

The State of North Carolina

2013-2022 State Historic Preservation Plan: *Legacy – A Gift from the Past for a Better Tomorrow*



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Legacy – A Gift from the Past for a Better Tomorrow

A publication of the
North Carolina Department of Cultural Resources
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Division of Historical Resources
North Carolina State Historic Preservation Office

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March 2013

Approved by National Park Service May 2013

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Cover Photo: American Tobacco Complex, Durham, North Carolina. Photo by Mitch Wilds, North Carolina State Historic Preservation Office. To date, this industrial landmark is the leading historic rehabilitation tax credit project in North Carolina history in terms of private investment and is now a major destination.

This publication has been financed with Federal funds from the National Park Service, Department of the Interior and administered by the North Carolina Department of Cultural Resources. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior. Any person who believes he or she has been discriminated against in any program, activity, or facility operated by a recipient of Federal assistance should write to: Director, Equal Opportunity Program, U.S. Department of the Interior, National Park Service, 1849 C Street, NW, Washington, D.C. 20240.

Acknowledgements

We extend deep gratitude to the many citizens of North Carolina who participated in our public surveys and provided their thoughts and advice regarding the direction of historic preservation efforts in this state. Their vision is our vision, and we gladly work on their behalf.

This plan also reflects the cooperative work of the entire North Carolina State Historic Preservation Office as well as many other individuals of the North Carolina Department of Cultural Resources, particularly:

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Vision Statement

That North Carolina's citizens, with their diversity of backgrounds, roles, and aspirations, work together to support the identification, protection, and enhancement of the State's historic resources, which provide deep roots to support future development, help us better understand ourselves and others, and offer a sustainable tool to ensure stewardship of our State's history, economic growth, and a better future.

Mission Statement

The mission of the North Carolina State Historic Preservation Office is to help the state's citizens, private organizations, and public agencies identify, protect, and enhance North Carolina's historic resources and communities through a coordinated program of incentives and technical assistance for today and future generations.

Foreword

Dear Fellow North Carolinians,

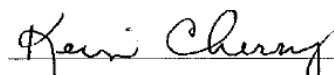
With deep appreciation for your interest in our state’s rich history and unique historic communities, I invite you to enjoy and embrace the vision set by *Legacy – A Gift from the Past for a Better Tomorrow*, the State of North Carolina’s official statewide historic preservation plan for 2013 through 2022. Prepared by the North Carolina State Historic Preservation Office, the official state agency for historic preservation in North Carolina, this plan is for you. North Carolina has a broad network of preservation constituents and advocates, and this plan reflects the input of North Carolinians just like you, from ordinary citizens to teachers to private developers to members of not-for-profit organizations to government officials.

Why is a statewide historic preservation plan important? Our cultural history – available to all of us through our architecture, our landscapes, and our archaeological heritage – collectively give us our sense of place. Together they provide us with the context for “being a North Carolinian” and one worth stewarding for today and future generations. *Legacy* gives us a compelling direction for how we can collaboratively preserve and steward the most valuable reminders of our shared history from Murphy to Manteo. Our plan endeavors to set clear, achievable goals for the next ten years that support community stability and economic vitality through the preservation of our state’s legacy assets – its historic architecture and landscapes and archaeological heritage. Ultimately, then, this plan is meant to serve as a guide for maintaining and enhancing the quality of life in your community through historic preservation.

Like other states, North Carolina faces uncertain economic times that will continue to have an impact on the lives of its citizens. It is therefore important that we continue to emphasize as our basic mission a dedication to public service and efficiency. We strive to serve you enthusiastically and expertly with comprehensive information and services to enable you to go about preserving the landmarks, buildings, neighborhoods, and landscapes left to us by past generations. We will focus on core objectives, such as continuing to identify, recognize, and enhance our historic resources by fostering local preservation efforts; growing and maintaining partnerships; providing expert assistance and support to private investors and property owners creating jobs and improving the economy through historic preservation rehabilitation projects; and encouraging a greater appreciation for preservation of our state’s heritage.

As this plan acknowledges, we cannot accomplish much in the direction it points without your help. I invite all of you – from longtime friends to new and potential partners – to embrace and implement the elements of this plan to the greatest extent you are able. Through historic preservation we can all keep North Carolina the best place to call home. On behalf of the North Carolina Department of Cultural Resources and the North Carolina State Historic Preservation Office, I thank you for your interest in North Carolina’s history and your commitment to preserving it for today and future generations.

Sincerely,



Dr. Kevin Cherry

State Historic Preservation Officer
Deputy Secretary, Office of Archives and History
North Carolina Department of Cultural Resources

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Historic Preservation in North Carolina:

Why Historic Preservation Is Invaluable

Recognizing the importance of historic preservation to the current public and future generations has been the foundation of the North Carolina State Historic Preservation Office’s mission since its inception. Most of the individuals surveyed for this plan believe that preserving historic buildings and properties plays an important role in maintaining their community’s identity and increasing its vitality. Historic preservation provides current and future generations a tangible link to our collective heritage through the continued use of the historic built environment.

The field of historic preservation arose in the mid-nineteenth century, when the Mount Vernon Ladies’ Association formed to protect the Colonial estate of George Washington. From that point, it developed more fully through activism, legal decisions, and legislation. In 1896, the Supreme Court of the United States decided in the case of *Gettysburg Electric Railway Co. v. United States* that the preservation of historic places (in this case, the Gettysburg Battlefield) was indeed a valid public purpose.

In North Carolina, organized governmental interest in historic preservation began in 1903 with the founding of the North Carolina Historical Commission, the third oldest state public history program in the U.S. Four years later, the North Carolina General Assembly expanded the commission’s powers to include the “preservation of battlefields, houses, and other places celebrated in the history of the state.” In these formative years of the preservation movement—at both the national and statewide levels—interest was focused on resources and sites significant primarily in military and political history and emphasized American’s Colonial history through the Civil War. In 1978, William Murtagh (noted preservationist and first Keeper of the National Register of Historic Places) described the situation of the North Carolina Historical Commission in the early decades of the century: “Because of higher commitments and a limited budget, the historical commission could do little more in the field of historic preservation than express concern and offer advice.” (Crow, *Public History*, 66).



The North Carolina Society for the Preservation of Antiquities’ first board meeting was held in December 1939. Pictured here at that meeting are, from left to right: Margaret Smethurst; Christopher Crittenden; Adelaide Fries; Joseph Hyde Pratt, president; Janie Fetner Gosney; Ruth Coltrane Cannon; and Emily Gilliam Gary. Photo courtesy of North Carolina State Archives.

Although the non-profit organization North Carolina Society for the Preservation of Antiquities (or as it is now better known, Preservation North Carolina) was founded in 1939 to address the inability of the state government to directly affect the preservation of historic resources, it soon became clear that further government involvement would be necessary. In 1947, the Antiquities Society and Christopher Crittenden, then director of the North Carolina Department of Archives and History, called for a

statewide survey of historic structures and for the legislature to provide protection for the indiscriminate demolition of the state's historic structures. Again in 1964, the Department of Archives and History (later a constituent part of the Department of Cultural Resources) called for a statewide historic sites survey. Three years later, the state began its first systematic survey with a grant from the Smith Richardson Foundation in Greensboro.

Despite efforts to recognize historic resources, the impact of the Housing Act of 1949, Federal Aid Highway Act of 1956 and locally sponsored urban renewal projects—many of which were fueled by federal funding—resulted in the demolition of countless historic resources. The passage of the National Historic Preservation Act (NHPA) of 1966 responded to the nationwide loss of historic resources by establishing a comprehensive framework for a federal historic preservation program. The NHPA solidified the foundation of the historic preservation movement at the federal level and established a clear relationship between federal efforts, led by the National Park Service, and preservation programs in each state.

In 1969, North Carolina received its first federal preservation grant in the amount of \$4,181. The following year, the state developed its first historic preservation plan, calling for the identification of historic properties and protection through a state environmental review process, local district and landmark controls, and public education. The National Park Service accepted the first National Register nominations from North Carolina early in 1970 and the state expanded survey, environmental review, and restoration assistance programs. In addition, North Carolina undertook a program of preservation education. Since then, historic preservation programs in North Carolina have evolved to their present configuration.

Though the term “historic preservation” may mean different things to different people, for the purposes of this plan, historic preservation is understood to be the identification, evaluation, registration, restoration, and rehabilitation or preservation of historic buildings, structures, and sites important in American history and prehistory at the local, regional, statewide, and/or national level. The programs of the North Carolina State Historic Preservation Office (HPO), in partnership with the North Carolina Office of State Archaeology (OSA), focus on one or more of these aspects of historic preservation, enabling our offices to work more effectively with our varied constituencies.

This plan is intended not just for preservation professionals, old building enthusiasts, and others whose occupation or avocation leads them to the field of historic preservation. Rather, it is directed toward all who may benefit from the services of the HPO, including private investors, property and business owners, planners, government employees, elected and appointed officials, educators, users of historic resources, diverse ethnic and cultural groups, and special populations such as individuals with physical challenges. Finally, because the HPO works within an established legal framework and its programs are based on forming relationships with stakeholder groups and individuals at the local, regional, statewide, and federal levels, this plan is intended to cross organizational boundaries and bring together those in the public and private sectors to accomplish our shared goals of preserving tangible reminders of North Carolina's history for today and future generations.

North Carolina's Cultural Resources

From its barrier islands to mountain peaks, North Carolina is rich with historic places and archaeological sites that chart centuries of human experience across a diverse natural and cultural landscape. Most of the major themes of the state's history and prehistory have received at least some recognition over the years through field studies, nominations to the National Register of Historic Places, and designation by local governing boards. New themes are developed and familiar themes are expanded with the identification of significant buildings, sites, and cultural patterns in the course of the state's continuing archaeological and historic property surveys. Many are closely intertwined. The following summary addresses major themes and current developments within them, but is by no means comprehensive.

Prehistoric and Historic Archaeological Sites: Archaeological sites reveal more than 12,000 years of human habitation before European contact in what was to become North Carolina. The basic chronology and principal themes of American Indian habitation were developed by archaeologists through decades of field work in the twentieth century. Additional sites continue to be identified through the work of university research laboratories and in archaeological surveys prior to environmental impacts. Archaeology is also the principal way we understand the early historic period of European and African contact and settlement. The discovery in Beaufort Inlet of the remains of the *Queen Anne's Revenge*, flagship of the pirate Blackbeard, and excavations at the Berry Site in Morganton, a sixteenth century Spanish contact site, have generated much public interest and support.

Agriculture: Until the mid-twentieth century North Carolina was predominantly agricultural. Plantations and farms from every generation are central to the state's history and character. Early National Register nominations often focused on the architectural qualities of the largest plantation houses, though in recent years more attention has been given to the associated landscapes and social history. The state's survey program has always identified the simpler farmhouses, tenant houses, barns, and outbuildings of many eras that convey the modest living of the majority of rural families. Relatively few such places have been nominated to the National Register, and the pace of development in rural areas, particularly adjacent to larger cities, threatens much of North Carolina's rural architecture and landscape. Of particular concern has been the loss of buildings associated with traditional tobacco cultivation, curing, and marketing, all made obsolete by new methods of



Carter Farm, Rockingham County, NC. Photo by Michael Southern, North Carolina State Historic Preservation Office.

production and sales. Several rural historic districts have been identified, and a few registered, but the absence of zoning or local preservation programs has left them vulnerable.

Urbanization: This broad theme includes elements of transportation, commerce, industry, community planning, politics and government, social history, ethnic heritage, engineering and public works, education, public health, architecture, and others. Until the late twentieth century, North Carolina had a dispersed pattern of urbanization, with small towns arising along the railroads as trade and social centers for their surrounding areas. Most retain at least remnants of their historic commercial centers encircled by early residential neighborhoods and suburbs. These places have received the lion's share of preservation attention in recent years, primarily because of the active participation of municipalities in preparing National Register historic district nominations to assist redevelopment efforts in historic downtowns and neighborhoods. Special studies of African American neighborhoods have been conducted in Raleigh, Winston-Salem, Wilson, New Bern, Gaston County, and Mecklenburg County.

Transportation: Overcoming natural barriers to transportation on the path to becoming "the good roads state" is a central theme throughout North Carolina history. Many places associated with the state's transportation history, including its lighthouses, a number of lifesaving stations and railroad stations, and portions of two major canals, have been identified and listed in the National Register. Early service stations, motor courts, and other sites associated with the first decades of the automobile era are also routinely surveyed, though few are registered. The Department of Transportation recently completed a survey of historic concrete bridges, though as shown by a survey and evaluation of metal truss bridges undertaken in the late 1970s, bridge preservation remains problematic. Public interest has emerged in the identification of early road traces, fords, river navigation improvements, as well as railroad and highway corridors. Beyond the First Flight site at Kill Devil Hills, little has been identified or evaluated in the area of air transportation.

Religion: Early settlement groups planted their faith as well as their crops in their new land. Generations of church buildings -- grand and modest, rural and urban -- of Episcopal, Quaker, Methodist, Baptist, Presbyterian, Lutheran, Reformed, Moravian, and a few Catholic and Jewish congregations have been surveyed, and many are registered. Churches built for African American congregations established after emancipation are also routinely identified in surveys, and a few have been registered. Relatively little is known of places associated with evangelical denominations that have emerged in the more recent past or of places of worship of ethnic and national groups immigrating to the state in the second half of the twentieth century. The preservation of cemeteries, whether affiliated with religious congregations or in public or private hands, is of great public concern. The State Archives sponsors a statewide cemetery survey that relies on local volunteer groups. The OSA is often the first point of contact when unmarked graves or abandoned cemeteries are discovered.

Industrialization: The survey program has always given attention to the state's traditional industries -- textiles, tobacco, and furniture -- and a number of factories and associated mill villages have been registered and locally designated, often prompted by the potential for rehabilitation tax credits and property tax deferral. The mass exodus of these industries from the state has led to special state legislation to encourage the adaptive use of old industrial buildings, but loss of jobs has placed the future of many residential mill villages in jeopardy as their populations dwindle.



The Allen Grove Rosenwald School, Halifax County, NC. Photo courtesy of North Carolina State Historic Preservation Office.

