20th c. residential district	DH1712	1985	Durham	Durham	228,330
30	PEARL MILL VILLAGE HISTORIC DISTRICT	Early 20th c. textile mill village district	DH0668	1985	Durham	Durham	228,330
31	STOKESDALE HISTORIC DISTRICT	1912-1960 African American residential neighborhood	DH2668	2010	Durham	Durham	228,330
32	TRINITY HISTORIC DISTRICT	1890s-1940s residential district	DH0927	1986	Durham	Durham	228,330
33	TRINITY HISTORIC DISTRICT BOUNDARY INCREASE	Early 20th c. residential	DH2512	2004	Durham	Durham	228,330
34	WEST DURHAM HISTORIC DISTRICT	Early 20th c. mixed use district	DH1134	1986	Durham	Durham	228,330
35	Edgemont Historic District Boundary Expansion	ca. 1910-1940 residential neighborhood	ED1063	2002	Edgecombe	Rocky Mount	57,477
36	NORTH CHERRY STREET HISTORIC DISTRICT (Kernersville)	Late 19th-early 20th c. residential/commercial district	FY2042	1988	Forsyth	Kernersville	23,123
37	SOUTH MAIN STREET HISTORIC DISTRICT	19th-20th c. commercial and residential	FY0716	1988	Forsyth	Kernersville	23,123
38	ARDMORE HISTORIC DISTRICT	Early 20th c. residential	FY2614	2004	Forsyth	Winston-Salem	229,617
39	BETHABARA HISTORIC DISTRICT 1978	Mid-18th c. Moravian settlement	FY0048	1978	Forsyth	Winston-Salem	229,617
40	BETHABARA HISTORIC DISTRICT NHL BOUNDARY EXPANSION	Mid-18th c. Moravian settlement	FY2508	1999	Forsyth	Winston-Salem	229,617
41	BETHANIA HISTORIC DISTRICT BOUNDARY INCREASE	Mid-18th c. Moravian settlement	FY2044	1991	Forsyth	Winston-Salem	229,617
42	HOLLY AVENUE HISTORIC DISTRICT	1885-1952 residential	FY2656	2002	Forsyth	Winston-Salem	229,617
43	NORTH CHERRY STREET HISTORIC DISTRICT (Winston-Salem)	1924-1954 residential	FY3159	2004	Forsyth	Winston-Salem	229,617
44	REYNOLDSTOWN HISTORIC DISTRICT	1920s-1940s workers housing	FY2353	2008	Forsyth	Winston-Salem	229,617
45	SUNNYSIDE/CENTRAL TERRACE HISTORIC DISTRICT	Early 20th c. residential and commercial	FY3010	2008	Forsyth	Winston-Salem	229,617
46	WASHINGTON PARK HISTORIC DISTRICT	1892 to mid-20th c. residential district	FY2510	1992	Forsyth	Winston-Salem	229,617
47	WAUGHTOWN-BELVIEW HISTORIC DISTRICT	19th-20th c. working/middle class suburb	FY3012	2005	Forsyth	Winston-Salem	229,617
48	WEST END HISTORIC DISTRICT	Late 19th-early 20th c. residential district	FY2507	1986	Forsyth	Winston-Salem	229,617
49	WEST SALEM HISTORIC DISTRICT	1843-1957 mixed use	FY3011	2005	Forsyth	Winston-Salem	229,617
50	LORAY MILL HISTORIC DISTRICT		GS0503	2001	Gaston	Gastonia	71,741
51	LORAY MILL HISTORIC DISTRICT BOUNDARY EXPANSION	1901-1920 textile mill workers housing	GS0594	2006	Gaston	Gastonia	71,741
52	IRVING PARK HISTORIC DISTRICT	1911-1941 residential area	GF0204	1995	Guilford	Greensboro	269,666
53	SOUTH GREENSBORO HISTORIC DISTRICT	1900-1940 primarily residential district	GF1129	1991	Guilford	Greensboro	269,666
54	SUNSET HILLS HISTORIC DISTRICT	1925-1965 residential district	GF8233	2013	Guilford	Greensboro	269,666
55	WHITE OAK NEW TOWN HISTORIC DISTRICT	1920s mill workers housing village	GF1138	1992	Guilford	Greensboro	269,666
56	Highland Cotton Mill Village Historic District		GF0636	2014	Guilford	High Point	104,371
57	JAMESTOWN HISTORIC DISTRICT	18th-19th c. Quaker settlement; early 19th c. houses, store*	GF0010	1973	Guilford	High Point	104,371

