

Section 12 Historic Preservation

The Historic Preservation ~~Element~~ Section offers guidance to sustain and promote the identity of Raleigh as a city with great historic communities and assets. It includes recommendations to promote historic preservation and resource stewardship; enhance planning, regulatory and incentive tools; guide the protection, acquisition, and programming of city-owned historic resources; and improve coordination among stakeholders who impact the preservation of Raleigh's cultural and architectural ~~heritage~~ legacy.

Raleigh has a unique ~~heritage~~ history. The city remains one of two planned state capitals in the country. Since its establishment in 1792 when the land for Raleigh was purchased from Joel Lane, Raleigh's status as the capital city of North Carolina has shaped its evolution. The city escaped destruction by General William Sherman during the closing days of the Civil War, and continues to ~~enjoy~~ exhibit numerous visual aspects of its original plan, parks, and early built environment.

As the seat of a biennial legislative government, the primary economic engine during Raleigh's first one hundred fifty years was government and associated businesses that supported government services. Raleigh experienced periods of very slow to nominal growth due to this lack of economic diversification. Growth patterns changed significantly with the establishment of Research Triangle Park (RTP) in 1959. The RTP project fostered large-scale economic development, which in turn created expansive diversification and change. Raleigh's cultural resources are a reflection of the economic eras, styles of fashion, architectural traditions, and ways of life that have defined the city during its transformation from Joel Lane's fields of 1792 to today's Research Triangle.

The City of Raleigh established its historic preservation program in 1961, and its historic resources and museum program in 2012. Our city has a long history of historic preservation leadership and success. But like many other American cities, cumulative unrelated decisions of the past 50 years to demolish or alter buildings, or to build upon open space, have seen an erosion of the city's physical heritage. Raleigh's high rate of growth presents continuing issues today:

- Fragility of the city's historic identity. Historic resources as a percentage of Raleigh's built environment are ~~becoming rare~~ diminishing. Only six percent of the city's housing dates from before 1950.
- Tension between the modest scale of Raleigh's historic downtown core, and the development pressures associated with a twenty-first century central business district in one of the country's 50 largest cities. Raleigh has the opportunity to distinguish itself from other large American cities through careful preservation of its historic core.
- Disparity between building size and zoning envelope: the size of existing buildings ~~are~~ is frequently substantially smaller than the current zoning classifications' permitted building envelope, which puts economic pressure on historic resources.
- Lack of policy guidance for National Register-listed and -eligible properties.
- Lack of attention paid to unique and/or historic properties that do not have a formal designation.

- ~~The residential~~ Residential teardown/ and infill phenomenon in designated National Register ~~historic~~ Historic districts-Districts. Piecemeal change is eroding the architectural heritage of the city and affects the integrity of ~~these~~ older neighborhoods. Impacts are also being felt in eligible historic districts, with the result that some are no longer eligible, and others are at risk.
- ~~Raleigh's treasure~~ Lack of appreciation of mid-century modern architecture ~~is~~ puts these treasures at risk from ~~lack of recognition and appreciation~~.
- Lack of transitions around historic resources, which can sometimes lead to jarring juxtapositions of scale and proximity that detract from the character of the historic resource's setting.
- Under-marketing and simplistic presentation of Raleigh's historic assets by the city's tourism industry, along with lack of coordination and integration among those assets, weakens our economic development potential for heritage tourism.
- ~~Lack of~~ Poor communication/ and understanding among city departments of the related roles/ and responsibilities in ~~preservation~~; and.
- The City's historic preservation program needs of both city-owned and privately-owned historic properties.
- Historic preservation programs need to be broadened to recognize landscapes and archaeological resources. Our efforts are ~~it is~~ heavily weighted toward buildings and architectural significance, and neglects the wider sphere of cultural resources, including but not limited to designed and natural landscapes, cemeteries, historic sites, view corridors, archaeological resources, and other forms of cultural heritage.

More information on these issues can be found in the Historic Resources chapter of the 2008 City of Raleigh Community Inventory Report.

The City of Raleigh plays an essential role in the stewardship of our community's historic resources, whose stories connect our past with our future. In addition to preserving these historic resources, the city must interpret the community's history through its publicly owned historic properties, museums, and programs to attract more use and visitation while balancing conservation of resources. Providing public programming and access to historic resources is essential to promoting a culture that recognizes and appreciates the value of these assets.