Education: A number of nineteenth century academy buildings, early one- and two-room public schools, and the historic cores of several college campuses received attention in the early years of the state’s survey and registration program. The late twentieth century consolidation of public schools has led to the abandonment of many of the two-story brick schools of the 1920s and 1930s. But local preservation groups -- at times working in opposition to unsympathetic school boards -- have led efforts to preserve a number of these buildings for housing and civic uses. In recent years the

HPO has assisted a grassroots effort to locate and record all that remain of more than 800 Rosenwald schools erected in North Carolina for rural African American students between the 1910s and early 1930s. Twenty-six Rosenwald schools have been registered and 62 identified as potentially eligible for the National Register.

Military: The state’s major battlefields and forts associated with the War of the Regulation, the Revolutionary War, and the Civil War have long been recognized, though some are threatened by encroaching development. Stimulated in part by the work of the National Park Service’s American Battlefield Protection Program, public interest has grown in sites of smaller battles, skirmishes, and encampments, with several recent National Register nominations generated; these include Civil War battlefields near New Bern, Kinston, and Averagesboro. The state’s large permanent military installations at Fort Bragg, Pope Air Force Base, and Camp Lejeune retain buildings and features from the first half of the twentieth century are now subject to removal or alteration as military needs and programs change. Numerous resources at these facilities have been determined eligible through consultation between the professionals in the bases’ Cultural Resources Management Programs and the HPO.

Recreation and Tourism: The state’s beaches, mountains, and mineral spring spas have drawn tourists since the nineteenth century, and a number of early resort hotels, summer houses, and summer communities like Roaring Gap, Linville, Little Switzerland, Nags Head, Montreat, Flat Rock, and Highlands predate the era of mass automobile tourism. Development threatens older resort fabric, especially in parts of the coast and mountains.



The North Carolina State Legislative Building, ca. 1963, Raleigh, NC. Photograph by Bill Garrett, North Carolina State Historic Preservation Office.

The Recent Past: North Carolina has a distinguished collection of early modernist architecture from the late 1940s into the 1960s reflecting the influence of the School of the Design at N.C. State College (now University) and forward-thinking architects such as A.G. Odell in Charlotte and Six Associates in Asheville. Built as harbingers of what was to have been the bright new age of modernism, many of these buildings are subject to the same public indifference that the architecture of previous generations

endured in the mid-twentieth century. Charlotte, Raleigh, Fayetteville, and Greensboro have undertaken surveys of post-World War II buildings. A number of Raleigh's early modernist works designed by School of Design faculty and a few landmarks of the International Style elsewhere have been registered and locally designated.

Public interest is emerging for the conservation of neighborhoods developed in the first decades after World War II, including those composed primarily of Ranch, Split-Level, and other popular styles of the period. Since 2010, four Raleigh neighborhoods developed from the late 1940s through the mid-1960s, three of which were strictly for African Americans, have been listed in the National Register. The greatest threat to these and older neighborhoods has been the phenomenon of tear-downs, where developers bulldoze smaller older houses in desirable neighborhoods for replacement with larger houses. While the threat abated with the collapse of the real estate market beginning in 2008, it is likely to resume as the economy recovers.

Implementation of the 2006 North Carolina Historic Preservation Plan

Through the efforts of the HPO and our wide range of partners, 20 of 22 objectives put forth in the 2006 North Carolina Historic Preservation Plan were met or significant progress made on them. While the plan was meant to guide preservation efforts by all interested parties, the report below focuses primarily on the HPO's achievements and some of the better known preservation accomplishments of other organizations.

In hindsight, however, the 2006 plan was overly ambitious. Many of its objectives either were supplemental to the core responsibilities of the HPO and North Carolina's other public and private preservation organizations or necessitated modifications to established operating procedures, and both situations required funding beyond what was appropriated. Despite these constraints and the chilling budgetary effects brought about by the nationwide economic downturn that came to be known as the "Great Recession," over 90% of the plan's objectives were achieved, or at the very least, significant progress made, particularly under the goals of outreach and communication, leadership and capacity, and identification and evaluation.

(2006 Goal) Outreach and Communication: Create a strong preservation network that shares successes and information with a variety of audiences through technology and targeted public relations.

- *Establish a strong preservation network, supported by technology, to include a wide spectrum of parties, for the purpose of improved, proactive and efficient communication.*

Technological support to enhance communication among preservationists across the state was achieved through the launch and maintenance of the statewide preservation listserv for local historic preservation commissions; an upgrade to the local commissions page of the HPO's web site that provides easily accessible contact information for all commissions; and establishing the HPO's Facebook page. Preservation North Carolina, the statewide preservation non-profit organization, used its large mailing list to notify preservationists across the state of news featured in its frequently updated web site. Many local historic preservation commissions and historical societies produce newsletters and web pages that frequently reach beyond their jurisdictions.

- *Continue to make preservation data available on-line (programmatic data, survey data, funding information, basic preservation information), create links to other relevant preservation resources and continue to review and revise on-line presence.*

The HPO completed its database for organizing architectural and historical information gathered on properties through field surveys and fully implemented a GIS (geographic information system) that is widely available via the Internet (HPOWEB). More than 50,000 individual properties and districts have been mapped in HPOWEB, the HPO's GIS enterprise, including all of North Carolina's more than 2,800 entries in the National Register of Historic Places, 1,100 places determined eligible for the Register under Section 106 of the National Historic Preservation Act, 4,000 places on the Study List for potential nomination to the Register, and 1,300 locally designated landmarks and districts. All of the state's National Register nominations have been posted on the HPO's web site and are accessible via links from HPOWEB. The OSA has begun using the HPO's GIS to map recorded archaeological sites. (Confidentiality required under state law for protection of archaeological sites precludes making OSA's data available to the general public.) Both agencies are constantly updating their web sites with news and links to resources. HPOWEB has created a tremendously powerful resource, and provides easy, high level access to information about North Carolina's historic resources, aiding greatly in responding quickly and comprehensively to constituent requests for information, whether they be from a private property owner, historical society, or government agency. The HPO is continuing to discover new ways to use HPOWEB's data and new constituencies who find that data critical to their needs, such as realtors and NC Tourism.

- *Reach out and communicate preservation information and success stories to a wide population including non-traditional partners and audiences.*

Preservation North Carolina and numerous local and regional private non-profit preservation organizations meet this objective by distributing periodic newsletters and notifying those on their mailing lists of updates to their web sites. Recent strides by the HPO to inform and educate the public have been made via Facebook and a monthly E-newsletter, and greater expansion of the HPO's mailing list to reach non-traditional partners and audiences has begun.

- *Launch a public education/awareness campaign to establish the image of preservation in North Carolina. Give the movement relevance by publishing among other things the economic benefits of preservation. Launch a public relations and “branding” campaign for preservation.*

The HPO and Preservation North Carolina, as well as a number of local preservation commissions, have published or otherwise disseminated articles promoting the state and federal preservation tax credits. Due to lack of funding, a professional update of the 1997 study of the economic benefits of historic preservation in the state has not been undertaken (although a student study was undertaken in 2008 in cooperation with the North Carolina Department of Commerce), although the HPO tracks private investment through its administration of the historic rehabilitation income tax credit program.

A formal campaign to establish the image of preservation in the state was not undertaken due to limited staff time and funding. However, the HPO is featured in the Department of Cultural Resources’ public relations and “branding” campaign and has initiated its own Facebook presence and monthly e-newsletter.

- *Institute a standing statewide Preservation Advisory Committee.*

Establishing a grassroots statewide organization of preservation commissions, similar to the National Association of Preservation Commissions, remains in the exploratory stage due to uncertainty about the level of interest plus the lack of time and resources from potential organizers, including HPO and local commissions’ staff.

(2006 Goal) Education: Create new educational opportunities and support existing programs for citizens, students, leaders, professionals and elected officials.

- *Provide training on a variety of topics specifically for decision makers at the state and local levels including elected officials and preservation and planning commission members and staff.*

The HPO exceeded its own target numbers by conducting as well as co-sponsoring dozens of practitioner and commission workshops (some in partnership with the University of North Carolina’s School of Government), and engaged in hundreds of personal consultations for preservation and planning commission members and staff as well as other decision makers at the state and local levels. Local preservation commissions, such as those in Burlington and Alamance County, Charlotte and Mecklenburg County, Hendersonville, New Bern, and Winston-Salem and Forsyth County, have partnered with the HPO to offer regional training workshops and a few, such as the Monroe Historic District Commission, have independently sponsored local training workshops. Local preservation commissions, including the Raleigh Historic Development Commission and the Asheville-Buncombe County Historic Preservation Commission, have sponsored lectures and other preservation events to which local elected officials as well as the general public were invited. The OSA has widely publicized the ongoing excavation of Blackbeard’s *Queen Anne’s Revenge*.

- *Work with established educational institutions and preservation partners to develop formal programs in preservation (including architecture, planning and public administration), cultural resource management, and preservation-related building trades.*

HPO staff assisted Edgecombe Community College with the establishment of a preservation trades degree program, served on the program's advisory board, and taught classes and continuing education courses. HPO staff also guest lectured or made presentations at classes in the University of North Carolina at Greensboro's historic preservation program and North Carolina State University's Encore continuing education program, and has an informal "speakers' bureau" with speakers available on request to civic and professional organizations.

- *Create a task force to examine technical issues and develop curriculum/training and technical briefings.*

HPO staff prepared and posted on the HPO web site new guidance for conducting architectural surveys as well as advice on how to prepare for and respond to natural disasters.

- *Make educational opportunities available to citizens in their own communities through partnerships and technology.*

Each year, the HPO partners with preservation commissions, other local organizations, and Preservation North Carolina to present programs on such topics as the National Register of Historic Places, the historic preservation tax credits, and technical issues such as the restoration of historic windows. Planning for the use of technology such as webinars and videos that can be downloaded via the Internet is on-going. The state's university system has sponsored a few webinars on historic preservation topics (e.g., the University of North Carolina at Wilmington's November 2011 webinar on Rosenwald schools).

- *Explore heritage education at the secondary level.*

Many public and private historic sites across the state provide programming for fourth graders but there are few if any formal heritage education programs targeting secondary school students.

- *Develop and implement a mentoring program for preservation commissions and non-profits.*

The HPO provides training for local commissions upon request and helps new commissions network with established commissions for advice and sharing training opportunities. Preservation North Carolina provides an annual topic-specific forum for directors of the state's historic preservation non-profits.

(2006 Goal) Advocacy and Policy: Make preservation a key public policy objective supported by well organized and informed advocacy.

- *Create a grassroots advocacy network which will coordinate legislative updates, briefing materials, and events.*

This is a role rightly spearheaded by Preservation North Carolina, which lobbies the legislature on preservation issues. In the mid-2000s, Preservation North Carolina advocated for the 2006 passage of the innovative state historic mill rehabilitation tax credit, incentivizing the adaptive reuse of historic manufacturing complexes, as well as the 2012 extension of a full board sunset to the entire state historic tax credit program to December 31, 2014.

- *Examine specific public policy issues such as a rehabilitation building code, governmental office and school locations, archaeological protection policies, stewardship of publicly owned buildings, enforcement of existing laws and policies, and tax credits and incentives for small projects.*

Due to staff time and budgetary limitations, a formal, coordinated examination of these public policy issues was not undertaken.

- *Revise and widely distribute existing state preservation economic impact study and encourage creation of local preservation economic impact studies.*

With the cooperation of Preservation North Carolina, the HPO, and the North Carolina Department of Commerce (“NC Commerce”), Rebecca Holden, a University of North Carolina-Chapel Hill graduate student, authored a 2008 study entitled *A Profitable Past, A Priceless Future: The Economic Impact of North Carolina’s Historic Tax Credit* that was shared statewide by Preservation North Carolina and NC Commerce. This study was an update of a previous 1997 Preservation North Carolina-commissioned economic impact study by Donovan Rypkema. The City of Raleigh submitted a CLG grant application in early 2013 for a local preservation economic impact study.

(2006 Goal) Leadership and Capacity: Increase the capacity of preservation organizations and the private sector to engage in preservation by fostering strong leadership and management.

- *Use appropriate technology for mapping, record keeping and communication and seek out resources to maintain technology.*

As noted above, the HPO developed a GIS enterprise known as HPOWEB to map for public use over four decades of architectural survey field work and designated historic properties throughout the State of North Carolina, and is continually updating and improving it. The HPO and the OSA have streamlined their review of federal and state undertakings through improvements to the environmental review tracking program and use of email. The HPO also uses databases to track tax credit certification

applications and local designation reports. The architectural survey database created by the HPO and the office's revised standards for conducting surveys using the database and digital photography have streamlined the survey process and enhanced data-sharing among agencies and the public. The HPO continues to examine how to make an app available for architectural survey field work. The HPO has also initiated an electronic submission and response process for environmental review projects that has streamlined the review process and has saved thousands of dollars in postage and paper costs.

- *Seek out new, inventive and dependable sources of funding for preservation projects and programs.*

The HPO succeeded in finding new sources of funding for comprehensive architectural survey projects in counties that do not qualify for federal Historic Preservation Fund sub-grants. The federal Preserve America program and North Carolina's Golden Leaf Foundation together awarded \$150,000 in grants to the HPO for surveys in Beaufort, Bertie, Hertford, and Northampton counties, covering 2,611 square miles. Likewise, the Civil War Trust and American Battlefield Protection Program have partnered with the Department of Cultural Resources to acquire additional land for preservation at Bentonville Battlefield, now a state historic site and National Historic Landmark; to date, 1,513 acres have been protected through this partnership through either fee simple acquisitions or conservation easements.

- *Improve visibility of preservation programs and increase accessibility to programs and people.*

The HPO has used listservs and social media as well as traditional workshops to increase the visibility of preservation programs across the state and promote historic preservation as a civic ethic. Use of technology such as webinars, videos posted on the Internet, and meeting programs (e.g., "Go To Meeting") has evolved to such widespread use that the HPO is in the process of adopting this technology to increase the public's accessibility to preservation programs.

