Historic Preservation Master Plan

Prepared for:

City of Salisbury, North Carolina

Prepared by:

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Historic Preservation Master Plan

Salisbury, North Carolina

A community-based preservation master plan conducted for the City of Salisbury, through a Historic Preservation Fund grant from National Park Service and administered by the North Carolina State Historic Preservation Office.

Prepared by:

Arnett Muldrow & Associates

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1.0 Introduction

Salisbury's Historic Preservation Master Plan seeks to establish a unified preservation vision, strategic goals and outcomes, and specific tasks to achieve these goals. The plan has been a community driven process, where Salisbury, its preservation organizations and concerned citizens have worked together to craft the master plan and its recommendations.

The document begins with an overview of the historic preservation practices and programming for the City of Salisbury as well as its independent preservation partners. This is followed by a plan vision statement, strategic outcomes, and plan recommendations.

Due to the vision and guidance of a few pioneers, Salisbury is a respected leader in historic preservation in North Carolina and beyond. These visionaries recognized the importance of Salisbury's culture, architecture, and history. More importantly, they realized the need to establish tools to preserve these assets for generations to come. In doing so, they planted deep roots for a strong preservation ethic that continues to this day.

Founded in 1972, the Historic Salisbury Foundation has led the way. Working with the City of Salisbury, it helped to establish one of the earliest locally zoned historic districts in the state. Nearly 40 years later, roles and responsibilities have grown, and the Foundation continues to lead the preservation movement in Salisbury.

Salisbury's success over time has also brought increasing challenges. While the community has great neighborhoods and historic architecture, it has a large, aging housing stock. Some neighborhoods are protected while others are not, and all neighborhoods struggle with livability concerns. The community has enjoyed continued economic development, and its historic downtown is a testament to the importance of history and preservation. However, this growth often puts pressures on Salisbury's historic architecture and its history. Many feel that while the preservation ethic runs deep here, there is a growing apathy and general lack of understanding of the importance of preserving Salisbury's past. Finally, Salisbury is challenged in terms of sheer scale, with a tremendous amount of historic architecture and neighborhoods, and broad-based preservation programming. Because of this, the City and its partners have increasing challenges related to financial and staffing resources.

1.1 Process

In the interest of strengthening its neighborhoods and providing a high quality of life to its citizens, the City of Salisbury set a path to create this historic preservation master plan. The plan is comprehensive and long-term, and is intended to serve as a policy guide and decision-making tool for continued preservation efforts. The planning process involved a high level of citizen and stakeholder engagement, with the goal of establishing a community vision for preservation planning and policies, ultimately outlining a sustainable program for the City and its partners.

Salisbury was designated as a Certified Local Government (CLG) by the State of North Carolina. As a CLG, Salisbury is eligible for technical assistance and training, as well as funding in the form of grants for preservation activities. This Historic Preservation Master Plan is funded in part through a Historic Preservation Fund grant from the National Park Service.

City Council Resolution

On August 3rd, 2010, City Council adopted a resolution detailing the goals of the Historic Preservation Master Plan, providing guidance and establishing potential outcomes of the planning process. These goals are summarized below.

1. Develop a vision, goals, and strategies for future historic preservation efforts in Salisbury.
2. Review criteria for the ongoing inventory, expansion, and designation of National Register Historic Districts within Salisbury and its ETJ.
3. Address administrative framework in Salisbury, including sustainable efforts as districts and preservation activities are expanded.
4. Recommend a system for community education and public outreach.
5. Recommend strategies for the preservation of properties both inside and outside of designated historic districts.
6. Address inherent conflicts between historic resource protection and minimum housing standards.
7. Identify and prioritize updates to designated districts that need resurveying.
8. Create a long-term, implementable plan.

The resolution also established a Historic Preservation Advisory Committee with membership that includes a broad base of stakeholders interested in preservation. The committee was comprised of owners of historic property, representatives from the boards of key agencies such as Historic Salisbury Foundation, as well as community leaders who have furthered historic and neighborhood preservation efforts. The city then retained a consultant to facilitate the planning efforts with guidance from the Advisory Committee, city staff, and community stakeholders.

Plan Scope

The planning process had five phases:

- **Background Review and Inventory** – This consisted of reviewing existing historic resources, inventories, and neighborhoods, as well as Salisbury's current codes and guidelines addressing preservation. This also includes a review of current and past preservation initiatives led by the City and independent agencies.
- **Stakeholder and Public Input** – A community-driven process has always been the model for plans developed by the City. For the Historic Preservation Master Plan, input was ongoing throughout the duration of the process, beginning with one-on-one interviews and focused roundtable discussions held to garner stakeholder perspectives on preservation planning issues. This included representatives of:

  - Historic Salisbury Foundation
  - Historic Neighborhood Alliance
  - Downtown Salisbury, Inc.
  - Neighborhood Associations (West Square, Fulton Heights, North Main, Brooklyn-South Square, Ellis Street Graded School, Park Avenue, and West End)
  - City Council
  - Historic Preservation Commission
  - City Staff (Historic Preservation, Planning, and Enforcement)
  - Other Preservation Stakeholders

  The process also included three open public meetings to garner input from general citizens. A project website was created to garner continued input, and was used to distribute plan materials over the course of the process.
- **Visioning & Goals** – The plan is strategic in nature, and the process has been formatted to mirror the strategic planning and goal setting of City Council. Multiple meetings were held with the Advisory Committee to discuss the planning process, overall preservation issues, as well as the results of the ongoing stakeholder and public input. These meetings culminated with a preservation vision statement, core plan elements, and outcomes to achieve for each element.

- **Draft Plan** – A draft preservation action plan was developed including phased planning tasks for Salisbury and the preservation community to implement over time. The draft recommendations are based on the core values and emerging themes established through public and stakeholder input. The draft plan and its recommended strategies were presented to the Advisory Committee in a planning work session, as well as to the general public in an open meeting.
- **Final Plan** – The final plan represents a comprehensive vision for preservation in Salisbury including a strategic policy map for achieving the goals of the plan. The document contains a Preservation Strategy Board detailing short, medium, and long-term implementation strategies, suggesting organizational participation for key tasks. Finally, it presents a method for collaboration between the City and independent preservation agencies, including benchmarks to evaluate the progress of the implementation process.

1.2 Study Area

The plan addresses strategic preservation planning issues in the City of Salisbury as well as within its extraterritorial zoning jurisdiction (ETJ). It is important to note that while there is a specific geographic study area, this plan is not intended to include a detailed inventory of historic resources with the City and the ETJ. Rather, the plan addresses preservation *policies* within the study area. The City's current inventory includes various National Register Districts as well as the 2001 Architectural Survey. These areas are identified in the map below, and are summarized in the next section.