Currently, the Historic Resources and Museum Program oversees operations and programs at the Borden Building and Stone Circle at Fletcher Park, the City of Raleigh Museum, the Fred Fletcher Amphitheater at Fletcher Park, John Chavis Memorial Park Historic Attractions, the Latta University Site, Mordecai Historic Park, the Pope House Museum, Pullen Park Historic Attractions, and the Raleigh Trolleys.

Historic preservation is fundamentally related to the city's development history, and preservation issues and impacts can be encountered in all of the Comprehensive Plan's elements. The policies of the Historic Preservation Element-Section advance all six vision themes that serve as the overarching goals of the 2030 Comprehensive Plan.

Relative to Economic Prosperity and Equity, adaptive use and rehabilitation of existing buildings serve the small entrepreneur locating a start-up business just as they do the larger developer using tax incentives for rehabilitation. Each dollar spent on rehabilitation creates more local jobs than new construction, and more of that dollar stays in the local economy, circulating multiple times. Historic preservation is also the necessary first step to capitalize on the city's heritage tourism potential.

Rehabilitation of existing housing units and adaptive use of other building types for housing Expands Housing Choices by providing residents with options that possess deeper cultural meaning and unique design qualities. The smaller size of many historic dwellings contributes to the city's stock of market rate affordable housing and workforce housing.

Historic preservation helps to Manage our Growth by promoting the re-use of existing buildings and resources by maintaining their utility or reversing decay. This reduces the leapfrogging and abandonment effects of sprawl by retaining and enhancing the quality of life in already developed areas of the city.

Historic development patterns integrated land use and circulation in a compact street grid serving multiple modes of transportation. Preservation maintains these human-scale higher-density historic patterns of development, furthering the goal of Coordinating Land Use and Transportation.

Carl Elefante, AIA, LEED AP aptly coined the phrase, "The greenest building is one that is already built." In addition to using green building technology in new construction, sustainable development also embraces the preservation of existing buildings and structures. Reusing existing buildings saves landfill space and the energy expended in recycling materials from demolition. Historic preservation also plays a strong role in economic sustainability and social/cultural sustainability, advancing the Comprehensive Plan's goal of Greenprint Raleigh.

Many of Raleigh's historic neighborhoods with mature tree canopies and distinctive architectural character are attractive residential communities, contributing to the goal of Growing Successful Neighborhoods and Communities. Historic preservation conserves the best qualities of these places by preventing unnecessary demolition through restoration, rehabilitation, and adaptive use of existing structures, while ensuring that new construction is in keeping with the special character of the neighborhood and community.

Policies and actions to implement the Historic Preservation Element appear in the next section. To track the efficiency of the city's policies, numbers that relate to the city's six any of the Comprehensive Plan's vision themes are used throughout the that may be relevant to a particular policy section as follows are indicated by one of six icons. The vision themes are:

1. Economic Prosperity and Equity.
2. Expanding Housing Choices.
3. Managing Our Growth.
4. Coordinating Land Use and Transportation.
5. Greenprint Raleigh.

6. Growing Successful Neighborhoods and Communities.

In this Section and throughout the Plan, Key Policies used to evaluate zoning consistency are noted as such with an orange dot (.).

The Two Designation Programs: Federal and Raleigh Local

The National Register of Historic Places is the nation's official list of buildings, structures, objects, sites, and districts worthy of preservation for their local, statewide, or national significance in American history, architecture, archaeology, and culture. Though the National Register is a federal program, nominations are submitted by the states through state historic preservation offices. The listing of a property in the National Register places no obligation or restriction on a private owner using private resources to maintain or alter the property. Over the years, various federal incentives have been introduced to assist private preservation initiatives, such as the rehabilitation tax credit. Maps HP-1 and HP-2 illustrate existing and potential National Register individual and district listings.

National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Today, fewer than 2,500 historic places bear this national distinction. Map HP-1 identifies Raleigh's three National Historic Landmarks.