- *Examine and assess preservation programs, processes, and services to ensure they are operating efficiently and effectively and if not, to seek out ways to improve them.*

In the architectural survey and National Register programs, the HPO improved survey methodology through the use of a database and digital photography; converted from paper mapping of survey sites to a geographic information system; and switched to the full use of digital photography for all survey and National Register projects. These changes mandated the development of image quality and file-naming standards and protocols to ensure that all incoming digital images meet program requirements.

Review of federal and state undertakings have been streamlined through enhancements to the HPO's environmental review tracking program and use of email to receive projects and distribute review comments. The HPO has partnered with the N. C. Department of Environment and Natural Resources, N. C. Department of Transportation (NCDOT), the Federal Highway Administration (FHWA), and the U. S. Army Corps of Engineers as part of the "Merger 01" process to expedite the review and

permitting of highway construction projects. A June 2012 report by the U. S. Government Accountability Office on streamlining project planning and delivery noted that North Carolina's Interagency Merger Process was substantially shortening the review process for transportation projects. Transportation project review also was expedited by a 2008 Programmatic Agreement (PA) between the HPO, FHWA, and NCDOT that allows NCDOT's cultural resources staff to conduct reviews of minor transportation projects and only consult with the HPO when a project would adversely affect a historic property. Annual reports for the last three years show that NCDOT staff has reviewed more than 1,600 projects of which approximately 80% had some form of federal involvement.

- *Develop a strategic plan to increase preservation leadership and capacity statewide.*

The HPO initiated a listserv for local preservation commissions that provides a platform for sharing local preservation issues and best practices and for collegial mentoring between preservation professionals across the state.

(2006 Goal) Identification and Evaluation: Continue to develop comprehensive survey data for historic resources throughout the state to evaluate the resources that are known.

- *Explore initiatives especially among state agencies and non-traditional partnerships, to secure resources to increase survey and National Register data and make it available, particularly via digital means.*

The HPO's success in creating a survey database and geographic information system (GIS) and making it accessible to the public as HPOWEB was achieved through staff initiative, assistance from the Department of Cultural Resources' IT staff, and a modest grant from the North Carolina Department of Environment and Natural Resources. The NCDOT's funding of a GIS specialist position in the HPO and OSA will continue development and expansion of the GIS and HPOWEB.

- *Identify thematic and geographic survey and nomination needs in under-surveyed localities and those with older surveys and work to strategically secure resources to address them.*

Survey needs have been identified and are updated annually. Since 2006, the HPO has overseen comprehensive surveys in most of the under-surveyed counties in the eastern region. The HPO sponsored surveys in Beaufort, Bertie, Hertford, and Northampton counties. At the request of local governments, the HPO oversaw the locally funded Currituck County and Brunswick County surveys. Forsyth County and Greensboro's ca. 1980 and 1990 surveys, respectively, were updated with comprehensive re-survey as well as new survey of resources built between the 1940s and the 1960s (comprehensively in Winston-Salem and at the reconnaissance level in Greensboro). In Fayetteville and Raleigh, survey updates consisted of survey of 1940s through 1960s resources. All of the survey updates were funded with federal Historic Preservation Fund sub-grants administered by the HPO and matched with local funds.

- *Work to integrate historic resource data within state and local governments' GIS systems.*

As architectural surveys are completed, the data is entered in the HPO's GIS and the resulting database and shapefiles are made available to the respective local government. The HPO also shares its historic resource data with any federal, state, or local government agency upon request.

Next steps

As a result of the accomplishments made during the last plan period, particularly in the realm of gaining greater efficiencies and data integration, the HPO will continue to build on that momentum to continue its core missions and achieve this plan period's goals. The opportunities for nurturing existing partnerships and establishing new alliances with new constituencies, particularly previously under-represented groups or groups with which the historic preservation field has not regularly courted, are rich and filled with potential. A wide engagement by the HPO with various groups, particularly constituencies with which we have had limited contact or opportunity for dialogue, also provides the prospect for enhanced and novel educational opportunities that have the potential to further establish the value of historic preservation in daily life.

The State Preservation Plan Planning Process: Planning the Plan: Developing a Preservation Plan for the State of North Carolina

Introduction

All State Historic Preservation Offices are required under the National Historic Preservation Act to develop a comprehensive plan for protecting and using historic and cultural resources within their state. While many people assume that such a plan is developed by the HPO for its own use, it is actually intended to serve as a basis for development of broad preservation goals and policy for anyone involved in preservation, whether they are professionals in the state preservation office, planners in local governments, professionals in the not-for-profit sector, or citizens interested in protecting their community's historic buildings. Ultimately, it is the latter group in its broadest sense – ordinary citizens – that such a plan must serve.

Although all state plans share some common features, each is designed to address the cultural breadth and depth of one state in particular, focusing on the unique challenges and opportunities in that state. Rather than attempting to be a technical compendium of everything known about a state's historic resources, a good plan provides general guidance for making good decisions – public and private, local

and statewide – to better integrate protection and management of historic resources into the overall process of growth, development, and change.

A state’s development of a plan is funded in part by the state’s share of the Historic Preservation Fund (HPF), which comes from revenue generated by offshore oil and natural gas leases. Each state’s share is appropriated by NPS and constitutes the bulk of available funding for preservation projects. No federal tax dollars are used. Our state plan, per NPS requirement, is updated approximately every five to ten years to maintain relevancy as policies and decisions affecting land use and historic resources become increasingly complex and constituents’ priorities change with the times.

As part of the plan’s ongoing development, the North Carolina HPO solicited public input through two in-depth surveys using the internet-based SurveyMonkey. The first survey was open to the general public for nine weeks from November 29, 2011, through January 17, 2012, and advertised through the HPO’s website (<http://www.hpo.ncdcr.gov/>), its newsletter, and by electronic mail. A second separate survey was targeted directly, via electronic mail, to preservation professionals, who were invited to participate over five weeks between June 8, 2012, and July 2, 2012. HPO staff also participated in a full-day facilitated SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis workshop in May 2012 to assess organizational strengths and opportunities and to evaluate survey results.

Survey Results

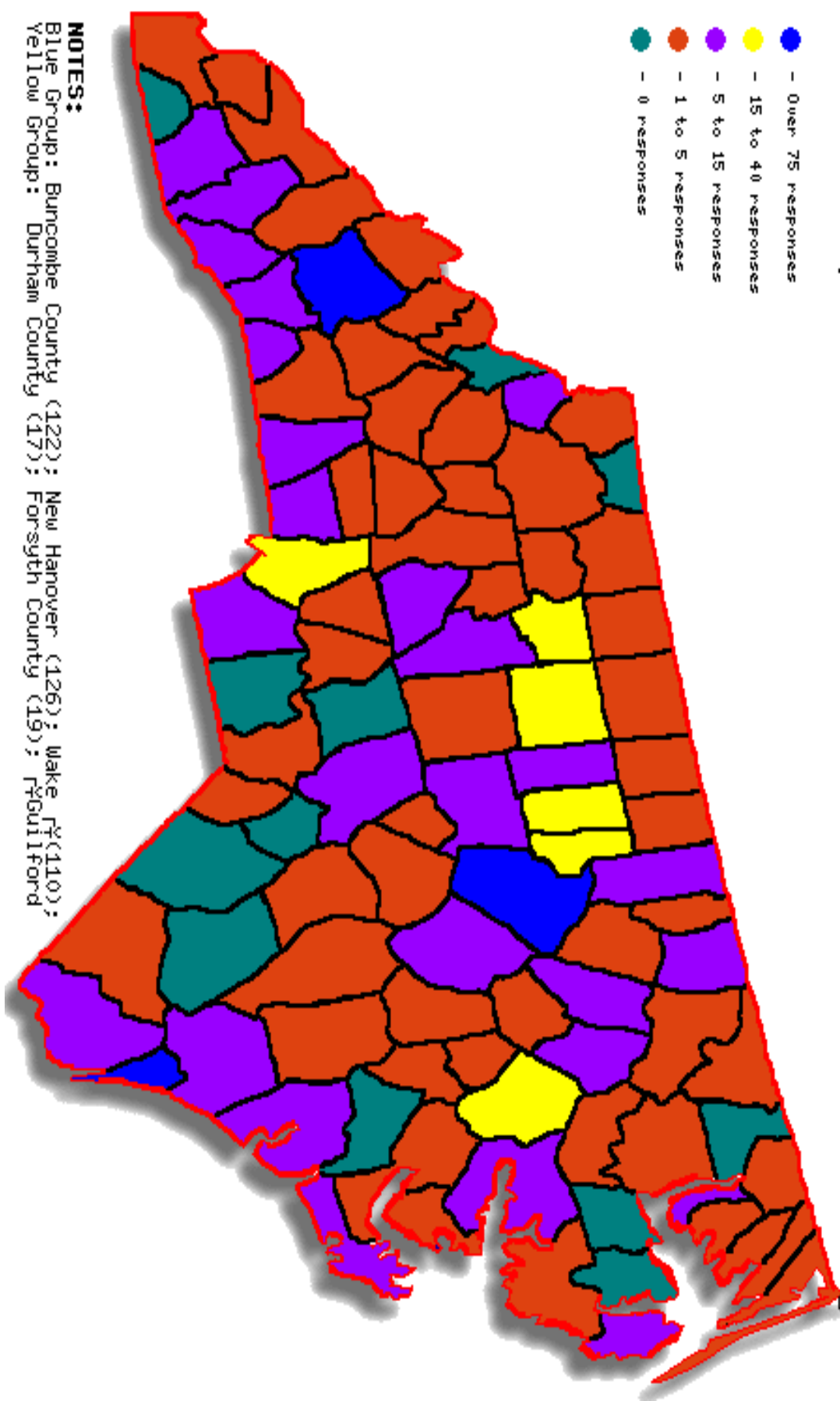
The general public survey was taken by a wide range of individuals, with completion by approximately 550 of the 785 individuals who began it, a response rate of 70.0%. Forty-six of 116 invited preservation professionals (39.66%) completed the second separate questionnaire. Both surveys asked for a combination of quantitative multiple choice and short comment responses. Participants were evenly distributed across the state, with slightly more responses from the Piedmont region in the general survey. County representation was widespread as seen in the map on the next page.

43% of the general public identified themselves as “interested citizens” when asked to describe their relationship(s) to historic preservation. Another nearly 24% self-identified as historic property owners, 20% as non-profit organization members, and nearly 15% as local government officials or staff. Respondents also included librarians and archivists, landscape architects and land trust members, and attorneys and business owners.

Among preservation professionals, most respondents (20.6%) reported having an “advocacy” role in the preservation field. However, while advocates constitute a larger portion of the responses, fewer of them see themselves as filling that role. 75% of developers see themselves as preservationists, while only about 62% of advocates describe themselves by that term.

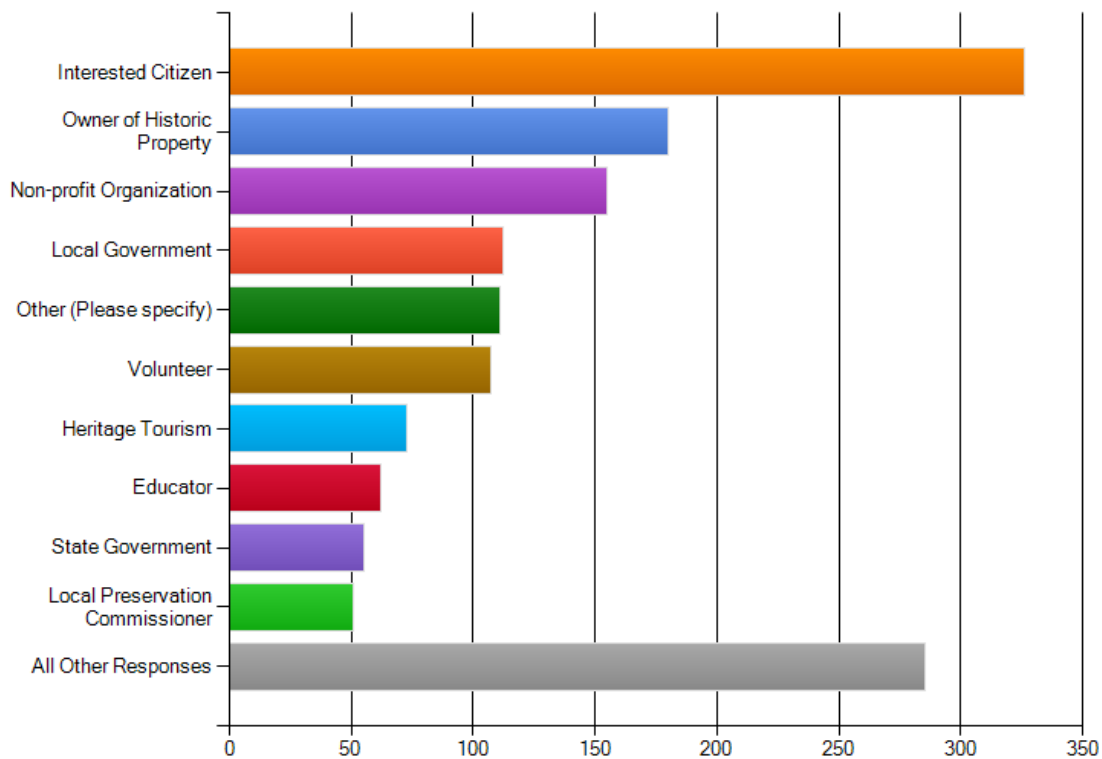
NC State Comprehensive Historic Preservation Plan Citizen Survey

- Over 75 responses
- 15 to 40 responses
- 5 to 15 responses
- 1 to 5 responses
- 0 responses



NOTES:
Blue Group: Buncombe County (122); New Hanover (126); Wake (110);
Yellow Group: Durham County (17); Forsyth County (19); Guilford

What best describes your relationship(s) to historic preservation? (Choose no more than three)



The surveys asked participants a variety of questions about their familiarity with the existing state plan and their perception of what it is supposed to do. Overwhelmingly, respondents felt the plan’s goals were being met. While most responses indicated awareness of and approval of that plan, however, many people believed it to be the *HPO’s* plan for its own objectives rather than something created *by* the state *for* the public. Asked to rate its relevance to day-to-day preservation work, 30.4% of preservation professionals reported they perceived that the plan was only “somewhat relevant” to what they do. A significant number of preservation professionals reported that, although they were aware of the current plan, they had never read it. Nearly 68% reported their organization had taken no steps to implement it.