	A	B	C	D	E	F	G
1	National Register Historic District name	Description	Site ID	Listed	County	Town	2010 Population
58	OAKWOOD HISTORIC DISTRICT	1921-27 residential district	GF1096	1991	Guilford	High Point	104,371
59	Uptown Suburbs Historic District	1907-1963 suburban residential district	GF7103	2013	Guilford	High Point	104,371
60	WASHINGTON STREET HISTORIC DISTRICT	1906-1963 African American commercial & residential	GF2290	2010	Guilford	High Point	104,371
61	Mooresville Mill Village Historic District	1902-1923 bungalows and Queen Anne cottages	ID0914	2012	Iredell	Mooresville	32,711
62	Mitchell College Historic District Boundary Expansion	1890-1952 residential district	ID0404	2002	Iredell	Statesville	24,532
63	EAST SANFORD HISTORIC DISTRICT	1894-1960 residential	LE0792	2010	Lee	Sanford	28,094
64	HAWKINS AVENUE HISTORIC DISTRICT	Early 20th c. residential	LE0493	2000	Lee	Sanford	28,094
65	LEE AVENUE HISTORIC DISTRICT	1880s-1950 residential	LE0794	2002	Lee	Sanford	28,094
66	CROFT HISTORIC DISTRICT	Late 19- early 20th c. rural railroad community	MK1768	1999	Mecklenburg	Charlotte	731,424
67	ELIZABETH HISTORIC DISTRICT	Early 20th c. residential district	MK0866	1989	Mecklenburg	Charlotte	731,424
68	MYERS PARK HISTORIC DISTRICT	Early 20th c. suburban residential district	MK0090	1987	Mecklenburg	Charlotte	731,424
69	NORTH CHARLOTTE HISTORIC DISTRICT	Early 20th c. industrial and textile workers housing	MK1666	1990	Mecklenburg	Charlotte	731,424
70	PHARRSDALE HISTORIC DISTRICT	1926-1951 Colonial and Tudor Revival residential area	MK1904	2002	Mecklenburg	Charlotte	731,424
71	FALLS ROAD HISTORIC DISTRICT	Early 20th c. residential	NS0951	1999	Nash	Rocky Mount	57,477
72	Villa Place Historic District Boundary Expansion	1907-1950 residential	NS1076	2002	Nash	Rocky Mount	57,477
73	WEST HAVEN HISTORIC DISTRICT	1928-1952 residential area	NS0840	2002	Nash	Rocky Mount	57,477
74	CAROLINA HEIGHTS HISTORIC DISTRICT BOUNDARY INCREASE	Late 19th - early 20th c. residential district	NH1482	1999	New Hanover	Wilmington	106,476
75	CAROLINA PLACE HISTORIC DISTRICT	Early 20th c. streetcar suburb	NH1182	1992	New Hanover	Wilmington	106,476
76	MASONBORO SOUND HISTORIC DISTRICT	19th-20th c. soundside resort	NH0780	1992	New Hanover	Wilmington	106,476
77	SUNSET PARK HISTORIC DISTRICT	1914+ residential develop	NH2674	2003	New Hanover	Wilmington	106,476
78	WESTBROOK-ARDMORE HISTORIC DISTRICT	1914-1950s residential	NH2528	2009	New Hanover	Wilmington	106,476
79	WILMINGTON HISTORIC DISTRICT (Includes Boundary Increase)	19th-20th century port town, much Italianate and Greek Reviv	NH0003	1974	New Hanover	Wilmington	106,476
80	MILL AVENUE HISTORIC DISTRICT	Late 19th-early 20th c. residential district	ON0961	1990	Onslow	Jacksonville	70,145
81	CHAPEL HILL HISTORIC DISTRICT	19th - early 20th c. residential/academic district	OR0078	1971	Orange	Chapel Hill	57,233
82	ROCKY RIDGE FARM HISTORIC DISTRICT	1920s-40s residential	OR0303	1989	Orange	Chapel Hill	57,233
83	SKINNERVILLE-GREENVILLE HEIGHTS HISTORIC DISTRICT	1845-1955 residential	PT2000	2005	Pitt	Greenville	84,554