The Raleigh Historic Landmark and Historic Overlay District designations ~~should not be confused with National Register listings. These designations~~ are made by the Raleigh City Council on the recommendation of a local historic preservation commission. This program of local designation is an option available to local governments under North Carolina enabling legislation (G.S. 160A-400). Local designation establishes a design review process to preserve the special character of historically significant landmarks and districts. Raleigh Historic Landmarks are also eligible for a 50 percent property tax deferral. Maps HP-3 and HP-4 show Raleigh's existing and potential designations of individual landmarks and historic overlay districts.

12.1 Raleigh's Historic Identity

Created in 1792 as the planned site for the capital city of North Carolina, Raleigh carries a certain expectation of cultural dignity associated with a seat of government. Historic resources help convey that image. They also provide the special character and scale that distinguish Raleigh from other places and give the city a certain "southern-style" livability. This broader view does not diminish the importance of protecting significant landmarks. Rather, it seeks to recognize and preserve the essence of a historic southern capital city, conserve that essence, and recognize its value in shaping Raleigh's future urban form.

Preservation seeks to capitalize upon and nurture those distinctive places, neighborhoods, and landscapes that make our city unique. Preservation seeks to ensure that we do not overlook the built and natural environments that define our cultural identity.

~~The following overarching policies relate to the city's historic identity.~~

Policy HP 1.1 Stewardship of Place

Foster stewardship of neighborhood, place, and landscape as the city grows and develops.

Policy HP 1.2 Cultural and Historic Resource Preservation

Identify, preserve, and protect cultural and historic resources, including buildings, neighborhoods, designed and natural landscapes, cemeteries, streetscapes, view corridors, and archaeological resources.

Policy HP 1.3 Economic Value of Historic Preservation

Promote the city's cultural and historic identity as an economic asset. See also Element D Section 6: 'Economic Development' for heritage tourism policies.

Policy HP 1.4 Cultural and Historic Resource Programming

Promote, coordinate, and strengthen the advocacy and advancement of public programs within the Historic Resources and Museum Program to further the cultural development of the City of Raleigh.

Action HP 1.1 Historic View Corridors

Conduct a historic view corridor analysis. Develop strategies to protect identified historic view corridors.

Action HP 1.2 Evaluation of Archaeological Significance

Research other municipal archaeology programs and consider incorporating archaeological considerations in development plan review to ensure that archaeological significance is evaluated.

Action HP 1.3 Cultural and Heritage Tourism Marketing

Collaborate with internal and external stakeholders, including the Greater Raleigh Convention and Visitors Bureau, the Greater Raleigh Chamber of Commerce, Downtown Raleigh Alliance, owners of heritage sites, and others ~~stakeholders~~ in Wake and surrounding counties to develop cohesive historic identity themes, marketing products, and educational leisure experiences for residents and visitors.

Action HP 1.4 Wayfinding and Interpretive Signage

Include historic resources in the city's wayfinding signage system. Explore the feasibility of wayfinding signs on the city Greenways. Strengthen the Capital City Trail as a heritage and cultural tourism resource.

Action HP 1.5 ~~Reserved~~ Completed 2015

Action HP 1.6 Historic Resource Interpretation Through Digital Technologies

Expand educational and outreach opportunities afforded by existing and emerging electronic media, including specialized smartphone apps, GPS annotation, and touchscreen kiosks and displays.

12.2 Planning, Zoning, and Neighborhood Conservation

Raleigh is fortunate to have a collection of exceptional historic, pre-war, and post-war residential neighborhoods that have retained their ability to attract new residents and investment. These areas are marked by their intimacy of scale, maturity of landscape and tree canopy, and integration with historic commercial streets and centers.

Survey and identification of historic resources provide the foundation for planning tools to protect and enhance the city's historic identity on a citywide scale. Regular updating of the survey is necessary to reflect the passage of time, the recognition and development of new historic contexts, and the progression of professional standards.

Planning and zoning tools sympathetically applied can enhance the limited protection for historic resources gained by local historic designation programs. The following policies address planning and regulatory approaches and improvements that can be applied citywide to meet the city's historic preservation goals.

Policy HP 2.1 Historic Property Inventories

Maintain accurate inventories of eligible historic properties in city databases using all available technologies so properties can be considered in planning and development actions.

Policy HP 2.2 National Register Listing

Support the nomination of eligible historic resources for listing on the National Register of Historic Places.

Policy HP 2.3 Raleigh Historic Designation

Encourage and sponsor the designation of eligible historic resources for local protection.