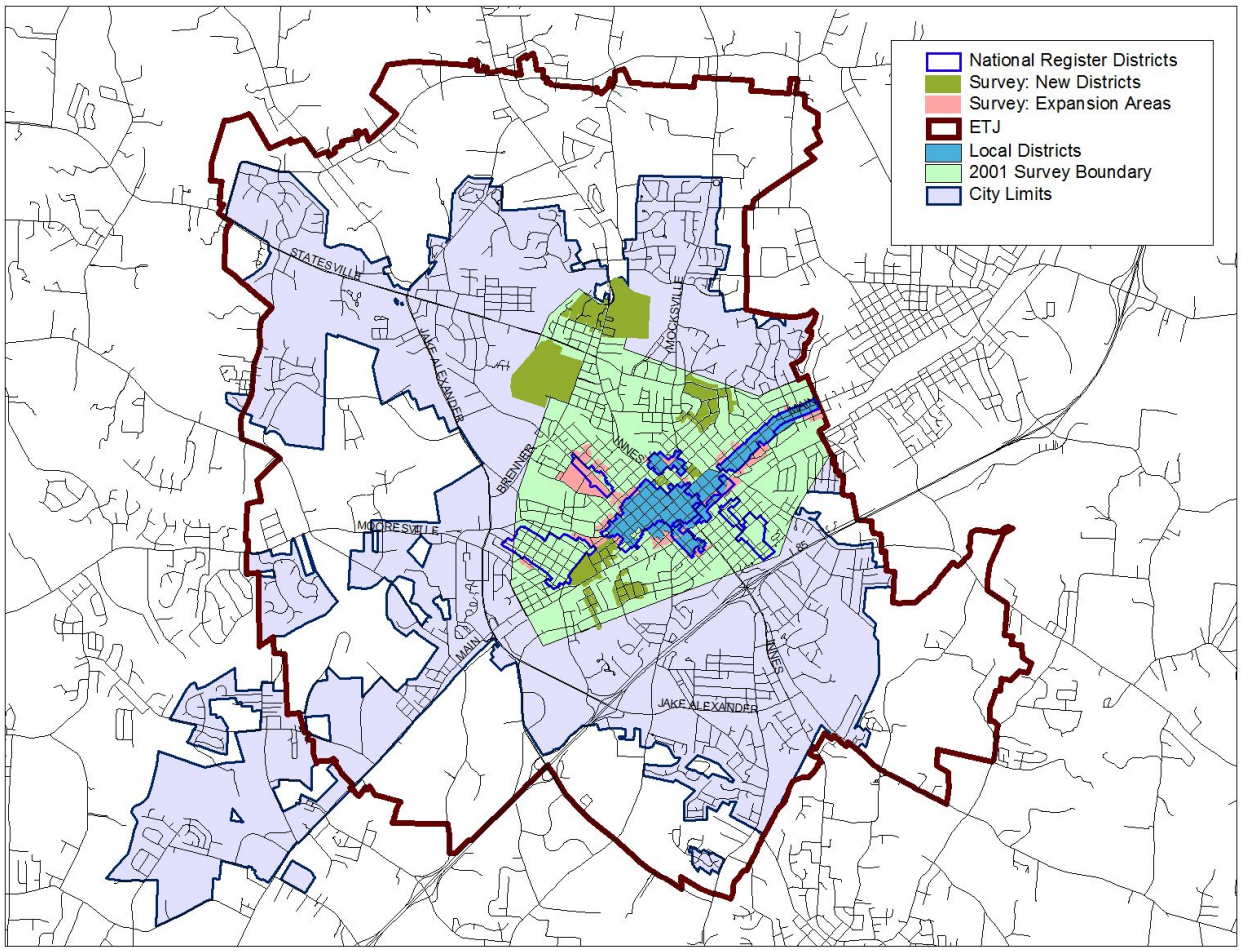


Figure 1: Salisbury Historic Preservation Master Plan Study Area.

2.0 Background Review

This section presents the results of the background review compiled into four areas.

- Historic Resources – detailing Salisbury's historic neighborhoods, designated districts, and individually listed buildings.
- Preservation Toolbox – the City of Salisbury's codes, guidelines, and incentives that directly or indirectly address historic preservation.
- Preservation Partners – an overview of other independent agencies and their initiatives related to Preservation.
- Other Preservation Activities – a review of other planning efforts that have addressed general preservation issues.

2.1 Historic Resources

The City of Salisbury has one of the oldest preservation programs in North Carolina, and a tremendous amount of historic architecture, designated districts, and older neighborhoods. The development and growth of its programming, both public and private, has made Salisbury a respected leader in preservation.