84	FULTON HEIGHTS HISTORIC DISTRICT	Early 20th c. residential neighborhood	RW0658	1999	Rowan	Salisbury	33,662
85	KESLER MFG. CO. - CANNON MILLS PLANT #7 HISTORIC DISTRICT	1890 textile mill complex and mill housing	RW0455	1985	Rowan	Salisbury	33,662
86	LIVINGSTONE COLLEGE HISTORIC DISTRICT	1882 African American collegiate/residential district	RW0013	1982	Rowan	Salisbury	33,662
87	NORTH LONG STREET - PARK AVENUE HISTORIC DISTRICT	Late 19th-early 20th c. residential	RW0404	1985	Rowan	Salisbury	33,662
88	MONROE DOWNTOWN HISTORIC DISTRICT	1875-1930 commercial/residential district	UN0648	1988	Union	Monroe	32,797
89	WAXHAW-WEDDINGTON RDS HISTORIC DISTRICT	20th c. residential district	UN0501	1988	Union	Monroe	32,797
90	APEX HISTORIC DISTRICT	Late 19th-early 20th c. railroad town commercial and reside	WA4047	1994	Wake	Apex	37,476
91	Apex Historic District Boundary Expansion I	20th c. residential	WA4097	1995	Wake	Apex	37,476
92	Apex Historic District Boundary Expansion II	20th c. residential	WA4217	1995	Wake	Apex	37,476
93	Apex Historic District Boundary Expansion III	20th c. commercial/residential	WA4423	2008	Wake	Apex	37,476
94	CARPENTER HISTORIC DISTRICT	Late 19th-early 20th c. farm crossroads district	WA0787	2000	Wake	Cary	135,234
95	CARY HISTORIC DISTRICT	Early 20th c. railroad town district	WA0916	2001	Wake	Cary	135,234
96	DOWNTOWN GARNER HISTORIC DISTRICT	Late 19th-early 20th c. commercial and residential district	WA1194	1989	Wake	Garner	25,745
97	BLOOMSBURY HISTORIC DISTRICT	1910-1950 residential district	WA4063	2002	Wake	Raleigh	403,892
98	CAMERON PARK HISTORIC DISTRICT	Early 20th c. residential district	WA0194	1985	Wake	Raleigh	403,892
99	EAST RALEIGH/SOUTH PARK HISTORIC DISTRICT	Late 19th - early 20th mixed use African American neighborho	WA1846	1990	Wake	Raleigh	403,892
100	GLENWOOD-BROOKLYN HISTORIC DISTRICT	Early-mid-20th c. residential	WA4189	2002	Wake	Raleigh	403,892
101	HAYES BARTON HISTORIC DISTRICT	1915-1945 residential	WA4070	2002	Wake	Raleigh	403,892
102	MAIDEN LANE HISTORIC DISTRICT	Early 20th c. residential district	WA4418	2006	Wake	Raleigh	403,892
103	MORDECAI PLACE HISTORIC DISTRICT	Early-mid-20th c. residential	WA4074	1998	Wake	Raleigh	403,892
104	Mordecai Place Historic District Boundary Increase	c. 1925 2-story side gable brick veneer Colonial Revival hse	WA4168	2000	Wake	Raleigh	403,892
105	ROANOKE PARK HISTORIC DISTRICT	Early 20th c. residential	WA3145	2003	Wake	Raleigh	403,892
106	VANGUARD PARK HISTORIC DISTRICT	Early 20th c. residential	WA4075	2003	Wake	Raleigh	403,892
107	WEST RALEIGH HISTORIC DISTRICT	Early-mid-20th c. residential	WA4190	2003	Wake	Raleigh	403,892
108	GLEN ROYALL MILL VILLAGE HISTORIC DISTRICT	Early 20th c. textile mill village	WA1633	1999	Wake	Wake Forest	30,117
109	WAKE FOREST HISTORIC DISTRICT	19th-20th academic/residential/commercial district	WA1665	2003	Wake	Wake Forest	30,117
110	EAST WILSON HISTORIC DISTRICT	19th-20th c. African American residential area	WL0930	1988	Wilson	Wilson	49,167