Policy HP 2.4 Protecting Historic Neighborhoods

Protect the scale and character of the city's historic neighborhoods while still allowing compatible and context-sensitive infill development to occur.

Policy HP 2.5 Conserving Older Neighborhoods

Develop plans and programs to conserve older neighborhoods that have a unique scale and identity, but are not yet protected by an overlay district.

Policy HP 2.6 Contextual Historic Landscapes

Retain, protect, and maintain access to open spaces and significant natural features, such as streams, mature trees, and hills that are adjacent to and contribute to a historic resource.

Policy HP 2.7 Mitigating Impacts on Historic Sites

Development proposals adjacent to or including historic sites should identify and minimize or mitigate any negative development impacts on those sites.

Policy HP 2.8 Preservation and Capital Project Planning

Protect and mitigate the adverse impacts of city capital projects on National Register-listed and -eligible resources.

Action HP 2.1 Existing Survey and Designation Reports

Evaluate previous survey areas and designations; update surveys and designation reports as necessary to reflect current professional standards, new historical contexts, and the passage of time. Include view corridor, landscape, and archaeological considerations.

Action HP 2.2 Periodic Updates of Survey

Conduct survey updates when necessary, but at least every 10 years, to identify resources gaining significance due to the passage of time.

Action HP 2.3 Historic Resource GIS Data

Use GIS to map current and future historic architectural survey information and to identify areas of cohesive character. Apply preservation planning tools in these areas.

Action HP 2.4 Historic Landscape Surveys

Conduct an open space and designed landscape survey and ensure that landscape significance is evaluated in every designation application.

Action HP 2.5 Local Landmark Designation

Identify and designate any eligible properties not currently designated as Raleigh Historic Landmarks.

Action HP 2.6 Downtown Historic Overlays

Consider designating local historic overlay districts in downtown for Fayetteville Street National Register district and Depot National Register district.

Action HP 2.7 Applying Zoning Regulations and Planning Tools

Use Historic Overlay Districts, Neighborhood Conservation Overlay Districts, and other zoning regulations and planning tools in response to neighborhood requests for protection and conservation.

Action HP 2.8 Transfer of Development Rights

Explore the use of transfer of development rights to protect historic landmarks.

Action HP 2.9 ~~Reserved~~ Completed 2013

Action HP 2.10 Preservation Criteria for Capital Projects

Establish and apply project planning criteria that require evaluation and mitigation of adverse impacts to historic resources for all city capital projects.

Action HP 2.11 Assessing Impacts to Historic Resources

Revise the review standards for rezoning petitions, subdivisions, and site plan applications to require that submittals provide an analysis of potential impacts on local or National Register-listed historic resources. Where adverse impacts are identified, require proposals to minimize and mitigate such impacts.

Action HP 2.12 Economic Hardship Provisions

Seek local state enabling legislation to allow economic hardship as a consideration in Certificate of Appropriateness deliberations.

Action HP 2.13 Historic Resource Management

Actively seek, acquire, manage, and program unique historic properties and assets that are critical to preserving the city's heritage and singular story.

12.3 Housing and Building Codes, Rehabilitation, and Adaptive Use

Preservation of architectural resources on an individual basis depends in large measure upon the continuing utility and economic performance of the building. Property owners act as stewards of historic resources valued by the broader community. The writing, interpretation, and application of public codes that govern building improvement activities and life safety can either encourage or hinder owners in building preservation. The following policies address the regulatory environment for maintaining, improving, and adapting historic structures for continuing use.

Policy HP 3.1 Adaptive Use

Encourage adaptive use of historic properties to preserve cultural resources and conserve natural resources.

Policy HP 3.2 Retention Over Replacement

Encourage the preservation and rehabilitation of significant or contributing existing structures, favoring retention over replacement, especially in areas where other historic resources are present.

Policy HP 3.3 Adaptive Use and Parking

Additional parking required for nonresidential adaptive use should be located to the rear of the historic structure unless an historic pattern suggests otherwise.

Policy HP 3.4 Context Sensitive Design

Use the existing architectural and historical character within an area as a guide for new construction.

Policy HP 3.5 Existing Building Code

Encourage the application of the 2015 North Carolina state-Existing Building Code for historic resource rehabilitation proposals.