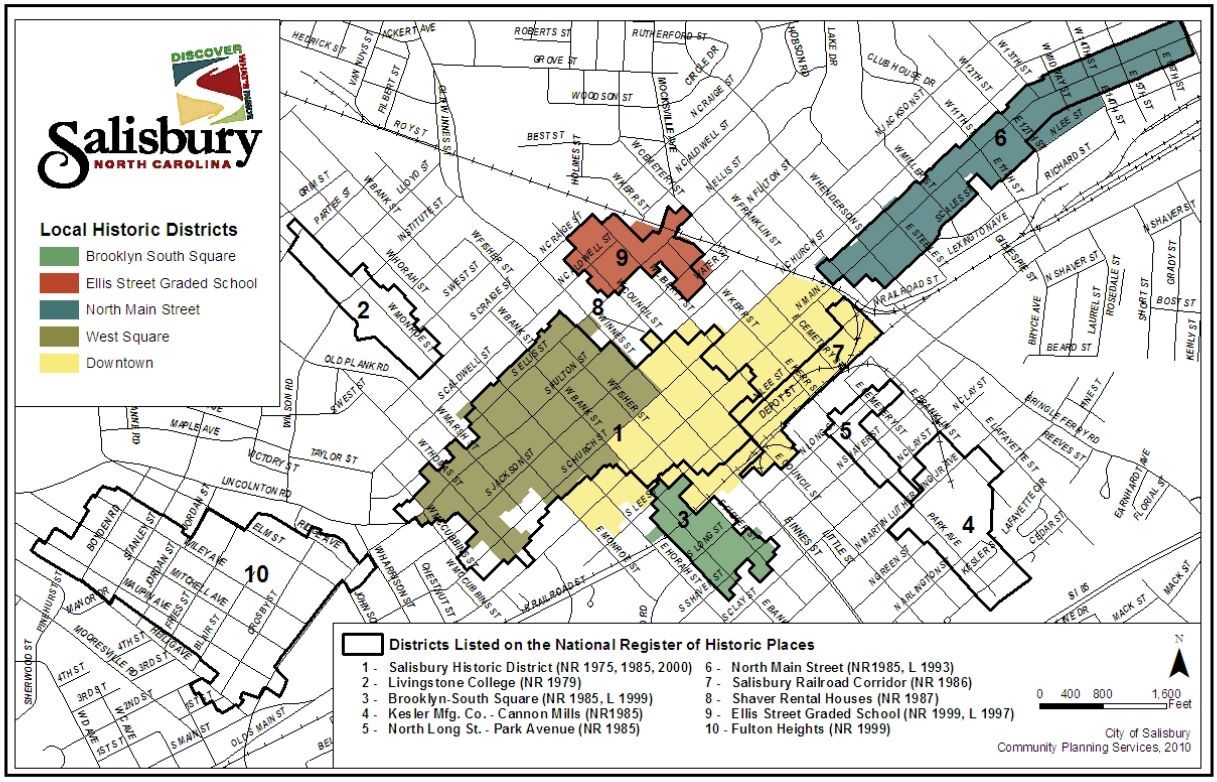


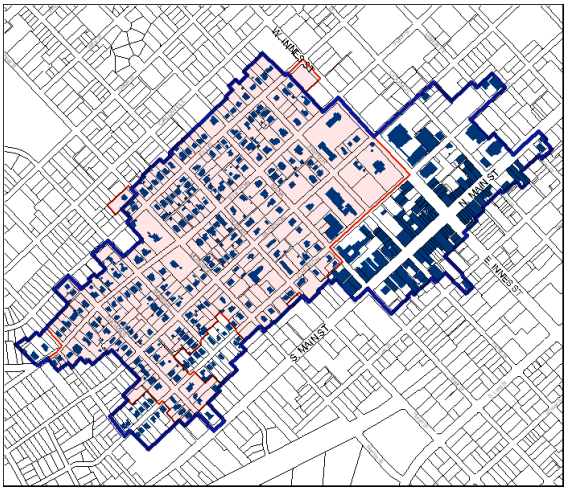
Figure 2: Salisbury National and Local Historic Districts. Source: City of Salisbury

Designated Historic Districts

There are ten national register districts in Salisbury encompassing approximately 1,500 properties. Five districts are locally designated, falling under the review of the Historic Preservation Commission and design guidelines. An overview of each district is shown below.

Salisbury National Register District

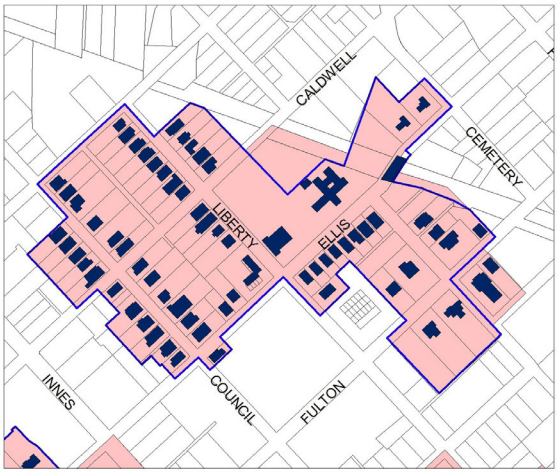
West Square Local District



Designation: National and Local
Year: 1975
Extended: 1988,1989, 2000
Properties: 360

This is the oldest designated district in Salisbury having been established as a Local and National Register district in 1975. As such, it represents the beginning of the Salisbury's ongoing inventory and preservation programming. The district includes the original town plan, the 112 lots around the intersection of Main and Innes. In the West Square residential portion, the district includes a wealth of building styles from the late-nineteenth and early-twentieth century including Federal, Neo-Classical Revival, Greek Revival, Italianate, Queen Anne, Spanish Mission, and Craftsman. Many of Salisbury's most prominent citizens constructed homes in the West Square, and it is still the place of residence of many community leaders and preservation pioneers. The downtown commercial portion includes late-nineteenth and early-twentieth century vernacular commercial structures, as well as Late Victorian, Mission Style, Beaux-Arts, Richardsonian Romanesque, etc. Key buildings in the Salisbury district include Dr. Josephus Hall House, Archibald Henderson Law Office, Old Rowan County Courthouse, among others. (Source: Salisbury Historic District National Register Nomination Form, 1975.)

Ellis Street Graded School District



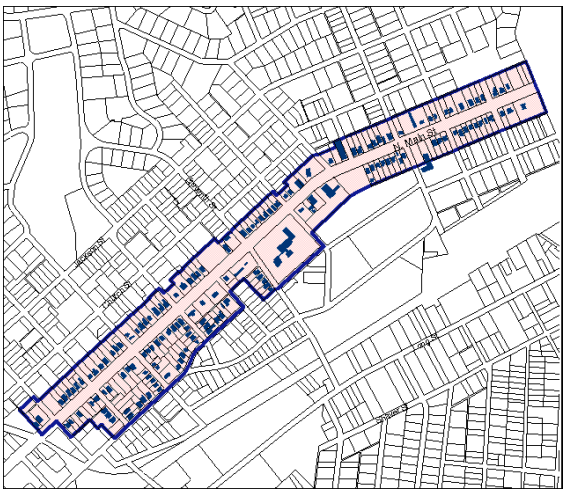
Designation: National and Local
Year: 1999 (NR), 1997 (Local)
Properties: 70

The Ellis Street Graded School lies at the heart of this district. The brick cruciform institutional building was constructed in 1880-1881 and is of Italianate design. It is Salisbury's oldest educational facility and served as a grade school, high school, and elementary school. Today, the building is used as administrative offices for the school district. The Ellis Street district developed during the late-nineteenth and early-twentieth century, as Salisbury experienced growth due to Spencer Shops and an expanding downtown. The dominant architectural styles include Queen Anne, Italianate, and Salisbury's largest grouping of Craftsman bungalows. Across from the school are four identical Tudor Revival style homes. The oldest building in the district is the David A. Atwell House on West Kerr, constructed in 1867 as a two-story structure with Greek Revival elements. (Source: Ellis Street Graded School National Register Nomination, 1999.)