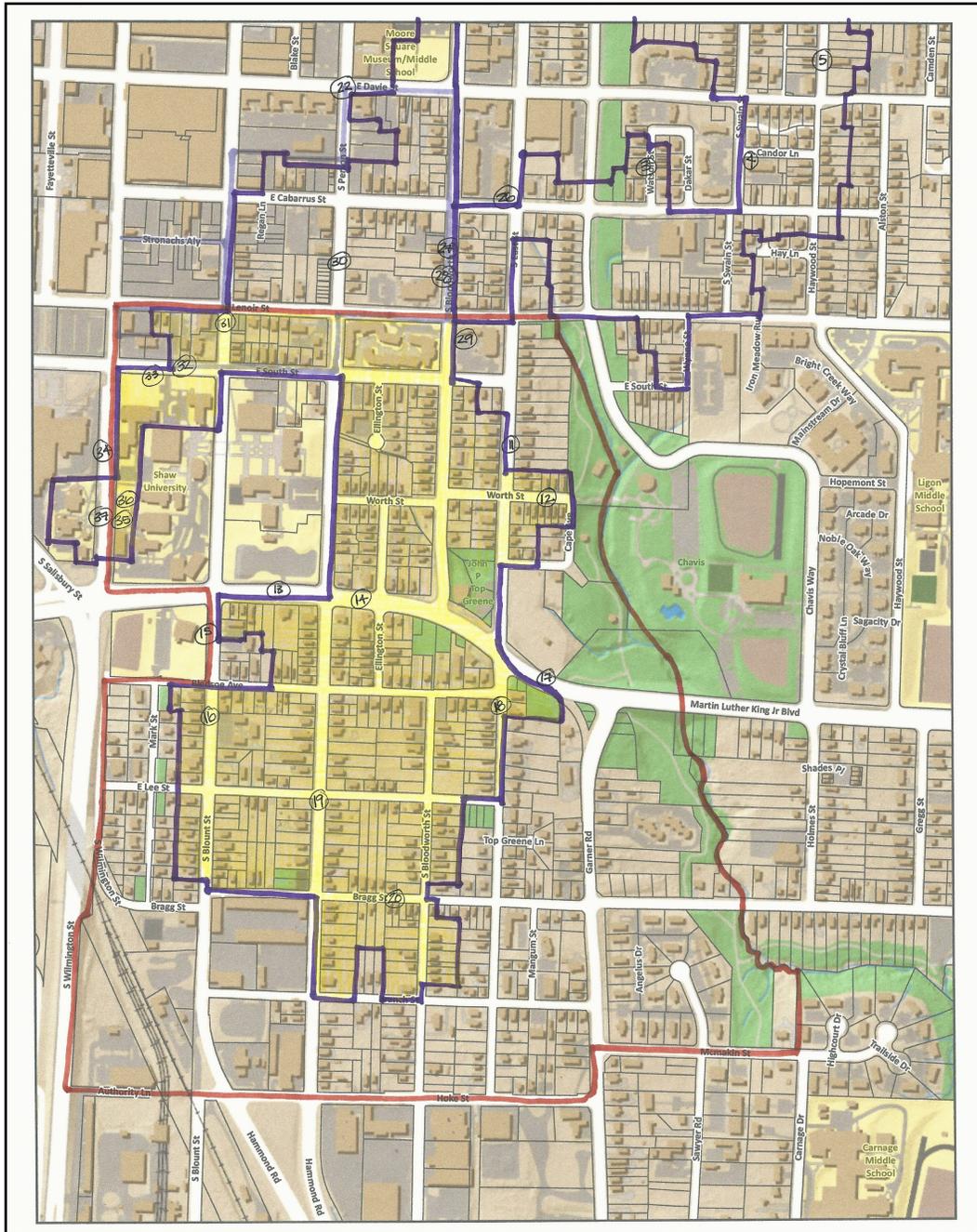
APPENDIX D
NEIGHBORHOOD MAPS



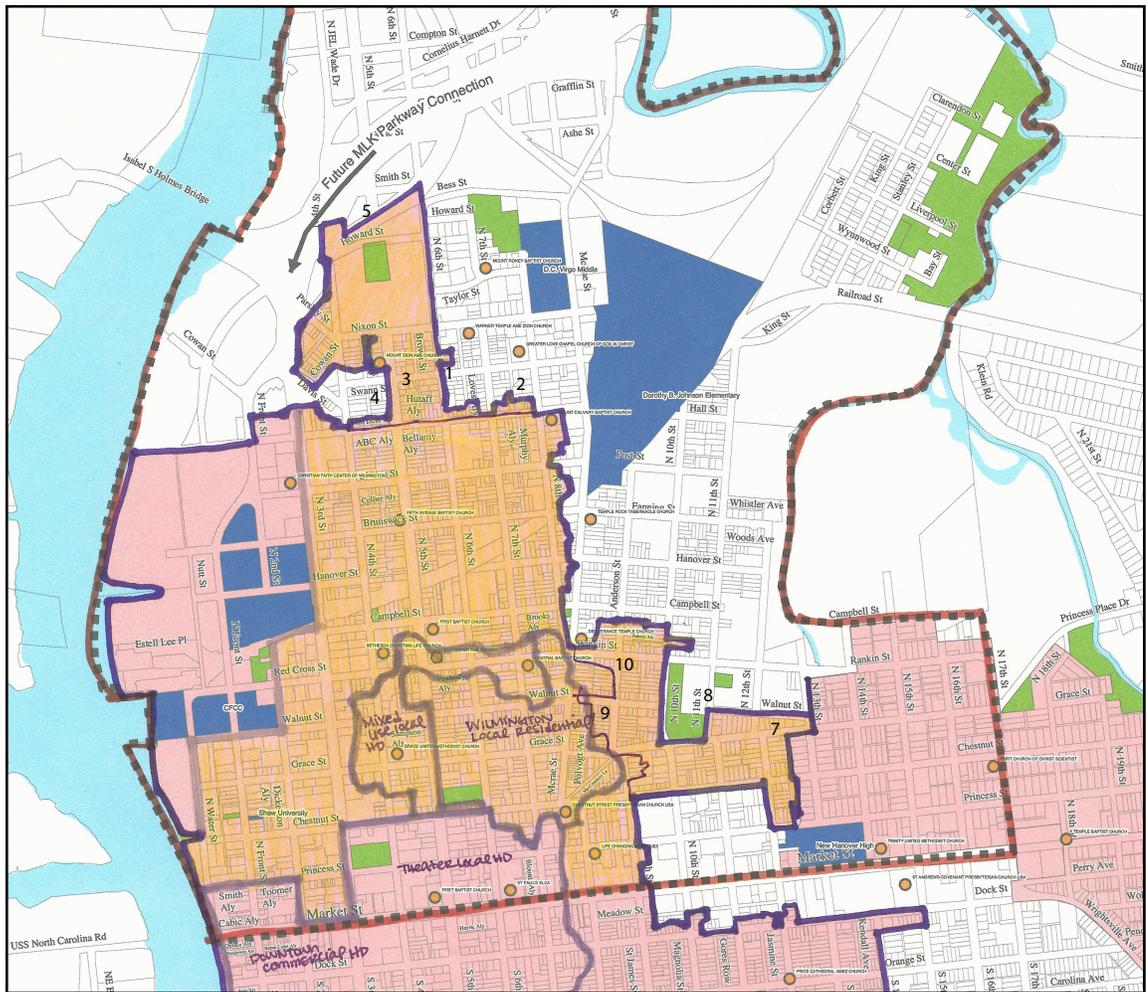
Map #1. College Hill. Study area is the yellow shaded area within the NRHD boundary. The orange line is the 1979 Redevelopment Area. The deep purple line is the NRHD Boundary from 1993. The light purple line is the Local Historic District Zoning Overlay of 1983. There are 19 total archival photographs.