In terms of threats, apathy was named as the greatest single threat to historic preservation within North Carolina, with a variety of important resources considered to be “at risk,” including downtowns, farms, residential neighborhoods, archaeological sites, and mills. Demolition and development pressure from growth and sprawl tied for the number two and three threats. Lack of funding and neglect rounded out the top five threats at numbers four and five, respectively.

For the general public, increased funding, incentives, and support were considered most important to the continued protection of historic resources within the state. At the professional level, the key to successful preservation was seen as the education of developers, real estate professionals, and attorneys.

When asked to name weaknesses of preservation efforts in North Carolina, 33% cited “lack of funding” and 30% cited “lack of awareness.” An additional 15% cited a lack of or reduction in staff. One

professional's pithy comment was "uncertain budget and crushing workload." Again, when asked to name challenges to preservation efforts in the state, 54% cited "lack of funding," compared to 33% "lack of awareness." Eight comments stated that "public mood" and "political support" for preservation are negative with regard to "development" and its "regulation."

Participants were also asked to name opportunities for the preservation of North Carolina's resources. The most common thread about these responses is that there was little consistency. Responses ran the gamut from increasing support for preservation in the legislature ("create a lobby") to finding corporate sponsors (for precisely what was not mentioned).

Increasing funding as well as increasing the number and availability of incentives for preservation were mentioned frequently by preservation professionals (eight times). Ironically, given how many named "awareness" as a problem, respondents indicated numerous times (eleven) that the *existing* level of awareness was an asset that should be built upon – more than any other single opportunity.

Otherwise, suggested preservation opportunities were fairly evenly distributed across a range of options. A number of respondents (five) opined that North Carolina has a great foundation for preservation in the number and quality of its resources, but offered no specific plan for capitalizing on them. Others suggested that we continue to build partnerships and "network" (seven), that we support and work with preservation efforts at the local level (five), and that more attention be spent on heritage tourism (four) or general promotion and marketing (four). Perhaps the most representative comment was "*Tie it all together somehow.*"

Asked to name two strengths of overall preservation efforts, 73% of responses cited services or programs of the HPO, including:

- "tax credits" (26%)
- "staff" (26%)
- "technical assistance" (10%)
- "support" (10%).

Accordingly, based on responses it can be concluded that the current historic rehabilitation incentives program is a preservation "best-seller."

Survey answers leave little doubt as to how the HPO is regarded by preservation professionals, who rated it highly through **seventy-five** positive descriptors and six negative ones. Whereas the other "short answer" questions tended to elicit longer responses, all the responses to this question were short and definite from the outset. The most common description of the HPO was "knowledgeable" (23), followed by "helpful and supportive" (20). The HPO was additionally described as

- "courteous" (8)
- "timely/responsive" (8)
- "overworked and underpaid" (7)
- "creative" (2)

Even discounting the quality of responses (it could not have been lost on respondents that they were rating the HPO “to its face”), the consistency of those responses must be noted: half of all responses praised the HPO staff’s level of knowledge, competence, or expertise. Another 43% viewed the HPO as supportive – 15 people specifically used the word “helpful.”

Also significant is that the descriptions occur in pairs or triplets. The HPO is “knowledgeable and helpful” or “helpful and responsive” or “dedicated, knowledgeable, and courteous.” Roughly 17% of all respondents offered one-word superlatives, such as “excellent” or “wonderful” to describe the HPO. Many HPO staff members were specifically named and praised.

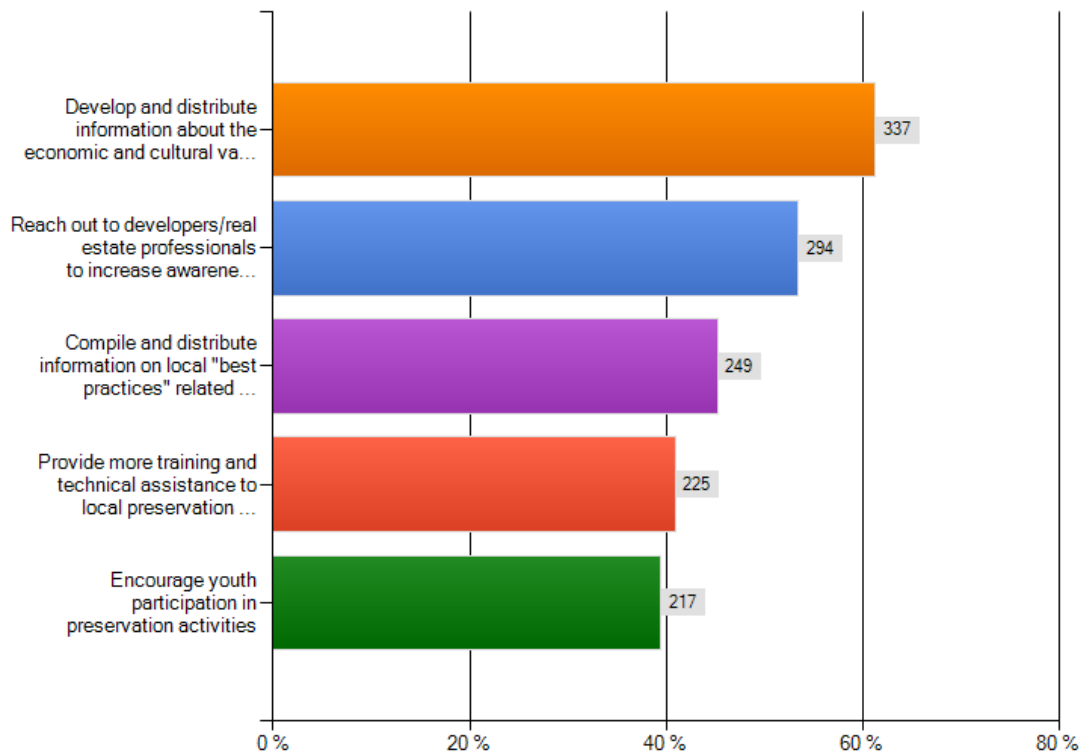
What Did the Statistics Tell Us?

Overall, the survey responses can best be characterized as urging the HPO to continue its efforts, through the plan, to make more people aware of preservation values and, if possible, to increase that effort. Clearly the difficult task is figuring out *how*, and the answers to that question were mixed. Most revealed more about what the public does *not* know about preservation and the various roles different organizations play. It is quite evident that the majority of the public does not distinguish, or is unable to distinguish, between public and private preservation entities and is unsure of the respective roles played by them at various levels. In other words, to the average citizen, it is not clear who is responsible for preservation efforts at the state public, state private, local public, local private, and individual levels. Nor are these levels necessarily clear. For instance, one response urged the HPO to “preserve the tax credits” and another suggested it provide more funding. Not a bad idea, but the HPO has no policy-making role in establishing tax credits or setting programmatic funding levels.

One person suggested that the HPO “make [the plan] widely known” but offered no suggestions on methods. In fact, very few offered concrete suggestions. Those who did suggested everything under the sun. At the level of specific detail or suggestion, the responses have little in common, making it hard to identify an emergent idea or suggestion other than, as has been mentioned, “increasing funding” and “raising awareness.” Nonetheless, the public response indicates a clear need for all preservation organizations in North Carolina to continue their efforts to raise public awareness and to disseminate accurate and helpful information.

Based on the survey results, the primary threats to successful preservation within North Carolina are plainly evident: lack of funding, apathy/lack of interest, and lack of awareness. Funding is highly tangible and lack of it is an obvious choice. Awareness is more difficult to define, but everyone seems to have an idea of how to improve it. Perhaps not coincidentally, given the threats identified, when asked to name new (or expanded current) services the HPO should offer the public, the overwhelming responses were the distribution of information and targeted training.

On which five new or expanded service activities should the North Carolina Historic Preservation Office focus over the next five years?



The survey results do indeed suggest confusion about various “preservation players” in North Carolina and their respective roles. Two overarching principles at the heart of the vision, goals, and action items set forth in this plan are (1) to foster a greater atmosphere of collaboration and mutual awareness between the many “preservation players” on both the statewide and local levels, and (2) to have the HPO offer educational opportunities, expert technical assistance, and networking opportunities to as many known and yet-to-be-determined preservation partners as possible.

Teamwork is crucial to the success of the 2013-2022 *Legacy* plan, and the HPO will play an important role through making the general public across many constituencies aware of one another and the information, tools, and incentives available to them to further historic preservation efforts in this state.

The Future of Historic Preservation in North Carolina:

The Vision

That North Carolina's citizens, with their diversity of backgrounds, roles, and aspirations, work together to support the identification, protection, and enhancement of the State's historic resources, which provide deep roots to support future development, help us better understand ourselves and others, and offer a sustainable tool to ensure stewardship of our State's history, economic growth, and a better future.

Goals and Implementation Plans

Taking our cue from the public input gathered through our “plan the plan” process, we have adopted broad categories as goal areas and set forth more specific objectives with action items designed to make those goal objectives a reality or to strengthen current efforts and programs in years to come. These objectives are bold yet achievable given current funding and staff size. Designed to foster greater economic vitality and job creation, this action plan should place historic preservation squarely in the center of North Carolina's economic recovery and continued ascendancy as a leader in enhancing citizens' quality of life and a clearly understandable sense of place.

Outreach/Communication

Heighten the HPO's role as the State's official historic preservation agency

- Increase the HPO's social media profile by growing the HPO's Facebook page/posts, e-newsletter and their recipient lists
- Produce an annual “HPO Report Card” to distribute to state and local agencies, officials, and other interested parties
- Create and distribute “flyers” that highlight new National Register listings, key rehabilitation tax credit projects, CLGs, grant awards, and historic preservation success stories
- Better integrate the news and services of HPO on the Department of Cultural Resources webpage

Expand access to HPO services and incentives to increase participation in historic preservation efforts across North Carolina

- Work efficiently with local and regional partners to offer historic preservation educational opportunities that are widely publicized

- Collaborate with local, regional, and state partners to heighten awareness of and participation in Preservation Month
- Host an inaugural statewide summit for local preservation commissions and their staffs

Continue building a constituency that supports historic preservation as a civic virtue vital to community development, economic vitality, and quality of life

- Seek out new constituencies among realtors, attorneys, local government officials, neighborhood groups, planners, youth, underrepresented demographic groups, and small businesses and provide targeted information and training opportunities for them, including continuing education credits
- Solicit invitations from civic groups across the state to make “Meet Your HPO” presentations

Partnerships

Enhance and nurture existing HPO partnerships

- Encourage non-Certified Local Governments to move towards certification
- Assist the NC Main Street Program in promoting historic preservation as an economic development tool by providing technical assistance and support to Main Street communities and candidate-communities
- Network with local, and regional, and statewide historic preservation non-profits to monitor emerging trends, including threats to and opportunities for historic preservation throughout the state
- Work closely with private and public universities and colleges to foster a greater appreciation of their historic resources and legacy assets
- Partner with the Blue Ridge National Heritage Area to identify additional preservation projects
- Raise the profile of the HPO and DCR with local historical societies and organizations through closer cooperation with the Federation of North Carolina Historical Societies

Develop new partnerships to leverage the HPO’s impact

- Cultivate new partnerships with allied entities that have a peripheral interest in historic preservation or may benefit from HPO services or incentives, such as:
 - Landscape Conservation Cooperatives and private land trusts (joint natural, archaeological, and built environment conservation efforts)
 - NC Division of Tourism, Film, and Sports Development
 - Emergency management agencies/FEMA to foster greater consideration of historic resources during disaster preparation and recovery efforts

- NC Department of Public Instruction to explore the introduction and expansion of historic preservation and local history into the K-12 classroom curriculum
- Agricultural Extension Service and 4-H to further historic preservation as a community development strategy

Identification/Designation

Identify the state's historic resources so that they become better known and understood and are incorporated into community, regional, and state planning

- Maintain data entry and mapping for HPOWEB
- With OSA, continue development of an archaeological equivalent to HPOWEB, taking into account the special issues of site location and security
- Define priority survey areas for undocumented areas or those in need of an update, including completion of a comprehensive architectural survey for all 100 NC counties
- Develop and make available a digital application for architectural field surveys and updates, including exploring development of crowd-sourced mobile software for updating early surveys

After appropriate evaluation, designate eligible historic resources through NPS and/or other programs to allow for greater recognition, access to preservation incentives, and probability of survival

- Examine the status of historic properties on the NC Study List
- Consider how to prioritize National Register nominations from the NC Study List
- Encourage more National Register nominations with an archaeological focus
- Identify, with land conservation partners, areas worthy of preservation for their historic landscapes as well as historic buildings and/or archaeological resources
- Encourage National Historic Landmark nominations for meritorious properties
- Work with Landscape Conservation Cooperatives and local governments to learn more about development trends and threats to historic resources through various technological planning tools

Foster identification and designation efforts at the local level and for under-represented populations

- Conduct an internal review of how to assist non-professionals in preparation and submittal of National Register nominations
- Conduct a systematic statewide survey of Rosenwald Schools
- Encourage more National Register nominations that tell the story of underrepresented demographic groups

- Explore how the HPO can better assist communities with limited financial resources prepare National Register nominations for historic districts

Make decades of research, survey, and information about North Carolina’s historic resources as accessible as possible, utilizing cutting-edge technology

- Develop a pilot project for digitization of county survey files
- Find new uses for HPOWEB data
- Enhance the HPOWEB app for mobile devices

Education/Technical Services

Provide timely and expert assistance on matters related to historic preservation in North Carolina

- Offer more historic preservation workshops and training through webinars and similar technological services
- As time and budgets permit, provide on-site assistance to individuals, groups, or governmental agencies involved in preservation projects
- Develop topical bibliographies on the role of historic preservation in “hot issues” such as sustainability, energy conservation, disaster recovery, in-fill, and share them through the HPO’s e-newsletter

Increase the number of quality preservation projects

- Conduct a pre-CLG grant application webinar to solicit more applications

Support efforts to train future generations in historic trades, skills, craftsmanship, and public history