The district also includes Shober Bridge listed as a contributing structure in the National Register District. The timber bridge spans the railroad tracks and was the site of the crossing of General Stoneman's Raid into Salisbury in April of 1865.

North Main Street National Register District

Designation: National and Local
Year: 1985 (NR), 1993 (Local)
Properties: 172



The North Main Street district developed at the time of the growth of Southern Railroad Company's Spencer Shops in nearby Spencer. The district became a destination for railroad personnel of many levels, including skilled workers and managers, as well as local businessmen and community leaders. Its period of significance ranges from 1900-1935, and includes a number of architectural styles such as Late Victorian, Colonial Revival, and Bungalow homes. (Source: North Main Street National Register District Nomination, 1985.)

The elongated district spans portions of twelve blocks from downtown and the railroad tracks, to Spencer and Salisbury's eastern boundary. The neighborhood is predominantly residential with a small commercial area that has developed between 12th and Midway Streets.

Brooklyn-South Square National Register District

Designation: National and Local
Year: 1985 (NR), 1999 (Local)
Properties: 88

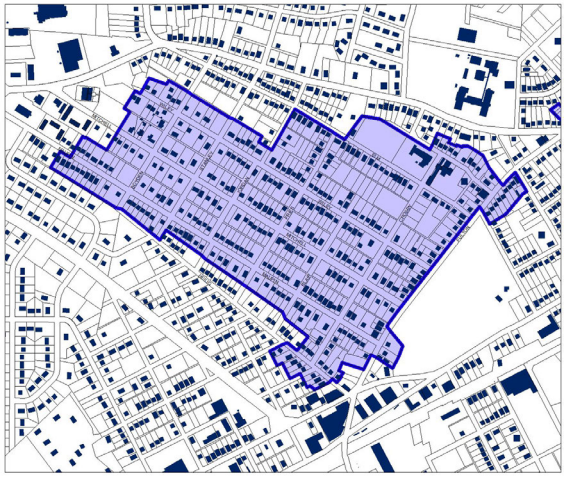
Brooklyn-South Square is one of Salisbury's most diverse historic districts in terms of its history, architecture, and residents. The district has large distinctive homes along East Bank Street, and smaller more modest homes throughout. It primarily developed during the late-nineteenth and early-twentieth century, but contains some of Salisbury's oldest residential buildings. Its period of significance ranges from 1825 to 1950. Common architectural styles in the neighborhood include Victorian, Greek Revival, Federal, and Craftsman. (Source: Brooklyn-South Square National Register Nomination, 1985.)

The district is also the location of the Confederate Military Prison during the Civil War. While most of the buildings and homes were built on the site of the destroyed prison, the Woodson-Overcash house remains the sole surviving structure of the original prison complex. Key buildings also include the Blackmer-Probst House, Mowery-Peeler House, William Huff House, Fifty-Fifty Store, St. Peter's Church, and the Salisbury Ice House.

The district is Salisbury's latest locally designated residential district.

Fulton Heights National Register District

Designation: National
Year: 1999
Properties: 387



Fulton Heights is Salisbury's largest National Register District. The neighborhood was established as a streetcar subdivision during the City Beautiful Movement of the early 1900s. Developed by the Southern Development Company, the planned community had a streetcar line starting in the 400 block of Mitchell Avenue that transported workers directly to the Spencer Shops, the Fairgrounds, and Downtown Salisbury. The wide variety of architectural styles found in the district includes Craftsman, Colonial Revival, Tudor Revival, as well as Queen Anne and late Victorian. The district contains a mixture of middle to upper middle class homes that developed from 1904 through the 1940s. (Source: Fulton Heights National Register Nomination, 1999.)

Shaver Rental Homes National Register District

Designation: National
Year: 1988
Properties: 4

This district is by far Salisbury's smallest historic district. It has three identical two-story Queen Anne boarding houses constructed in 1907 on Council Street. The one-story home fronting on Jackson was moved to its location by Historic Salisbury Foundation to prevent its demolition. All of the four buildings were originally used as boarding houses. (Source: Shaver Rental Homes National Register District Nomination.)

North Long Street – Park Avenue National Register District

Designation: National
Year: 1985
Properties: 53

Like many of the other neighborhoods in Salisbury, this district developed during the community's late-nineteenth and early-twentieth century growth related to the railroad and commerce. Developed by the Central Land Company, the district's early homes were large and elaborate, constructed by prominent local businessmen of the day. Later homes developed with the establishment of the nearby Kessler Manufacturing Company and consist of more modest homes for middle-income residents or as rental houses. Styles include primarily late Victorian, Colonial Revival, and Bungalow. (Source: North Long Street – Park Avenue National Register District Nomination, 1985.)

The district contains the 1891 Queen Anne McCubbins-McCanless House, which was highlighted on a *History Channel* feature that documented Historic Salisbury Foundation's efforts to revitalize the Victorian house. It also includes a small commercial district comprised of two buildings renovated by the City of Salisbury and used as the Park Avenue Community Center.

Kessler Manufacturing Company – Cannon Mills #7 National Register District

Designation: National
Year: 1985
Properties: 108

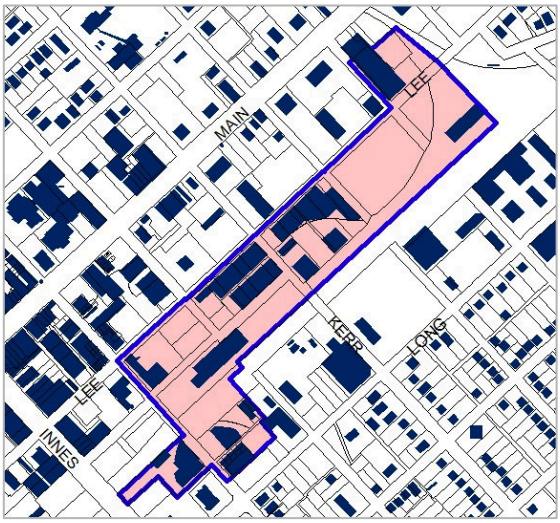
Beginning in 1895, this mill village was developed by Kessler Manufacturing Company and Central Land Company. It included the textile mill complex, and an accompanying residential village of one and two-story worker homes indicative of mill villages of the era. J. W. Cannon and Cannon Mills of Cabarrus County eventually controlled the mill. (Source: Kessler Manufacturing Company – Cannon Mills #7 National Register District Nomination Form, 1985.) The textile mill and associated structures were demolished in 2009.