Policy HP 3.6 Minimum Housing Code Application

Apply the city minimum housing code in a manner that ensures the preservation of historic resources.

Policy HP 3.7 Demolition

Discourage speculative demolition of historic resources and the removal of historic resources prior to issuance of building permits for new construction on the site. Replacement proposals should provide justification for demolition and removal.

Policy HP 3.8 Housing Assistance

Expand low- to mid-income housing assistance programs to include historic structures.

Action HP 3.1 Parking Reduction for Adaptive Use

Initiate a City Code text change to reduce parking requirements for adaptive use projects to minimize site development impacts for historic sites and neighborhoods.

Action HP 3.2 Historic Resources and Affordable Housing

Identify historic resources that can be successfully used to meet the city's housing goals. Low-income housing and historic rehabilitation tax credits can be combined when historic structures are rehabilitated for affordable housing.

Action HP 3.3 Housing Code and Preservation Coordination

Coordinate the ~~Inspections Department's~~city's minimum housing code enforcement activities with the ~~City Planning Department's~~city's preservation staff in identifying and determining public hazards that involve historic resources and encouraging the owner to abate the violation through repair, not demolition.

Action HP 3.4 City Repair and/or Acquisition

Develop city procedures to abate violations affecting historic resources through repair and/or acquisition rather than demolition when the owner is uncooperative.

Action HP 3.5 Unsafe Building Code and Preservation

Evaluate potential Unsafe Building determinations against the ~~Code of General Ordinances Division II, Part 10, Chapter 6., Article J. Unified Development Ordinance's~~ section on "Demolition by Neglect of

Historic Landmarks and Structures within Historic Overlay Districts” to determine which enforcement tool would most likely result in abatement of the violation and preservation of the resource.

Action HP 3.6 Demolition Permit Conditions

Institute permit mechanisms based upon specific criteria and findings so that demolition permits for National Register-designated property or Raleigh-designated historic resources approved for removal are only issued at the time of submittal for new construction building permits.

Action HP 3.7 Demolition Denial Criteria

Explore feasibility of seeking local state enabling legislation modeled after New Bern, NC to allow demolition to be denied based on meeting specific criteria.

12.4 Coordination and Outreach

There are a wide range of private, non-profit, and public owners and stakeholders involved in the conservation and management of the city’s historic resources. Broader awareness of the goals, policies, and incentives for historic preservation by individual property owners can aid the process of programming, preserving, and rehabilitating these resources. Awareness of historic resources can also create civic pride and foster a stronger sense of civic identity for Raleigh’s residents. Collaboration among stakeholders can leverage historic preservation tools to meet complementary goals and objectives. The following policies will encourage agencies, organizations, and citizens to build support for and strengthen the effectiveness of historic preservation these activities.

Policy HP 4.1 Historic Preservation Awareness

Promote awareness and appreciation of Raleigh’s cultural heritage and historic resources preservation opportunities.

Policy HP 4.2 Historic Preservation and Other Goals

Encourage the use of preservation tools to advance housing diversity and market affordability, economic development, environmental sustainability, parks and recreation, and urban design.

Policy HP 4.3 Interagency Coordination

Promote interagency coordination among the Department of City Planning; Inspections, Public Works, Public Affairs, Parks and Recreation, Community Development, Development Services; Office of Sustainability; Public Utilities; Engineering Services; Communications; Parks, Recreation and Cultural Resources; Housing and Neighborhoods; and other departments/agencies as needed, as well as the State Historic Preservation Office, to provide the city with the most effective preservation programs and services.

Policy HP 4.4 Support for Preservation Organizations

Continue to support the efforts of the Raleigh Historic ~~Districts Development~~ Commission and the Wake County Historic Preservation Commission ~~Resources and Museum Advisory Board~~, as well as ~~by working with other public, private, and non-profit~~ preservation entities.

Policy HP 4.5 Support for Neighborhoods

Support neighborhood efforts to pursue both federal and Raleigh historic designations, and to make use of zoning overlay districts.

Policy HP 4.6 Resource Protection in Future Urban Areas

Significant historic buildings and properties in the Urban Service Area should be ~~incorporated~~ evaluated for incorporation into future park facilities.