- Offer meaningful internships that provide a professional experience and result in a useful product or tool
- Jointly sponsor hands-on workshops in the preservation trades/crafts
- Seek partnerships between local boards of education, local historical societies and preservation groups, and state agencies, such as the NC Department of Cultural Resources and NC Department of Public Instruction to integrate local history into K-12 curricula

Advocacy

Foster job creation and economic development through historic preservation by demonstrating the return on investment from rehabilitation and reuse projects

- Develop case studies of preservation as a redevelopment catalyst

- Work with the NC Department of Commerce to ensure that historic resources are addressed early in order to optimize selection of industrial development sites and community redevelopment programs
- Update economic impact statistics regarding value of historic preservation to the state and local economy.
- Undertake (or assist in development of) and distribute a professional evaluation of the economic impact of historic preservation

Strengthen programs and policies that affect North Carolina’s historic and archaeological resources

- Conduct a study of available and potential historic preservation incentives and/or funding sources
- Encourage decisionmakers at all levels of government and the private and non-profit sectors to find funding solutions to support broad-based historic preservation and archaeological programs
- Encourage state agency stewardship of state-owned historic and prehistoric properties

Help protect North Carolina’s historic and archaeological resources

- Work with local, state, and federal agencies to incorporate consideration of historic properties and archaeological sites into early project planning
- Make available HPOWEB GIS to all governmental agencies for incorporation into their GISs and use in local planning
- Work with the NC Natural Heritage Trust Fund to identify candidate properties that have both historic and natural value and, depending on program funding, acquire properties for the benefit of the state and its citizens
- Monitor easements acquired on tracts through Save America’s Treasures, Preserve America, or battlefield protection grants
- Offer training workshops/presentations on Section 106 of the National Historic Preservation Act and NC General Statute 121-12(a) for agencies, consultants, commissions, and others

Cultivate support for historic preservation among elected officials

- As allowed, host legislative open houses/orientations for new state legislators to share the HPO’s services and the value of historic preservation to state’s economy
- Partner with the NC Municipal League and the NC Association of County Commissioners’ to provide newsletter content and presentations on historic preservation topics

Planning Cycle and Time Frame for Implementation

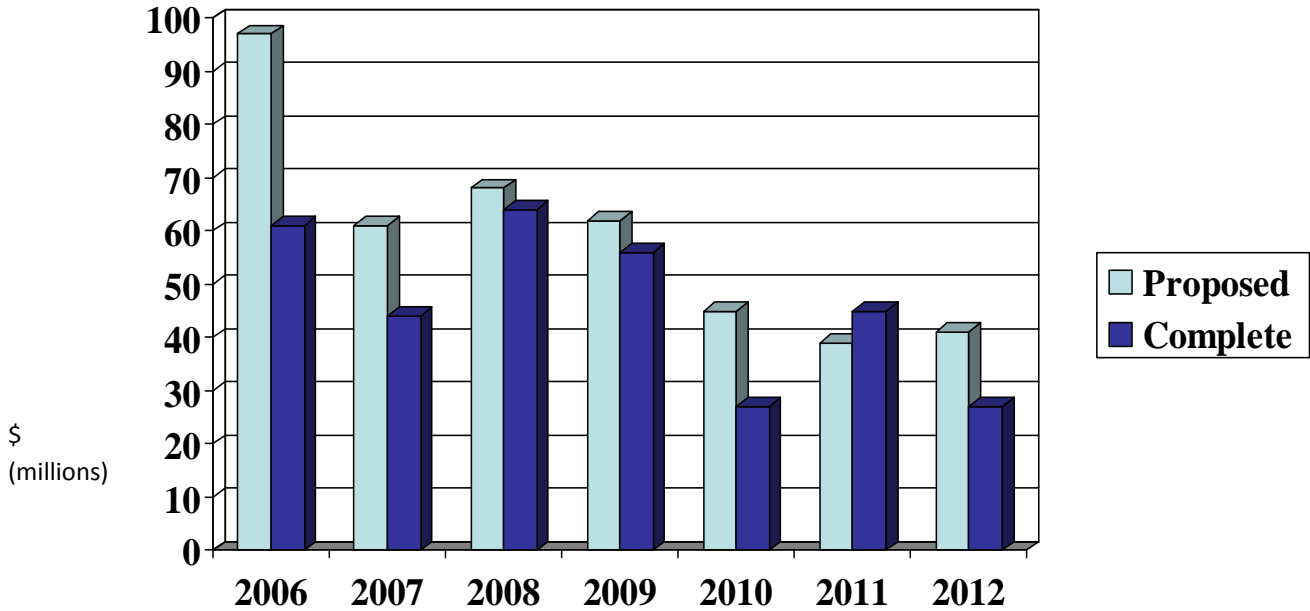
The North Carolina Comprehensive Historic Preservation Plan 2013-2022 begins October 1, 2013 and runs through September 30, 2022. Implementation phases will include the following tasks:

- There will be special emphasis on the wide distribution and promotion of the plan through the NC Department of Cultural Resources' marketing arm as well as social media and more traditional methods.
- The HPO will solicit public feedback on an annual basis from a broad range of our constituents, from laypersons to preservation professionals.
- The HPO will conduct an annual HPO staff workshop to assess implementation progress and an HPO State Plan Advisory Committee will be established to discuss the plan, share accomplishments, and evaluate its effectiveness and implementation every year via an internet-based survey tool and social media as well as scheduled events with stakeholders.
- The HPO State Plan Advisory Committee will make a formal assessment of the plan's accomplishments and relevance at the five-year mark (in 2018) and begin the process to revise this plan in 2021, in anticipation of publishing the next iteration by 2022.
- The HPO will develop a tracking and monitoring matrix of goals and objectives and update it as implementation takes place, factoring in accomplishments reflected in individual HPO staff work plans. In addition, we will create a public input submission form available on the HPO website to track local implementation of the plan.
- The HPO will seek to celebrate accomplishments made in cooperation with our wide range of partners and constituents and seek broader public engagement throughout the plan period.

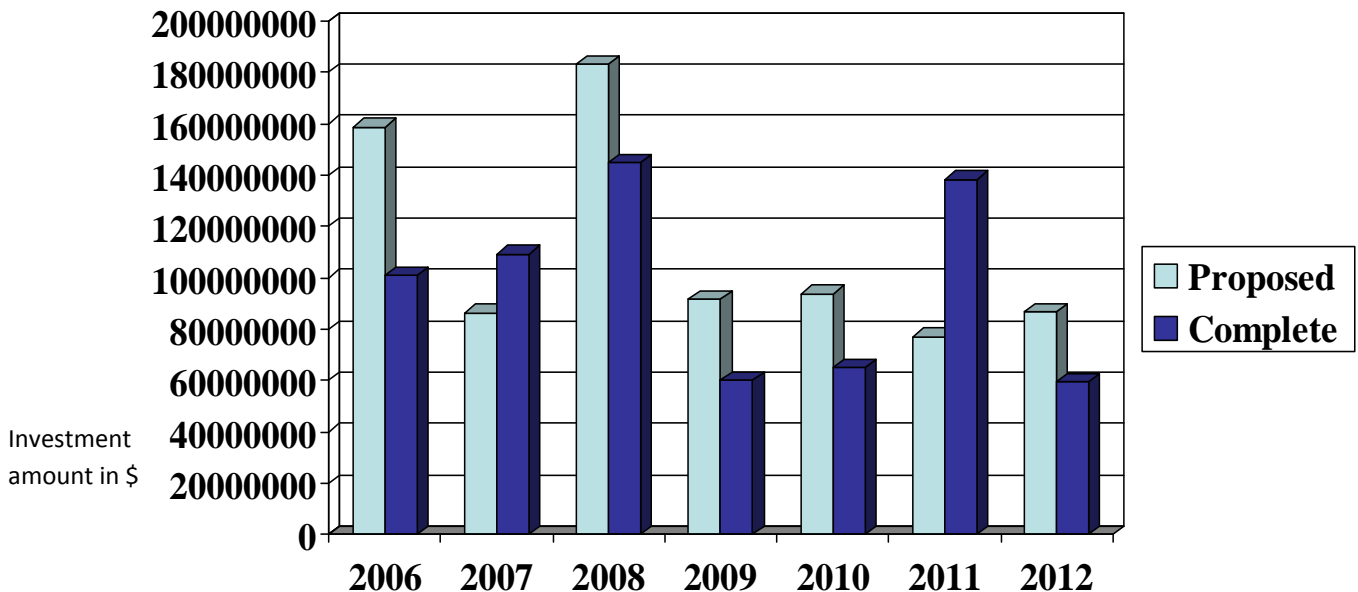
Exhibits

Historic Rehabilitation Tax Credit Projects (2006-2012)

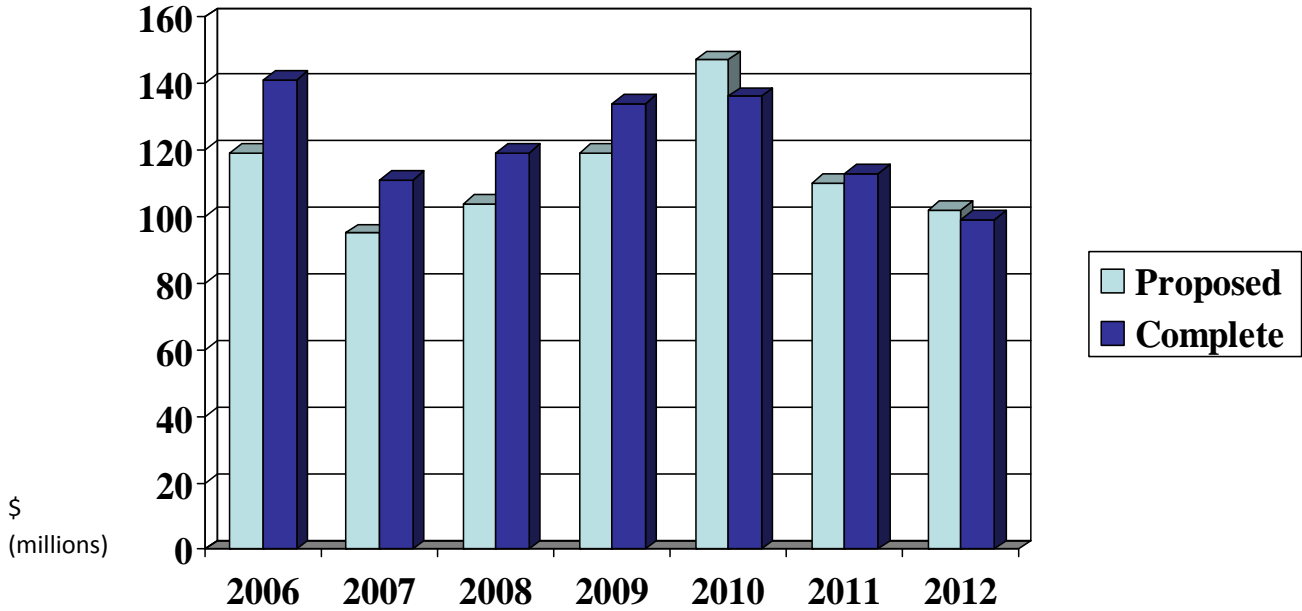
Income-producing Projects (federal and state credits)



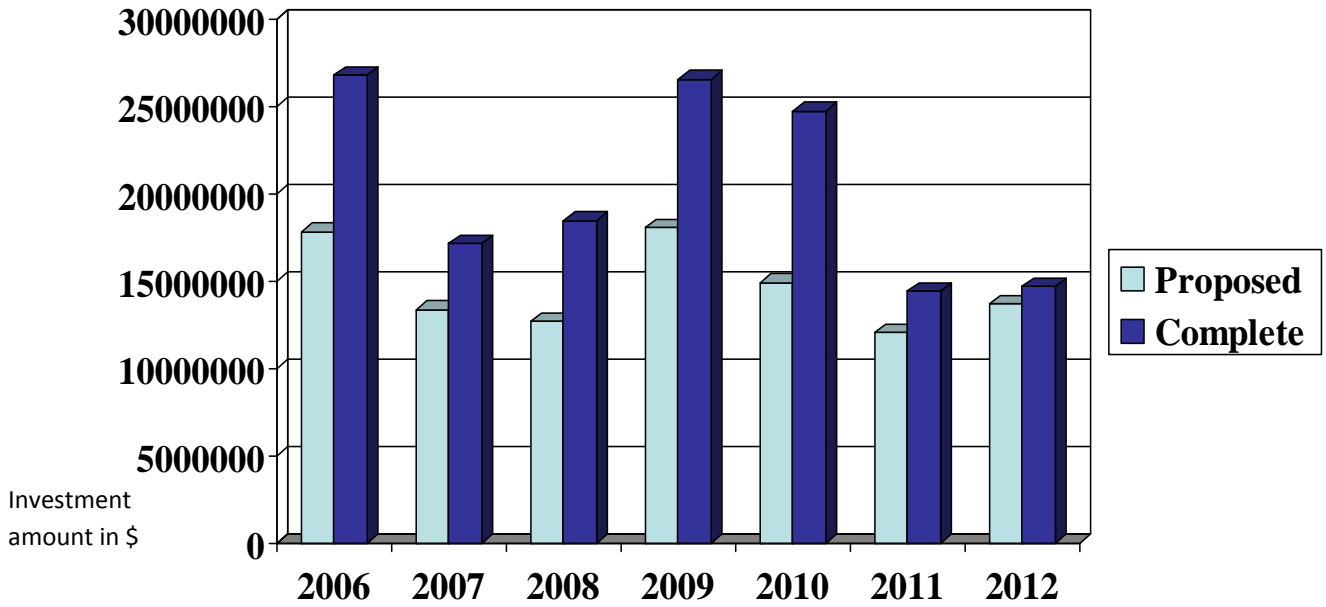
Income-producing Investment (federal and state credits)



Nonincome-producing Projects (state credits)



Nonincome-producing Investment (state credits)



Historic Preservation Tax Credits: Making a Difference in North Carolina

Historic preservation in North Carolina provides jobs, bolsters the tax base, and utilizes existing buildings and infrastructure while preserving the state's priceless historic character.