Livingstone College National Register District

Designation: National
Year: 1982
Properties: 26

Livingstone College, formerly known as Zion Wesley College, was relocated from Concord to Salisbury in 1882. Founded by Dr. Joseph C. Price and the African American Episcopal Zion Church, the college includes a number of Victorian eclectic institutional structures such as Price Memorial Hall Administration Building (1930), J.W. Hood Building (1910), Carnegie Library (1908), and Goler Hall (1917). The district includes the campus as well as an adjacent residential area across Monroe Street. This section is made up of late Victorian middle class homes that historically housed school faculty. This includes the Joseph C. Price presidents house built in 1884. (Source: Livingstone College National Register District Nomination Form, 1982.)

Salisbury Railroad Corridor National Register District



Designation: National & Local
Year: 1987 (NR), 2001 (Local)
Extended: 2003
Properties: 37

The Salisbury Railroad district comprises the historic depot and surrounding railroad related and warehouse structures. Begun in 1907 and designed by Frank Milford, the Spanish Mission Style Salisbury Railroad Passenger Station was individually listed on the National Register in 1975. Other sites include the Yadkin Hotel built in 1913 as a boarding facility for travelers, the wooden Freight Depot, and the Old Lutheran Cemetery. The district displays the late-nineteenth and early-twentieth century prosperity in Salisbury spurred by the railroad and Southern Railway Company. Other key buildings include the Mint Cola/Cheerwine building, Frick and Company grocery, and a number of other warehouse structures. The district was expanded in 2003 to include eleven additional warehouse buildings on Lee. These buildings primarily served trade brought on by Southern Railway. (Source: Salisbury Railroad Corridor National Register District Nomination, 1987, and Expansion, 2003.)

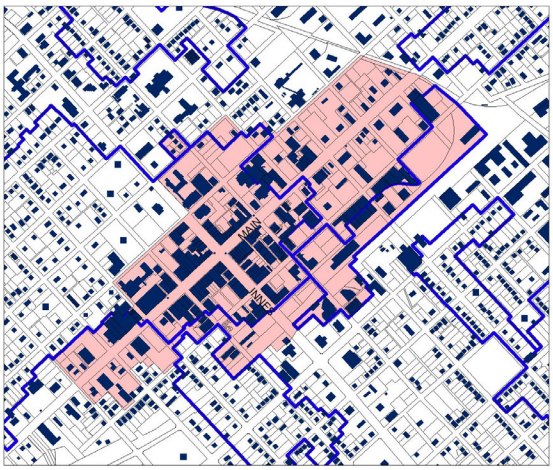
The Salisbury Railroad Passenger Station was acquired and saved by the Historic Salisbury Foundation, and now houses the Foundation's offices. The district is part of the Downtown locally designated historic district.

Downtown Local Historic District

Designation: Local & National (portions)
Year: 2001
Properties: 330

Downtown Salisbury's locally designated historic district contains the entire downtown core, including significant portions of the original Salisbury National Register district and Salisbury Railroad Corridor district. Originally founded on the square (intersection of Main and Innes Streets), Salisbury and its downtown began to emerge as a center of commerce with the coming of the railroad. The majority of downtown's commercial architecture was built during the late-nineteenth and early-twentieth century boom. Key buildings not previously mentioned include the Plaza Hotel, Bernhardt House, Rowan County Courthouse, Empire Hotel, and Firehouse, among others.

Salisbury's downtown is known nationally as a successful model for revitalization and economic development that focuses on the preservation of its history and historic architecture. Today downtown is still Salisbury's governmental, commercial, cultural, and entertainment center.



Historic Neighborhoods

There are a number of non-designated historic districts that exist in Salisbury. Some of these neighborhoods have had continued preservation planning, and the majority is detailed in Salisbury's Architectural Survey completed in 2001.

Jersey City Neighborhood

Historically an African American subdivision, Jersey City was settled by freed slaves in the 1870s and 1880s. Few buildings remain from the earliest days, with the oldest structures now dating from 1915 to 1930s. The small, in tact neighborhood is well defined off of Old Mocksville Road, and has a number of bungalow and simple cottage style homes, Jersey City Park, and a few non-residential uses.

Catawba College

This neighborhood includes the campus and surrounding residential area. Founded in 1851 in Newton, NC, the college was moved to Salisbury in 1925. The main campus includes a number of Tudor Revival institutional structures, and is surrounded by a variety of residential architectural styles. The district was mentioned in the 2001 Architectural Survey as potentially eligible for National Register Designation.

Confederate Avenue/Circle Drive/City Park Area

Also mentioned as potentially eligible for national designation, this area near Rowan Regional Medical Center contains multiple residential styles dating from the 1910s. It contains Hurley Park and portions of City Park, as well as the large elaborate homes near the Country Club. Styles include Colonial Revival, Tudor Revival, Renaissance Revival, Bungalow, as well as several examples of Mid-century Modern.

Milford Hills

Milford HIlls is one of Salisbury's older, traditional suburbs, with homes dating from the 1920s. It is located off of Statesville Boulevard near Jake Alexander Boulevard and the Mall, and includes multiple styles with a number of Mid-Century Modern structures.

Chestnut Hill

Located at the southern portion of Main Street, this neighborhood is adjacent to both the Salisbury and Fulton Heights historic districts. It has predominantly late-nineteenth and early-twentieth century residential homes, as well as a number of churches. It also includes the Chestnut Hill Cemetery.

Salisbury Cotton Mills Village/ Melrose Heights

Located along Martin Luther King Jr. Avenue south of downtown, this neighborhood includes a number of frame mill village homes that served the former Salisbury Cotton Mills/Cone Mills. Nearby Melrose Heights also contains excellent examples of small, simple mill village worker homes that served the Salisbury Cotton Mill.

West End

The West End neighborhood is located between Livingstone College and West Innes Street. The district contains predominantly small bungalow homes and a few non-residential uses. The former J. C. Price High School is located on Bank Street in this district and is one of Salisbury's most recent listings on the National Register.

Dixonville

Changed significantly by early urban renewal, Dixonville remains an intact neighborhood and includes at least two historically significant sites, the Dixonville Cemetery and Lincoln Elementary School.

Meadowbrook

Located across from Milford Hills on Statesville Boulevard, Meadowbrook is a small planned neighborhood with modest ranches built from the 1950s and 60s through today.

Individual Historic Buildings and Sites

Salisbury has a number of buildings individually listed on the National Register of Historic Places, or potentially eligible for designations. Buildings listed as "E" below were identified in the 2001 Survey as being potentially eligible.