Policy HP 4.7 Mid-century Modern

Recognize and celebrate Raleigh's mid-century modern architecture. Promote the preservation and rehabilitation of these properties.

Policy HP 4.8 State and Federal Programs

Take full advantage of state and federal historic preservation support programs.

Policy HP 4.9 Publicly-owned Historic Resource Awareness

Interpret Raleigh's history through its historic properties, museums and programs to attract more use and visitation while balancing stewardship and preservation of resources.

Action HP 4.1 Public Outreach

Develop outreach programs to educate the public on the various federal and local preservation programs outlined in the Historic Preservation ~~Element~~ Section.

Action HP 4.2 Preservation Advocacy Group

Work to create an independent non-profit advocacy group for historic preservation focused on Raleigh.

Action HP 4.3 Rehabilitation Development Corporation

Establish a non-profit "Rehabilitation Development Corporation" in collaboration with the ~~Community Development~~ Housing and Neighborhoods Department, Wake Technical Community College, and the ~~Small Business Incubator~~ Office of Economic Development and other relevant entities to rehabilitate existing housing units; train craftspersons in preservation technology, skills, and appropriate design; and establish small business entrepreneurs in rehabilitation fields, such as window repair and millwork.

Action HP 4.4 ~~Reserved~~ Completed 2011

Action HP 4.5 Certified Local Government

Maintain the city's participation in the federal Certified Local Government (CLG) program.

Action HP 4.6 ~~Preserve America Designation~~ ~~Reserved~~ ~~Removed 2018~~

Seek designation of the City as a federal "Preserve America Community."

Action HP 4.7 Increase Historic Sites and Museum Visitation

Advocate and promote traditional site-based visitation as well as utilize technology to provide remote experiences for non-site based visitation for city-owned properties.

Action HP 4.8 Historic Resources and Museum Program

Identify and document the mission, vision, and goals of the Historic Resources and Museum Program.

Action HP 4.9 Historic Resources and Museum

Evaluate the need and funding opportunities to development and implement a Historic Resources and Museum Plan.

12.5 Funding and Incentives

Federal, state, and local governments have a responsibility to protect cultural and heritage resources on behalf of the entire community. In addition to planning and regulatory tools, funding and grants, tax incentives, and other funding sources are frequently applied to assist in advancing historic preservation and resource management goals. Financial considerations are a major factor in the continued utility, economic performance, and community-wide heritage value of historic resources. The following policies address the city's investments in historic preservation as well as financial incentives provided by other entities.

Policy HP 5.1 City Support for Historic Preservation Planning

Coordinate and expand city funding and incentives for preservation planning to reduce the current designation backlog and keep pace with growth and redevelopment pressures on historic resources.

Policy HP 5.2 Outside Support for Historic Preservation

Actively seek opportunities to leverage outside funding, incentive, through grants, donations, incentives, partnerships, and acquisition programs.

Policy HP 5.3 Financial Incentives for Preservation

Promote the availability of the Raleigh Historic Landmark property tax deferral incentive and state and federal rehabilitation tax credit programs. Note their value as economic development tools as well as historic preservation incentives.

Policy HP 5.4 City Support for Publicly-owned Historic Resource Preservation

Coordinate and expand city funding and incentives for management of historic resources, to expand public access, and increase public access and visitation.

Action HP 5.1 Historic Overlay District Tax Deferral

Seek state enabling legislation authorizing Raleigh to grant a limited property tax deferral for properties in historic overlay districts, similar to the program in place for historic landmarks.

Action HP 5.2 Historic Preservation Loan Fund

Evaluate the past use and purposes of the city's current Revolving Historic Preservation Loan Fund; consider broader authorized purposes, such as city acquisition of historic properties, housing and unsafe building code violation repairs, gap financing, and other potential uses.

Action HP 5.3 Preservation Easements and Acquisition

Continue to work with identified public, private, and non-profit entities to obtain preservation easements or restrictive covenants that preserve historic properties. Promote the tax benefits of donations and bargain sales.

Action HP 5.4 ~~Preserve America Grants~~ Reserved/Removed 2018

~~Apply for federal Preserve America Community grants for heritage tourism projects.~~

Action HP 5.5 Property Tax Freeze for Certified Rehabilitation

Support state enabling legislation to create a property tax freeze program for certified rehabilitation of designated historic resources.