- **Since 1998 federal and state rehabilitation tax credits have encouraged over \$1.36 billion of private investment in North Carolina's historic resources.**

Rehabilitation of North Carolina's historic buildings increased dramatically following the 1998 expansion of the state tax credit for historic structure rehabilitation. Since 1998, under the new state credits that enhanced the existing federal credit, 2,146 projects with a total estimated rehabilitation cost expended by private investors of \$1.36 billion have been completed. **For Federal Fiscal Year 2011, North Carolina was third in the nation in the number of completed certified rehabilitations. The State consistently ranks in the top five in the nation.** From the inception of the federal program in 1976 through 1997, 689 projects were completed with \$288 million in rehabilitation costs.

- **Historic preservation creates jobs, generates income, and stimulates tax revenue in North Carolina.**

In a 2008 study by Rebecca Holton, University of North Carolina at Chapel Hill, *A Profitable Past, A Priceless Future: The Economic Impact of North Carolina's Historic Tax Credit*, Rebecca worked with the North Carolina Department of Commerce to utilize IMPLAN, an input-output multiplier system, to estimate the program's statewide impact of the economic benefits. Using those multipliers, North Carolina Historic Preservation Office staff estimates that rehabilitation costs expended on historic tax credit projects in North Carolina since 1998 have created 23,100 new full-time jobs. For the Federal Fiscal Year 2012, the National Park Service reports that \$3.15 billion in certified rehabilitation projects have created 57,783 new jobs nationwide, concentrated in the construction, service, and retail sectors.

- **Reuse of North Carolina's existing structures supports both historic preservation and environmental sustainability principles and makes good economic sense.**

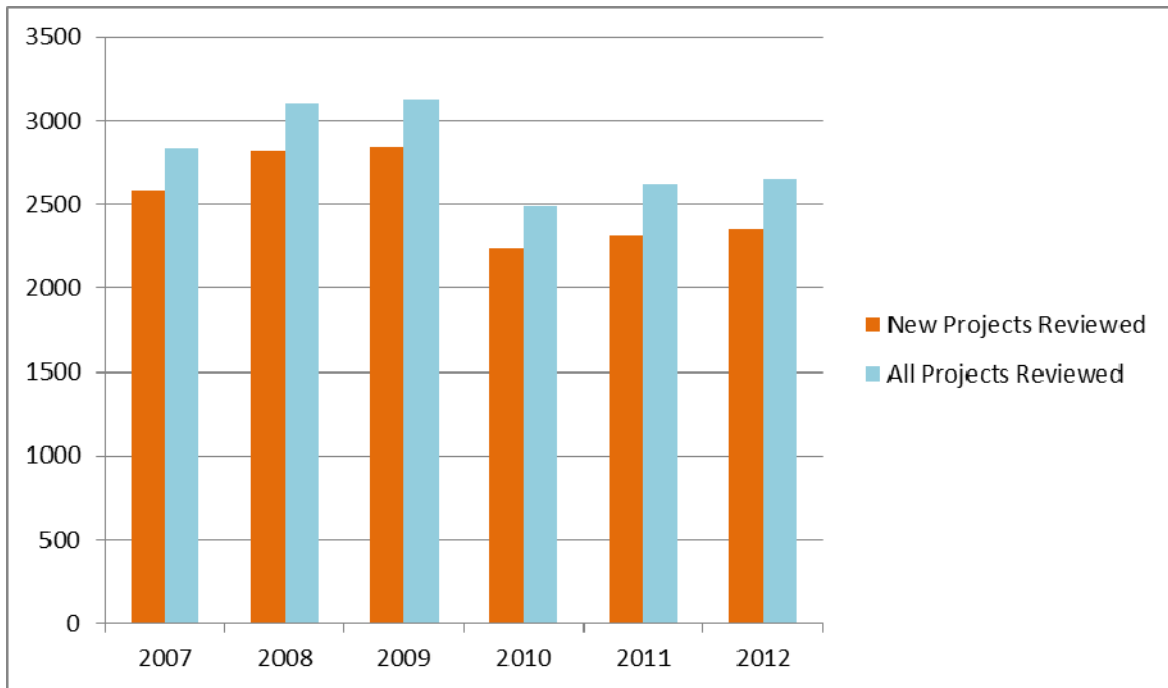
In addition to the powerful economic benefits of historic preservation, historic rehabilitation tax credits encourage the reuse of existing buildings, reducing the need to expand public services and infrastructure which saves taxpayers' dollars. Historic structures such as schools, textile mills, and tobacco warehouses are reclaimed for housing, retail, and office uses.

- **Entire neighborhoods, towns and cities benefit from these incentives. Historic rehabilitation projects have occurred in 90 of North Carolina's 100 counties.**

Historic rehabilitation tax credits help citizens preserve and care for their communities and neighborhoods. Historic preservation, assisted by the tax credits, serves to return a sense of pride and optimism to communities large and small, rural and urban across the state.

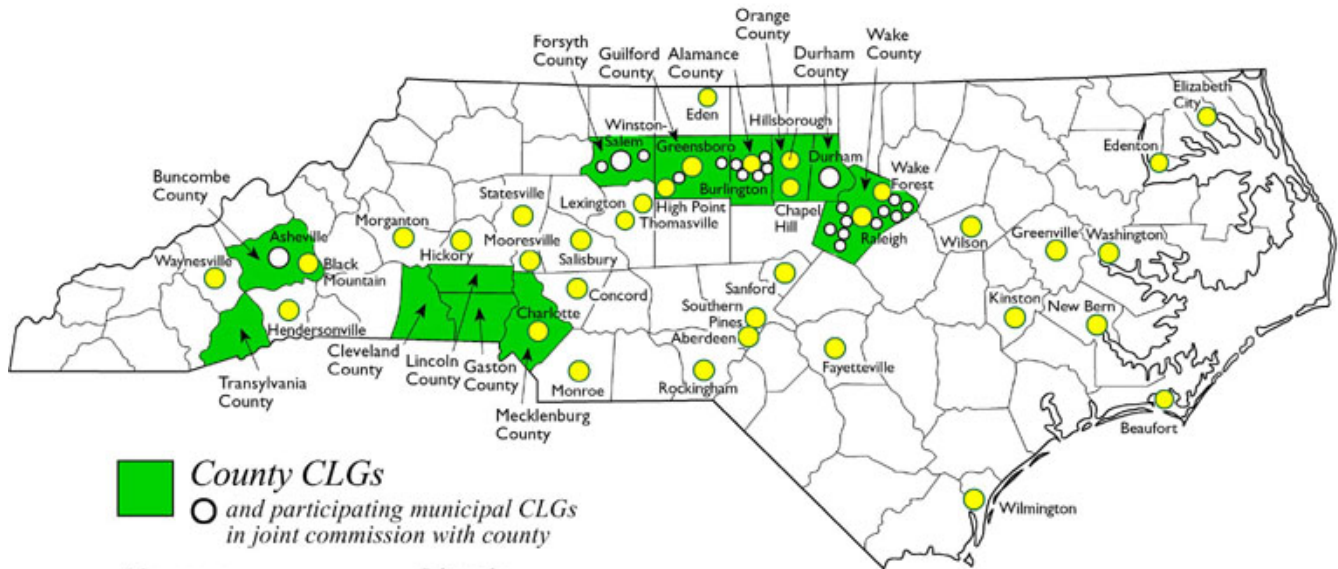
HPO Environmental Review Activity (2007-2012)

The State Historic Preservation Office administers legally mandated federal and state environmental review programs. Additional information regarding federal environmental review projects under the National Historic Preservation Act, including what projects trigger review and terminology definitions, such as “programmatic agreement”, may be found in the booklet *Protecting Historic Properties: A Citizen’s Guide to Section 106 Review*, available at <http://www.achp.gov/docs/CitizenGuide.pdf>. Additional information about the somewhat parallel state law process under North Carolina General Statute 121-12(a) is available at <http://www.hpo.ncdcr.gov/StateConstructionConferenceReviewForHistoricProperties-3-22-12.ppt>.



Certified Local Governments in North Carolina

September 30, 2012



County CLGs
 and participating municipal CLGs
 in joint commission with county

- | | |
|---|---|
| Alamance
<i>Village of Alamance</i>
Elon
Graham
Haw River
Mebane | Lincoln
Mecklenburg
Orange
Transylvania
Wake
Apex
Cary
Fuquay-Varina
Garner
Holly Springs
Knightdale
Morrisville
Rolesville
Wendell
Zebulon |
| Buncombe
Asheville | |
| Cleveland | |
| Durham
City of Durham | |
| Forsyth
Clemmons
Kernersville
Winston-Salem | |
| Gaston
Guilford
Gibsonville
Jamestown | |

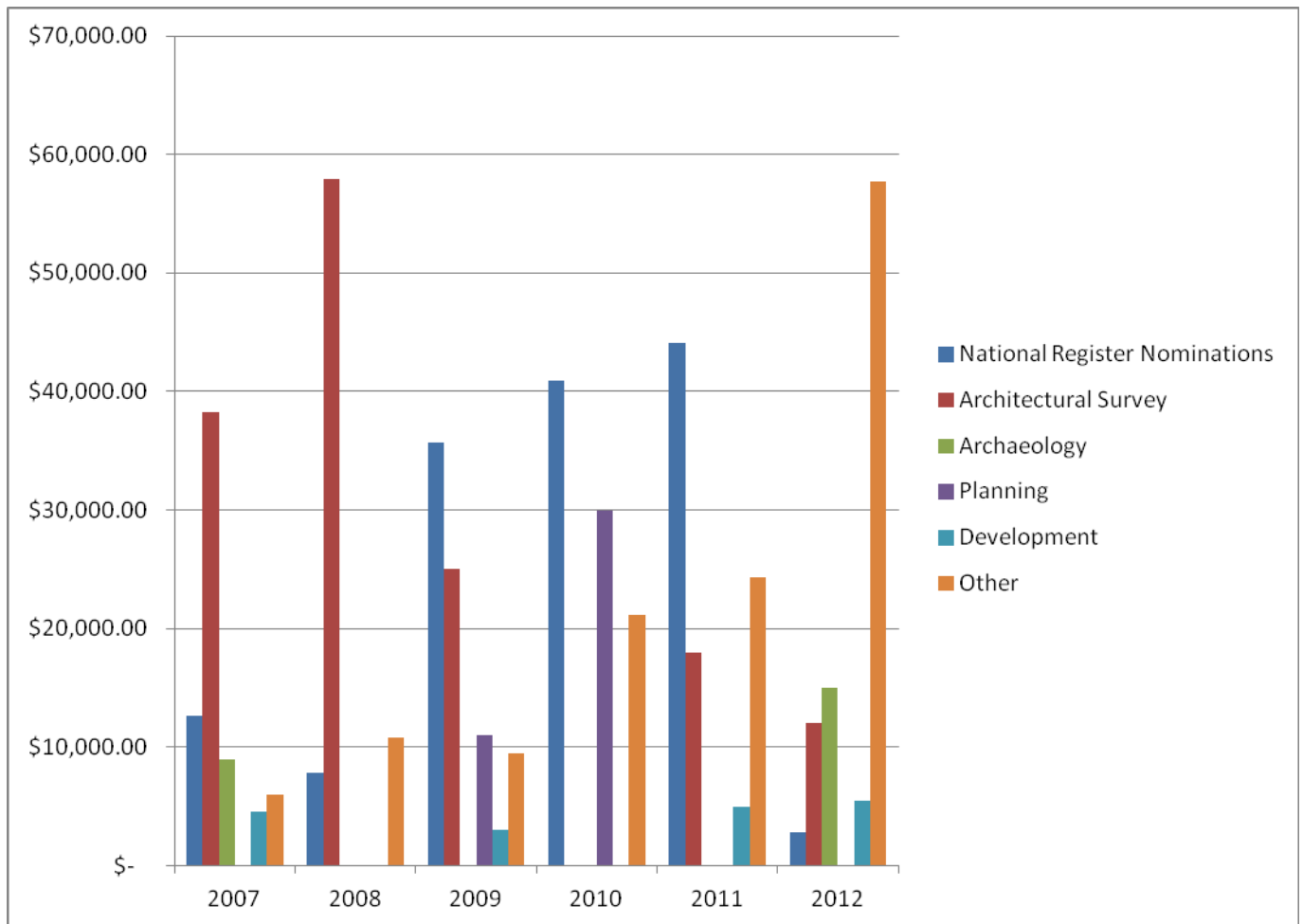
Municipal CLGs
 with separate commissions

- | | | |
|----------------|----------------|----------------|
| Aberdeen | Hendersonville | Sanford |
| Beaufort | Hickory | Southern Pines |
| Black Mountain | High Point | Statesville |
| Burlington | Hillsborough | Thomasville |
| Chapel Hill | Kinston | Wake Forest |
| Charlotte | Lexington | Washington |
| Concord | Monroe | Waynesville |
| Eden | Mooreville | Wilmington |
| Edenton | Morganton | Wilson |
| Elizabeth City | New Bern | |
| Fayetteville | Raleigh | |
| Greensboro | Rockingham | |
| Greenville | Salisbury | |

Grants Awarded (2006-2012)