Site	Location	Listed
Old Rowan County Courthouse	200 N. Main St.	1970
Maxwell Chambers House	116 S. Jackson St.	1972
McNeely-Strachen House	226 S. Jackson St.	1972
Archibald Henderson Law Office	Church & Fisher	1972
Salisbury Southern Railroad Depot	215 Depot St.	1975
Grimes Mill	600 N. Church St.	1984
Mount Zion Baptist Church	413 N. Church St.	1985
Calvin H. Wiley School	200 block Ridge Ave.	1988
Bernhardt House	305 E. Innes St.	1992
John Steele House	1010 Richard St.	1994
Boyden High School (Salisbury High)	500 Lincolnton Rd.	1996
Hambley-Wallace House	508 S. Fulton St.	1997
Grubb-Sigmon-Weisiger House	213 McCoy Rd.	1999
National Cemetery	202 Government Rd.	1999
Monroe Street School	1100 W. Monroe St.	2004
McCanless, Walter House	200 Confederate Ave.	2005
J. C. Price High School	1300 W. Bank St.	2010
Napoleon Bonaparte McCannless House	619 S. Main St.	E
Arey Oil & Fertilizer/ Diamond Cotton Mill	510 E. Franklin St.	E
Chestnut Hill Cemetery	1134 S. Main St.	E
Dairy Queen	1004 E. Innes St.	E
Goodman Lumber Company	201 Lumber St.	E
Lincoln Elementary School	642 S. Shaver St.	E
Littman Mill	218 W. Cemetery St.	E
Noble & Kelsey Funeral Home	223/225 E. Fisher St.	E
St. Paul's Episcopal Church	930 S. Main St.	E
Salisbury Ice and Fuel Company	230 E. Horah St.	E
Stanback Company	1500 S. Main St.	E

2001 Architectural Survey

Using a certified local government grant from the North Carolina State Historic Preservation Office, Salisbury hired a consultant to complete an architectural survey to inventory historic structures within Salisbury's 1951 municipal limits. The survey documented buildings outside of existing National Register districts, and presented recommendations for sites and districts that were potentially eligible for national designation.

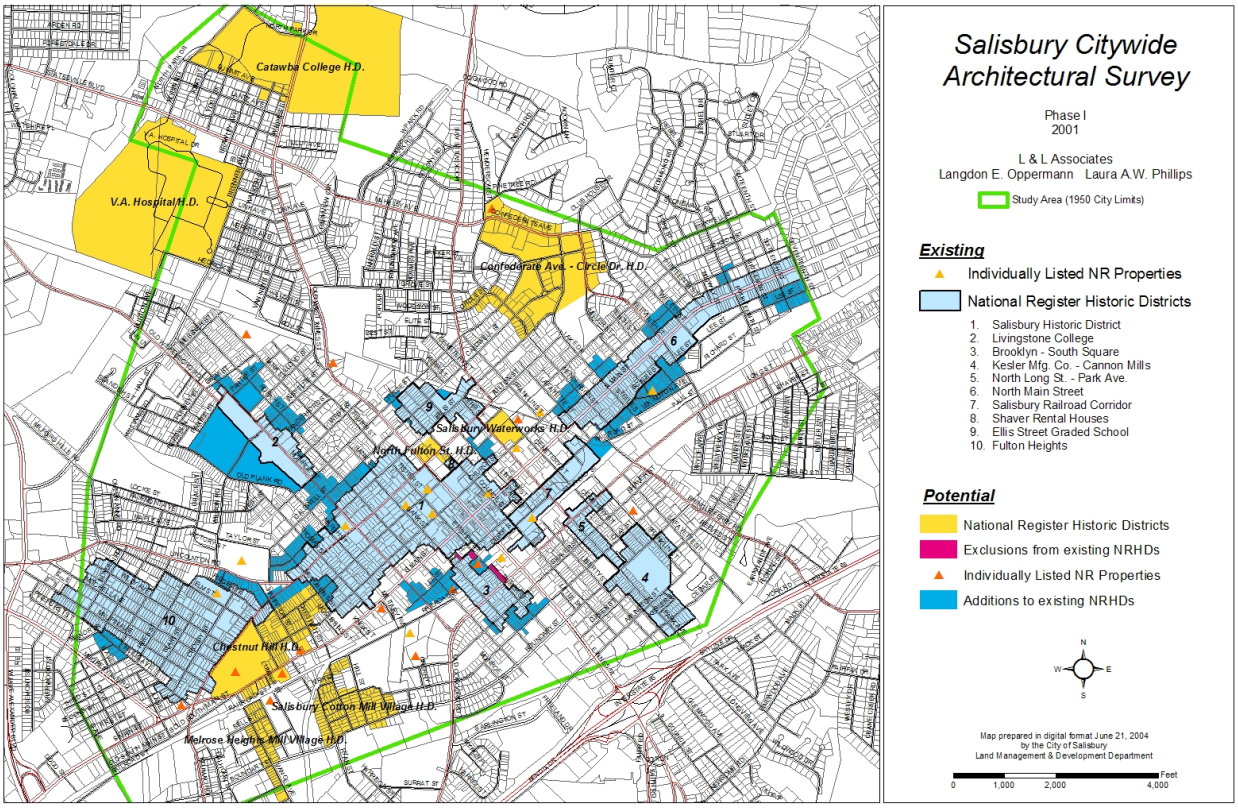


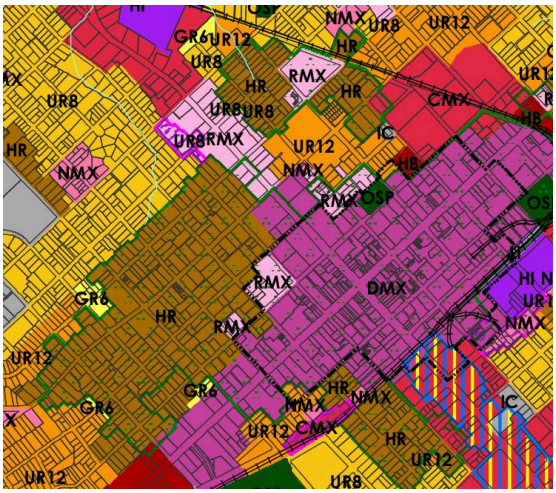
Figure 3: 2001 Architectural Survey Map. L&L Associates. Source: City of Salisbury

2.2 Salisbury Toolbox

From design guidelines to zoning and housing codes, the City of Salisbury has a number of tools that address historic preservation. Many are regulatory, while others are incentives or geared towards outreach. An overview of each tool is presented below.