Map #2. Ole Asheboro. Study area is the yellow shaded area within the NRHD boundary. The orange line is the 1979 Redevelopment Area, which remained the same in the 2004 update. The deep purple line is the NRHD Boundary from 1991. There are 11 total archival photographs within the project boundary.



Map #3: South Park. Study area is the yellow shaded area within the NRHD boundary. The orange line is the 1980 Redevelopment Area. The deep purple line is the NRHD Boundary from 1990. The light purple line is the Prince Hall Local Historic District Zoning Overlay of 2012. There are 18 total archival photographs



Map #4. Northside. Study area is the orange shaded area within the NRHD boundary. The orange line is the 2003 Redevelopment Area. The deep purple line is the original NRHD Boundary from 1974 and includes the expansion from 2003. The light purple lines show the various Local Historic District Zoning Overlay boundaries. There are over 10 total archival photographs.

APPENDIX E
HISTORIC CHARACTER FIELD DATA FORM

Archival Photograph:



Photo: # _____

Original Photograph Description: _____

National Register Nomination Description: _____

Survey Date: _____

County: _____

Municipality: _____

District: _____

Street Address: _____ contrib. non-contrib.

For Survey Update: *No substantial change | change by alteration | change by deterioration | outbuilding loss | rehabilitated | removed or destroyed | not found | no access | newly identified | needs research*

Material Integrity: *High | Medium | Low | N/A Gone*

Condition: *Good | Fair | Deteriorated | Ruinous | N/A Gone*

Location: *Original | Moved (year if known _) | Uncertain*

Construction Date: *ca.* _____ **Major Style Group:** *Georgian | Federal | Greek Revival | Italianate | Gothic Revival | Queen Anne | Victorian – Other | 19th -20th c. traditional-vernacular | Neoclassical Revival | Colonial Revival | Southern Colonial | Beaux Arts | Spanish Mission | Tudor Revival | Rustic Revival | Craftsman/Bungalow | Period Cottage | Minimal Traditional | International | Moderne | Art Deco | Misc. Modernist Standard Commercial/Industrial | Ranch | Split Level | Other* _____

Construction: *Timber frame | Balloon frame | Load bearing masonry | Masonry veneer | Log | Steel frame | Concrete | Unknown | Other* _____

Primary Original Exterior Material: *Weatherboard (plain beaded molded-novelty type unknown) | Batten | Wood Shingles | Exposed logs | Brick | Stone | Stucco | Pebbledash | Other* _____

Covering: *None | Aluminum | Vinyl | Asbestos Shingle | Later brick veneer | Metal | Paper | Undetermined | Other* _____

Windows: *original replacement* **Front Door:** *original replacement*

Height (stories): *1 | 1 ½ | 2 | 2 ½ | 3 | more than 3 (enter)* _____

Roof: *Side gable | Front gable | Triple A | Cross gable | Hip | Gambrel | Pyramidal | Mansard | Parapet | Flat | Other* _____

Core Form (domestic): *I-house | Single pile | Double pile | Foursquare | Other* _____

APPENDIX F

SUPPLEMENTAL PHOTOGRAPHS



College Hill, Site #15.



Ole Asheboro, Site #4.