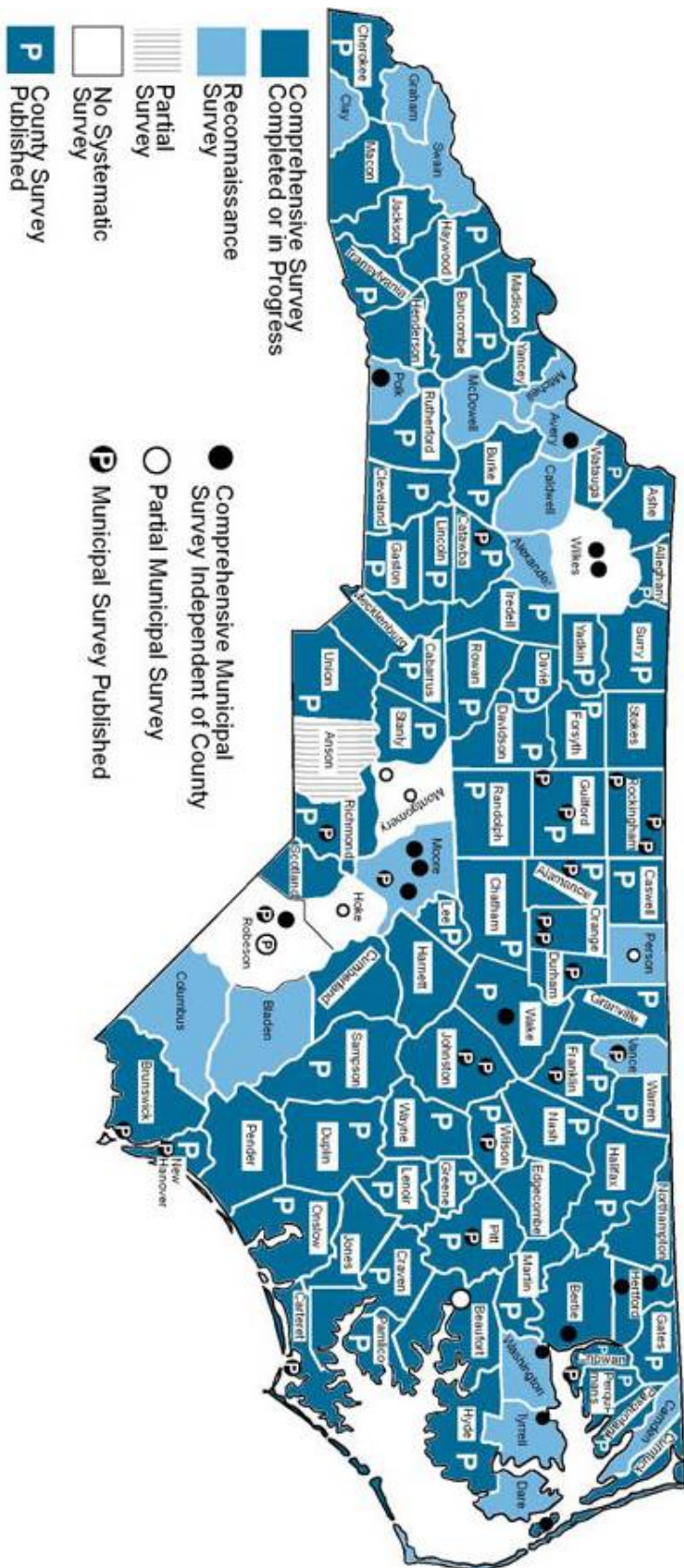
Historic Preservation Fund Grants by Program Area

These historic preservation grants were awarded in various project categories to local governments designated under federal criteria as Certified Local Governments (CLGs) in the state of North Carolina; Federal law requires that 10% of the state's apportionment from the federal Historic Preservation Fund be made available on a matching basis to CLGs.

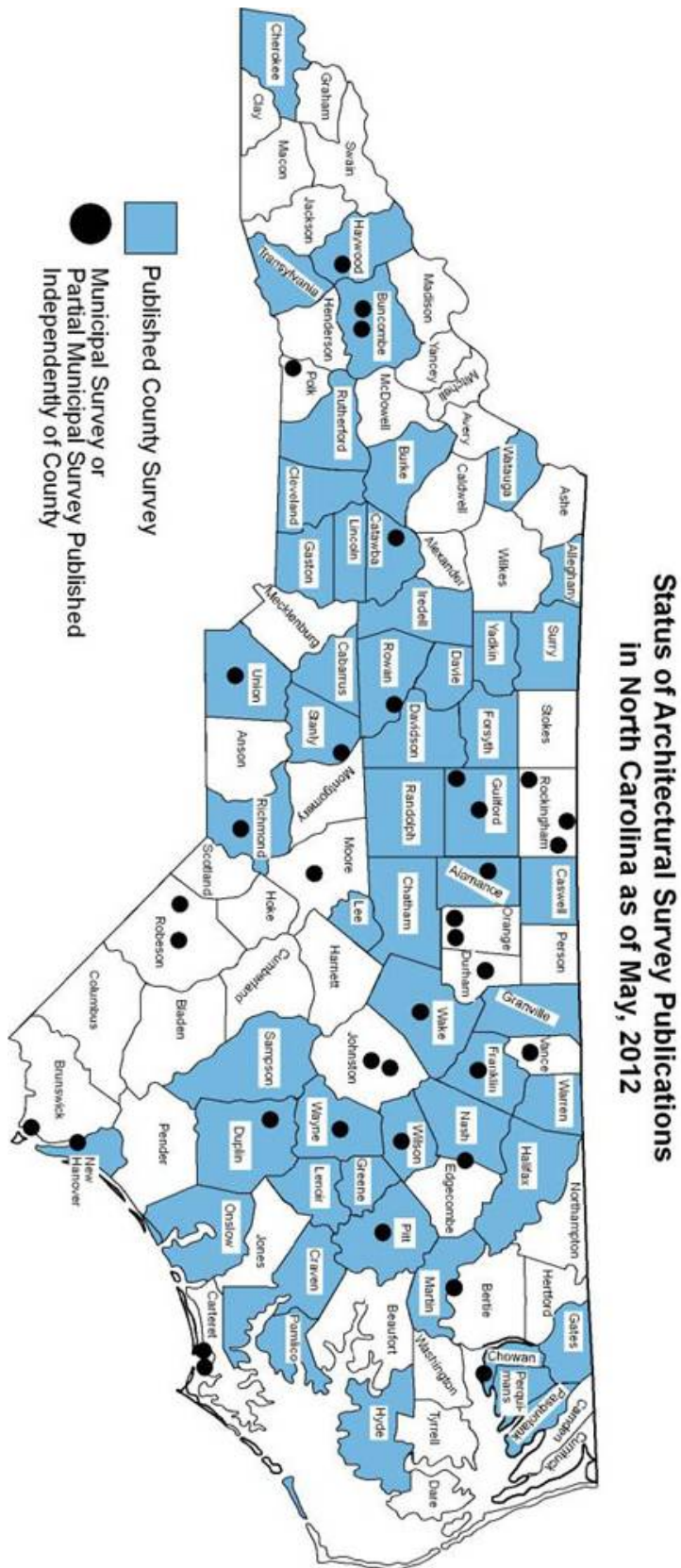


Architectural Survey Projects (1969-2012)

Status of Architectural Survey and Survey Publications in North Carolina as of June, 2012



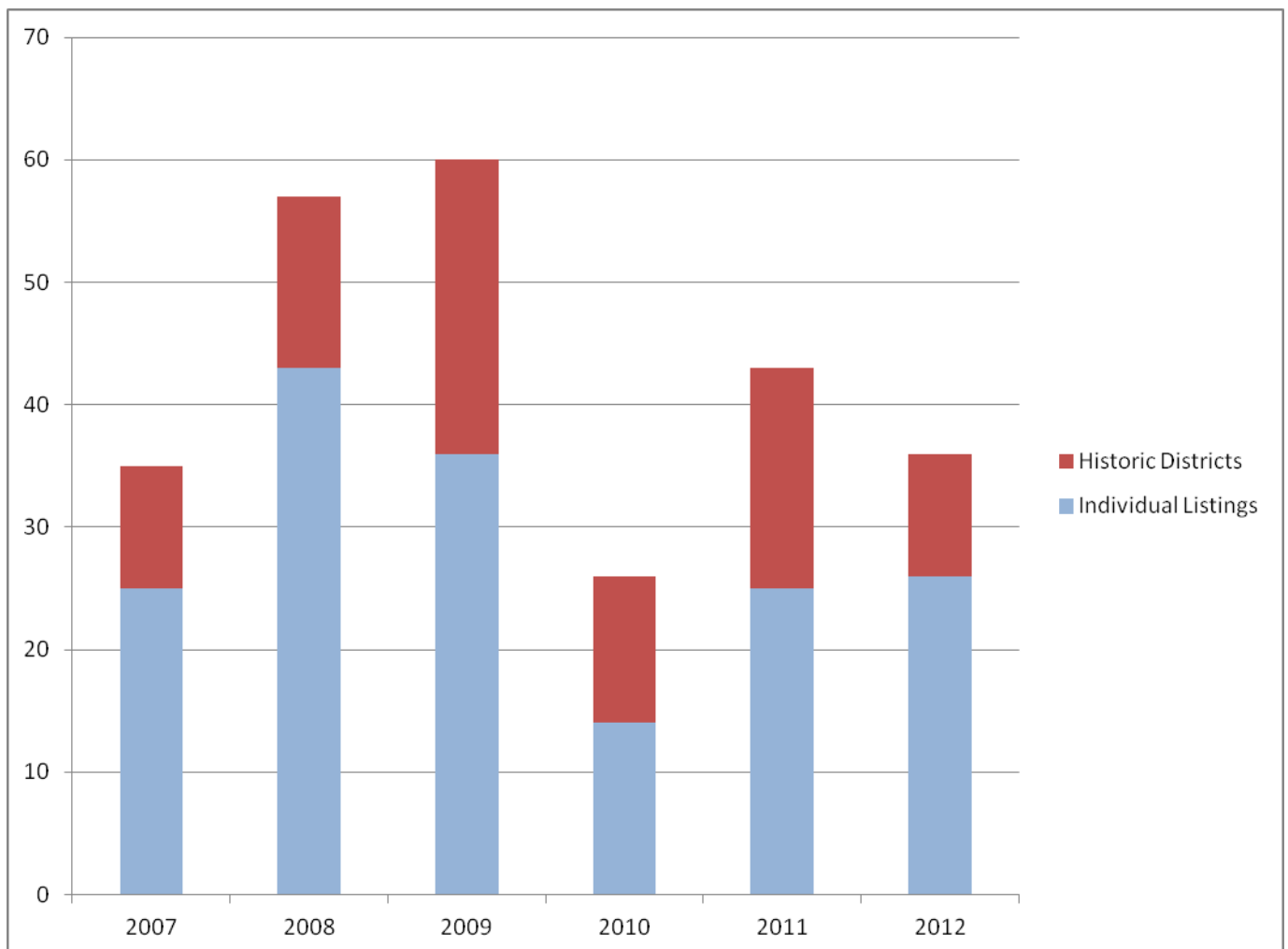
Architectural Survey Publications (1969-2012)



National Register of Historic Places Listings (1969-2012)

North Carolina boasts over 2,800 listings in the National Register of Historic Places (including more than 70,000 “contributing” resources in 712 historic districts and over 2,000 individual listings), the nation’s official list of buildings, structures, objects, sites, and districts worthy of preservation for their significance in American history, architecture, archaeology, and culture. The National Register was established by the National Historic Preservation Act of 1966. The purpose of the Act is to ensure that as a matter of public policy, properties significant in national, state, and local history are considered in the planning of federal undertakings, and to encourage historic preservation initiatives by state and local governments and the private sector. The National Register program plays a vital role in the state’s economic development as eligibility for state and federal historic rehabilitation tax credits is limited to listed properties.

In the last planning cycle from 2006 to 2012, the following chart illustrates National Register listing activities in the state of North Carolina.



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Counties : Alamance, Alleghany, Beaufort, Bertie, Buncombe, Burke, Cabarrus, Caswell, Catawba, Chatham, Cherokee, Chowan, Cleveland, Craven, Davie, Davidson, Duplin, Forsyth, Franklin, Gaston, Gates, Granville, Greene, Guilford, Halifax, Haywood, Hertford, Hyde, Iredell, Lee, Lenoir, Lincoln, Martin, Nash, New Hanover, Northampton, Onslow, Pamlico, Pasquotank, Perquimans, Pitt, Randolph, Richmond, Rowan, Rutherford, Sampson, Stanly, Stokes, Surry, Transylvania, Union, Wake, Warren, Watauga, Wayne, Wilson, and Yadkin.

Towns and Cities: Asheville (downtown and Montford District), Badin, Beaufort, Burlington, Canton, Carrboro, Chapel Hill (and UNC-CH), Durham, Eden, Edenton, Faison, Goldsboro, Greensboro, Greenville, Hamilton, Henderson, Hickory, High Point, Louisburg, Lumberton (downtown), Kinston, Madison, Maxton, Monroe, Morehead City, New Bern, Southern Pines, Raleigh, Reidsville, Rocky Mount (Central City), Selma, Smithfield, Southport, Spencer, Tryon, Wilmington, and Wilson

2012 - 2017 Update to N.C. Preservation Plan: Preservation Professionals Questionnaire

1. What role do you or your organization play in historic preservation efforts in North Carolina?

Answer Options	Response Percent	Response Count
Consulting	9.5%	6
Education	12.7%	8
Planning	11.1%	7
Development	14.3%	9
Advocacy	12.7%	8
Regulation	9.5%	6
Other (please describe)	30.2%	19
<i>answered question</i>		63
<i>skipped question</i>		0

2. Before you were asked to take part in this survey, were you aware of the statewide historic preservation plan ("Legacy")?

Answer Options	Response Percent	Response Count
No	35.7%	20
Yes (how did you know about it?)	64.3%	36
<i>answered question</i>		56
<i>skipped question</i>		7

3. Based on your or your organization's professional experience, how is the statewide plan perceived?

Answer Options	Response Percent	Response Count
It is the HPO's strategic plan for itself	12.5%	7
It is a suggested strategy for local governments	1.8%	1
It is a suggested strategy for private organizations and	1.8%	1
It is a plan intended for use by a combination of state,	55.4%	31
Other (please specify)	28.6%	16

<i>answered question</i>	56
<i>skipped question</i>	7

4. Have you or your organization taken any steps to implement the statewide plan?

Answer Options	Response Percent	Response Count
No	67.9%	38
Yes (what steps have you taken?)	32.1%	18
<i>answered question</i>		56
<i>skipped question</i>		7

5. On a scale of 1 to 5, how significant a part of what you or your organization does in its day to day historic preservation effort is the existing statewide plan?