Land Development Ordinance

The Land Development Ordinance (LDO) became effective in 2008 and served as the zoning and development ordinances for the City and ETJ. In a regulatory capacity, the LDO seeks to implement many of the policy recommendations of the Salisbury 2020 plan, in which Historic Preservation is one of the eleven elements of the document's collective vision.



LHO Overlay District (Chapter 2.6, C – Local Historic Overlay)

The LHO district is the official zoning overlay for Salisbury's locally designated historic districts. It requires that exterior improvements to a building or site get a Certificate of Appropriateness (COA) from the Historic Preservation Commission prior to beginning a project. The overlay district does not regulate use, interior changes, or routine maintenance of any building or site. Approvals are subject to HPC's design guidelines.

HR – Historic Residential Base District (Chapter 2.3, B, 3 – HR)

The LDO details a number of "base districts" that regulate permitted uses as well as certain dimensional, site, and density requirements. The Historic Residential (HR) district is one of the eighteen base districts, and provides development standards specifically for Salisbury's designated historic neighborhoods, both local and national. The HR district's key requirements relate to:

- Permitted uses: Primarily single-family residential, but also institutional and recreational uses. Other uses are allowed with specific provisions (home occupation) or as with special approval (secondary dwelling).
- Density: Maximum of 8 units/acre.
- Dimensional (minimum lot width, setbacks).
- Height: 35 foot maximum.
- Additional: Parking, lighting, planting yards and street trees, and infrastructure, among others.

All of Salisbury's local historic districts are zoned primarily HR with the LHO Overlay.

Historic Preservation Commission (Chapter 14.2, C)

The Historic Preservation Commission (HPC) is established in Chapter 14 of the LDO. Its responsibilities primarily include receiving and reviewing applications for certificates of appropriateness from property owners and residents within locally designated districts. The HPC uses the Historic District Design Guidelines to evaluate each request, approving or denying the COA based on its consistency with the guidelines. The HPC is also charged with making recommendations to City Council for new districts or sites to receive local designation. The board is made up of nine members, the majority of which have a level of expertise in history, architecture, archaeology, or related fields. While all members must live in the ETJ, there is no requirement that they reside in or own property within a designated district. The HPC operates as quasi-judicial board, with rules of procedure, chairperson and vice chair, and meets on a monthly basis in City Hall.

Salisbury NORTH CAROLINA

APPLICATION FOR REVIEW BY THE HISTORIC PRESERVATION COMMISSION

I, the undersigned, do hereby respectfully make application for your review of my request concerning the property described below:

1. The property is located at _____

   as shown on Tax Map _____and Parcel (s) _____.

2. The property is owned by _____

   Address: _____ Telephone _____

3. The following is requested: ___ 1. Minor Work (staff)
   ___ 2. Minor Work (committee)
   ___ 3. Certificate of Appropriateness

FOR: _____

_____

_____

☐ Additional information is attached to fully describe the appearance of the proposed work, such as a site plan, elevations or sketches drawn to scale, or that reasonably approximate the scale and basic dimensions of the work, color samples, photographs, product brochures or other documents.

Certificate of Appropriateness (Chapter 15.7)

The LDO outlines the certificate of appropriateness process as well as criteria for evaluation. Property owners within local districts are required to obtain a COA whenever they are considering any exterior change including construction, alteration, or demolition. An approved COA insures that the project is consistent with the Historic District Design Guidelines.

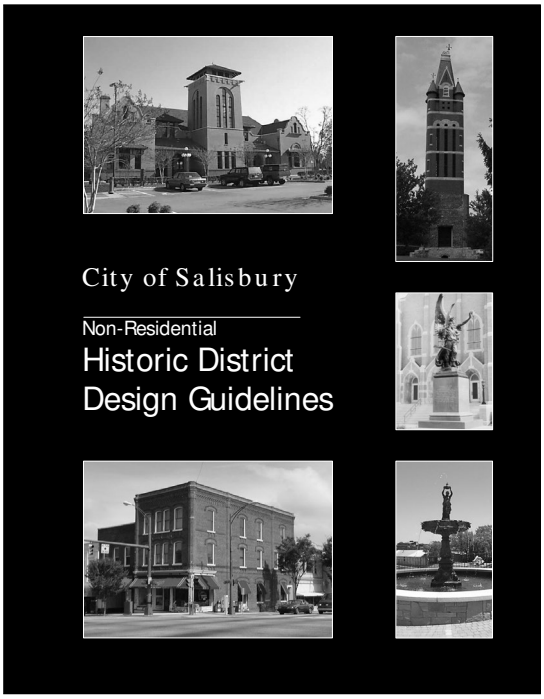
COA requests fall under two project types, major and minor works. The majority of projects are reviewed administratively through the minor works process. For these projects, zoning staff or the minor works committee (staff, HPC chair and vice chair) reviews the request in context with the design guidelines. Minor works applications are generally approved within one day. Whenever the minor works committee cannot approve a request, it is forwarded to the full board for review, much like any major work application. The design guidelines detail what constitutes a minor works project.

The LDO also details the HPC and COA process related to demolitions within locally zoned historic districts. For the most part, the HPC cannot outright “deny” a demolition request However, it can delay that demolition for up to 365 days, with the intent of negotiating with the property owner to find an alternate means to preserve the building. The HPC’s only ability to outright deny a demolition would be if the North Carolina State Historic Preservation Offices has determined the site to have statewide significance as defined by the National Register of Historic Places. Also, if the HPC has made a recommendation to City Council for the local designation of a new historic district, the Commission can delay demolition requests for up to 180 days.

Design Review Advisory Committee

The Historic Preservation Commission's Rules of Procedure detail the board's duties and order of meetings. It also establishes the Design Review Advisory Committee (DRAC). The purpose of the DRAC is to assist property owners who are requesting new construction projects or extensive alterations or additions to existing structures. The committee meets on an as needed basis, and is made up of experts in the field who often have sat on the HPC, or are architects or designers who have been through the process. The DRAC has a full understanding of the Design Guidelines and HPC process, and meets informally with the applicants to advise them as to the merits of the request based on the guidelines. The DRAC process is a service provided to assist applicants. It provides advice, but does not render an opinion as to whether or not the project is worthy of approval, and its actions are not binding when the project is taken to the Commission.