Answer Options	1 - completely irrelevant	2	3 - somewhat relevant	4	5 - essential	Rating Average	Response Count
	10	11	17	12	6	2.88	56
<i>answered question</i>							56
<i>skipped question</i>							7

6. Is the meaning of this statement readily understood?

Answer Options	Response Percent	Response Count
Yes	91.1%	51
No	8.9%	5
<i>answered question</i>		56
<i>skipped question</i>		7

7. Is its scope and intent

Answer Options	Response Percent	Response Count
too narrow?	10.7%	6
about right?	89.3%	50
too broad?	0.0%	0
<i>answered question</i>		56
<i>skipped question</i>		7

8. Would you revise the mission statement?

Answer Options	Response Percent	Response Count
No	78.6%	44
Yes (how?)	21.4%	12
<i>answered question</i>		56
<i>skipped question</i>		7

9. What are the top two STRENGTHS of overall historic preservation efforts and programs in North Carolina?

Answer Options	Response Count
	46
<i>answered question</i>	46
<i>skipped question</i>	17

10. What are the top two WEAKNESSES of overall historic preservation efforts and programs in North Carolina?

Answer Options	Response Count
	46
<i>answered question</i>	46
<i>skipped question</i>	17

11. What are the two biggest CHALLENGES to overall historic preservation efforts and programs in North Carolina?	
Answer Options	Response Count
	46
<i>answered question</i>	46
<i>skipped question</i>	17

12. What are the two greatest OPPORTUNITIES for overall historic preservation efforts and programs in North Carolina?	
Answer Options	Response Count
	46
<i>answered question</i>	46
<i>skipped question</i>	17

13. From your own or your organization's experience, how would you describe the State Historic Preservation Office and its staff?	
Answer Options	Response Count
	46
<i>answered question</i>	46
<i>skipped question</i>	17

14. If you could offer one piece of advice to the State Historic Preservation Officer about his staff's implementation of a historic	
Answer Options	Response Count
	46
<i>answered question</i>	46
<i>skipped question</i>	17

15. Would you like to be contacted?

Answer Options	Response Percent	Response Count	
I would like the Historic Preservation Office to contact me	15.2%	7	
I would like to receive a copy of the updated Statewide	69.6%	32	
I do not wish to be contacted.	30.4%	14	
	<i>answered question</i>		46
	<i>skipped question</i>		17

16. Please provide your contact information below.

Answer Options	Response Percent	Response Count	
Name	100.0%	32	
Mailing Address	100.0%	32	
City	100.0%	32	
State	100.0%	32	
ZIP	100.0%	32	
Telephone	84.4%	27	
E-mail	93.8%	30	
Best time to call	75.0%	24	
	<i>answered question</i>		32
	<i>skipped question</i>		31

NC State Comprehensive Historic Preservation Plan - Citizen Questionnaire

1. In which region of North Carolina do you live?

Answer Options	Response Percent	Response Count
East	35.1%	275
Piedmont	37.9%	297
West	27.0%	212
County	100.0%	784
<i>answered question</i>		784
<i>skipped question</i>		3

2. What best describes your relationship(s) to historic preservation? (Choose no more than three)

Answer Options	Response Percent	Response Count
Archaeological Organization	2.8%	21
Architect	3.7%	28
Builder/Contractor	2.9%	22
Developer	2.6%	20
Economic Development Organization	3.2%	24
Educator	8.2%	62
Engineer	1.2%	9
Federal Government	2.4%	18
Heritage Tourism	9.6%	73
Interested Citizen	43.0%	326
Landscape Architect	1.2%	9
Local Government	14.8%	112
Local Preservation Commissioner	6.7%	51
Main Street Organization	4.9%	37
Non-profit Organization	20.4%	155
Owner of Historic Property	23.7%	180
Professional Preservation Consultant	4.6%	35
Real Estate Professional	3.8%	29

State Government	7.3%	55
Tribal Government	0.3%	2
University or College Faculty	4.1%	31
Volunteer	14.1%	107
Other (Please specify)	14.6%	111
<i>answered question</i>		758
<i>skipped question</i>		29

3. How well has this goal been met during the past five years?

Answer Options	Poor	Fair	Good	Excellent	Don't Know	Rating Average	Response Count
GOAL I: Outreach and Communication	39	178	249	69	77	2.32	612
Explain (Optional)							81
<i>answered question</i>							612
<i>skipped question</i>							175

4. How well has this goal been met during the past five years?

Answer Options	Poor	Fair	Good	Excellent	Don't Know	Rating Average	Response Count
Goal II: Education	41	190	214	45	122	2.03	612
Explain (Optional)							62
<i>answered question</i>							612
<i>skipped question</i>							175

5. How well has the following goal been met during the past five years?

Answer Options	Poor	Fair	Good	Excellent	Don't Know	Rating Average	Response Count
GOAL III: Advocacy and Policy	54	212	192	51	103	2.06	612
Explain (Optional)							59
<i>answered question</i>							612

skipped question 175

6. How well has the following goal been met during the past five years?

Answer Options	Poor	Fair	Good	Excellent	Don't Know	Rating Average	Response Count
Goal IV: Leadership	49	186	194	50	133	1.97	612
Explain (Optional)							51
						<i>answered question</i>	612
						<i>skipped question</i>	175

7. How well has the following goal been met during the past five years?

Answer Options	Poor	Fair	Good	Excellent	Don't Know	Rating Average	Response Count
Goal V: Identification and Evaluation	25	128	219	92	148	2.13	612
Explain (Optional)							52
						<i>answered question</i>	612
						<i>skipped question</i>	175

8. What are the five most important kinds of historic resources for North Carolina to preserve?

Answer Options	Response Percent	Response Count
Archaeological Sites	42.7%	259
Battlefields	22.8%	138
Churches	18.3%	111
Cemeteries	23.9%	145
Civic Buildings	15.2%	92
Designed Landscapes	6.8%	41
Documents and Written Records	42.9%	260
Downtowns/Commercial Districts	53.3%	323
Farms and Rural Communitites/Landscapes	35.0%	212

High-Style Architecture	11.9%	72
History Museums and Collections	43.1%	261
Houses and Neighborhoods	53.6%	325
Industrial Buildings	10.2%	62
Maritime Resources	12.0%	73
Natural/Scenic Landscapes	36.3%	220
Oral Histories	21.9%	133
Parks and Recreational Areas	14.0%	85
Schools	6.8%	41
Transportation	1.3%	8
Vernacular Architecture	21.3%	129
Other (Please specify)	6.6%	40
<i>answered question</i>		606
<i>skipped question</i>		181

9. What are the three most valuable contributions of historic preservation to society?

Answer Options	Response Percent	Response Count
Aesthetic Value	32.3%	196
Downtown Revitalization	42.7%	259
Economic Development	35.5%	215
Energy Conservation/Sustainability	14.4%	87
Establishing Community Relationships	18.0%	109
History Education	51.7%	313
Maintaining a Sense of Place	69.3%	420
Neighborhood Revitalization	32.2%	195
Other (Please specify)	4.0%	24
<i>answered question</i>		606
<i>skipped question</i>		181

10. What are the five greatest threats to preserving North Carolina's heritage and quality of life?

Answer Options	Response Percent	Response Count
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Apathy	55.1%	332
Building code of government mandated accommodations	15.3%	92
Demolition of historic resources	49.2%	296
Depopulation of rural areas	7.6%	46
Development pressure, growth, and sprawl	49.2%	296
Economic downturn/recession	27.2%	164
Failure of leadership	28.1%	169
Inadequate preservation and history education	31.1%	187
Inappropriate alteration/rehabilitation	9.8%	59
Insensitive new construction	21.1%	127
Institutional expansion (Churches, hospitals, universities)	8.1%	49
Lack of collaboration with land/environmental	9.5%	57
Lack of economic incentives	16.3%	98
Lack of funding for public preservation activities	38.7%	233
Natural disasters	3.8%	23
Neglect/abandonment of historic resources	35.2%	212
No local preservation ordinance(s)	13.3%	80
Property rights issues	8.6%	52
Road/highway construction/expansion	7.0%	42
Sense that "New is Better"	23.3%	140
Underfunding of historic resources open to the public	18.8%	113
Vandalism/looting	4.7%	28
Weak or no enforcement of existing local preservation	13.6%	82
Other (Please specify)	5.5%	33
	<i>answered question</i>	602
	<i>skipped question</i>	185

11. What five tools or activities would be most effective in your community for preserving historic resources over the next five years?

Answer Options	Response Percent	Response Count
Additional local designation of local landmarks and	38.4%	226
Adopt local historic preservation ordinances/create local	29.8%	175
Archaeology resource surveys	14.6%	86
Covenants, easements, and transferred development	25.5%	150
Heritage tourism	47.4%	279

Historic resource surveys	18.9%	111
Increased public education and information	68.0%	400
National Register listing	15.3%	90
Public funding assistance/grants for historic preservation	61.7%	363
Publications about historic resources	23.3%	137
Rehabilitation tax credits (Income-tax credits)	49.0%	288
Restoration/preservation workshops	38.1%	224
Review of state and federal projects for impact on	16.7%	98
Technical assistance from the North Carolina State	33.0%	194
Technical assistance from organizations other than the	13.9%	82
Other (Please specify)	6.3%	37
<i>answered question</i>		588
<i>skipped question</i>		199

12. What are the five most important things North Carolina needs to do to better protect its historic resources and to advance preservation values?

Answer Options	Response Percent	Response Count
Augment history curricula focused on historic resources	18.6%	107
Enact stronger state and local preservation and cultural	29.8%	171
Encourage archaeological survey and testing programs	14.6%	84
Enforce existing state and local preservation and cultural	25.4%	146
Foster greater cultural diversity in historic preservation	23.9%	137
Increase access to information electronically and through	20.6%	118
Increase funding for local preservation projects	51.9%	298
Increase incentives for private preservation or	50.2%	288
Integrate preservation of historic resources into public	49.7%	285
Maintain/enhance existing rehabilitation tax credits	36.6%	210
More closely align historic preservation and sustainability	28.6%	164
Offer training/education opportunities for public officials	26.7%	153
Provide economic development incentives	30.0%	172
Provide programs that encourage preservation	27.9%	160
Provide increased funding for the State Historic	22.1%	127
Support local non-profit/private preservation efforts	33.1%	190
Support local resource surveys and preservation plans	7.8%	45
Other (Please specify)	2.6%	15

<i>answered question</i>	574
<i>skipped question</i>	213

13. In terms of historic and cultural resources, what three time periods are most threatened today?

Answer Options	Response Percent	Response Count
Prior to 1600	15.2%	87
1600 - 1800	25.0%	143
1800 - 1850	42.7%	244
1850 - 1900	59.8%	342
1900 - 1940	73.4%	420
1940 - 1965	55.2%	316
1965 - Present	28.7%	164
<i>answered question</i>		572
<i>skipped question</i>		215

14. In terms of the built environment, what five types of historic resources are most threatened today?

Answer Options	Response Percent	Response Count
Civic Buildings (Courthouse, City Hall, Opera House, Downtown Commercial Areas	50.3%	286
Barns, Farmhouses, and Agriculture-related Buildings	81.4%	463
Industrial/Technological Buildings	79.1%	450
Institutional Buildings (Hospitals, Churches, Schools, Maritime Resources	33.9%	193
Mid-century Architecture (1945 - Present)	51.7%	294
Mills and Mill Villages	31.8%	181
Residential Areas	57.3%	326
	55.2%	314
	59.4%	338
<i>answered question</i>		569
<i>skipped question</i>		218

15. How successfully does your community incorporate historic preservation into the broader land-use planning process?

Answer Options	Poor	Fair	Good	Excellent	Don't Know	Rating Average	Response Count
Please select one	86	189	194	52	47	2.21	568
						<i>answered question</i>	568
						<i>skipped question</i>	219

16. What are the top three ways in which your community could better incorporate historic preservation into land-use planning?

Answer Options	Response Percent	Response Count
Acquisition of threatened properties	49.3%	278
Education of developers, realtors, and attorneys	54.3%	306
Enact and enforce a preservation ordinance	35.6%	201
Enact and enforce a conservation ordinance	16.5%	93
Facade easement donations	8.7%	49
Facade improvement grants for historic commercial	33.2%	187
Nomination of properties to the National Register of	16.8%	95
Public-private partnerships	50.7%	286
Survey and inventory existing historic resources	27.8%	157
Other (Please specify)	7.1%	40
	<i>answered question</i>	564
	<i>skipped question</i>	223

17. Which services of the North Carolina State Historic Preservation Office have you used or found beneficial? (Check ALL that apply)

Answer Options	Response Percent	Response Count
National Register of Historic Places nomination process	51.2%	286
Technical assistance for preservation, stabilization, and	50.3%	281
Certified local government program or local historic	31.8%	178
Review of federal or state projects for conservation and	23.1%	129
Historic Preservation Fund grants (HPF grants)	16.5%	92

Public education	49.0%	274
Federal or state income tax credits	34.2%	191
<i>answered question</i>		559
<i>skipped question</i>		228

18. On which five new or expanded service activities should the North Carolina Historic Preservation Office focus over the next five years?

Answer Options	Response Percent	Response Count
Provide more training and technical assistance to local	40.8%	225
Compile and distribute information on local "best	45.2%	249
Encourage or assist with creation and enforcement of	36.1%	199
Complete the conversion of historical resources data to	37.9%	209
Provide archaeological site information to qualified users	16.9%	93
Provide more downloadable forms and pdfs on the	16.3%	90
Incorporate the use of online social media to promote	29.4%	162
Develop and distribute information about the economic	61.3%	338
Develop additional guidance for compliance with state	19.2%	106
Develop guidance for archaeological fieldwork and	10.5%	58
Develop and implement strategy for coordinating land-	28.9%	159
Better coordinate preservation efforts with state and local	11.3%	62
Encourage youth participation in preservation activities	39.4%	217
Provide more outreach to university/college students	23.4%	129
Support Heritage Corridor Programs with partners and	23.8%	131
Reach out to developers/real estate professionals to	53.4%	294
Other (Please specify)	6.2%	34
<i>answered question</i>		551
<i>skipped question</i>		236

19. Please provide any additional comments or concerns you may have (Optional)

Answer Options	Response Count
	99
<i>answered question</i>	99

skipped question

688

20. Please provide your name and contact information (Optional)

Answer Options	Response Percent	Response Count
Name	96.6%	200
Mailing Address	90.3%	187
City	93.7%	194
State	94.2%	195
Zip	92.3%	191
Email	93.2%	193
Phone	69.6%	144
Fax	28.0%	58
	<i>answered question</i>	207
	<i>skipped question</i>	580