Historic District Design Guidelines



The Historic District Design Guidelines assist property owners in understanding the proper ways to undergo specific preservation projects. The document is also the device used by the HPC to review the merits of a certificate of appropriateness application. The design guidelines are set up as two sections, residential and non-residential, based on building type rather than use. For example, a historic residential structure may have been converted into an office, still retaining its residential architectural character. In that instance, the residential guidelines would be used.

Both residential and non-residential sections are set up with guidelines related to the following treatments:

- Changes to Buildings (roofs, materials, architectural details, windows & doors, storefronts, etc.)
- New Construction & Additions (orientation, size & scale, materials, design elements)
- Site Features & District Setting (signs, awnings, parking, landscaping, lighting, public art)
- Demolition & Relocation

All guidelines are based on the *Secretary of Interior's Standards for Rehabilitation*, and provide a narrative and illustrations for each treatment. They also provide technical resources, references for additional information, and definitions. The guidelines attempt to provide as much detailed information as possible, directing property owners of historic properties to the best practices for the preservation of their buildings.

Other Codes

Several other ordinances directly or indirectly address historic structures, both in and out of designated historic districts. These codes primarily fall into minimum housing and nuisance abatement.

Minimum Housing Code (Chapter 10 of Salisbury City Code)

Salisbury's housing code details the minimum standards for the habitation of dwellings within the city. While guidelines above relate to design elements, these standards relate to the condition and presence of things such as plumbing, heating, sanitary, electricity, light and ventilation, overall condition, etc. A dwelling must meet these minimum standards in order for it to be lived in or rented.

Whenever a minimum housing violation has been determined through the process outlined in Chapter 10 of the city code, the property owner is ordered to repair or improve the dwelling to minimum housing standards, and is given 90 days in which to comply. If the property is in a locally designated historic district, that property owner must meet the design guidelines and go through the COA process like any other owner.

Demolition (Chapter 10, Chapter 7 of Salisbury City Code)

Salisbury's housing code has specific provisions for demolition, both inside and out of designated historic districts. For instance, if there is a determination that the property is "dilapidated" based on minimum standards, the property owner is ordered to repair or improve, or demolish the structure. If the property owner does not comply with the order to repair, improve or demolish, City Council has the option of adopting an ordinance to have the housing inspector repair or demolish the building per the original order.

However, if the structure is on the city's inventory or historic structures (including local and national register districts) or the HPC determines it is older than 50 years and has historic significance, the minimum housing inspector can give an extended timetable of up to 18 months to comply with the order. In this case, the owner must indicate an interest in the preservation of the structure to be granted additional time to comply.

Similarly, demolition is restricted in certain areas of the City. Section 7-64.1 requires that owners of properties within Salisbury's National Register Historic Districts give the HPC 90 days written notice of their intent. During this period, the owner cannot demolish the historic building. This provides the time necessary for the City can work with the owner to find an alternative to demolition. This was the case with the former Cannon Mills textile mill whereby the property owner gave notice to demolish. Unfortunately, without an accepted solution after the ninety days expired, the historic mill was demolished.

Finally, Section 7-77 of the city code provides that any demolition proposed in the downtown local historic district must be issued a permit by Council. If the Council determines the building to be of historic importance, or that its demolition would be detrimental to the district, it may not permit the demolition, effectively denying it.

Nuisance Code (Chapter 14 of Salisbury City Code)

Salisbury's City Code allows for the regulation and abatement of certain nuisances. While these have no special provisions related to historic districts or properties, the presence of these nuisances may affect the overall livability and neighborhood fabric of the historic district. Among other things, these nuisances refer to overgrown lots, trash in yards, and upholstered furniture on porches or exterior spaces. Like the housing code, there are criteria for what constitutes each nuisance, as well as a process for inspection and enforcement.

Incentives for Historic Preservation

Salisbury's preservation toolbox is rounded out by a number of incentives that encourage or assist the property owner in undergoing preservation activities. This includes local public and private incentives, as well as federal and state tax credits. All have been widely and successfully used in Salisbury.

Historic Preservation Grant

Salisbury's historic preservation grant is a noteworthy incentive that is unique within North Carolina. Established initially as one of the outcomes of Brooklyn-South Square's designation as a local historic district, the program awards grants specifically for preservation and stabilization projects. Only exterior improvement projects within locally zoned historic districts are eligible. The competitive grant uses a points system to rate each project based on historic significance, project type, cost, and household income. All property owners and projects are eligible, but the highest weight is given to stabilization projects, and need in terms of household income. The grant is a 50/50 match with the potential to be raised to 75/25 based on income, with a maximum grant reward of $3,750. Grants are awarded during two cycles per year, and there is currently $25,000 appropriated for the program.

Downtown Municipal Service District Improvement Grant

This grant is also unique to Salisbury. Whereas many Main Street communities have façade grants in their historic downtowns, Salisbury's grant program extends from facades, to signs, landscaping, and pedestrian improvements. The competitive program is a 50/50 match, with a maximum grant award of $5,000. A committee of the Community Appearance Commission reviews each grant application. All projects must adhere to the *Secretary of Interior's Standards for Rehabilitation,* and must obtain a Certificate of Appropriateness.

Preservation Tax Credits

Owners of properties individually listed on the National Register, as well as those identified as contributing in National Register districts are eligible for significant federal and state tax credits for rehabilitation projects. For income-producing properties such as a historic commercial building, the owner can receive up to 20% of the project's cost back in the form of federal tax credits. North Carolina adds another 20% in state credits, resulting in a potential return of up to 40% of the cost of the project. The project must be substantial and the credits are based on eligible rehabilitation costs. North Carolina also provides a similar 30% tax credit for non-income producing properties such as a privately owned residence. In both cases, the credits are claimed in 5 equal installments in the 5 years preceding the projects completion. These tax credits have been well used in Salisbury.

Mill Tax Credits

A similar program in North Carolina provides state tax credits for mill rehabilitation. In order to be eligible, the property must be a certified historic structure that was originally a manufacturing facility or ancillary use, such as a historic textile mill. The building must be 80% vacant for two years prior to certification. The credits can be applied on top of the preservation credits above, and like those, are administered by the State. Rowan is designated as a tier 2 county, and currently eligible for a 40% credit.

Historic Salisbury Foundation

Historic Salisbury Foundation has made a tremendous impact in Salisbury's historic districts through its revolving fund. Since 1972, HSF has used local donations to acquire threatened properties. The Foundation stabilizes the structure, applies deed restrictions to the property, and then sells the property to a new owner who agrees to rehabilitate the building.

The Foundation also presents annual preservation awards to celebrate historic preservation successes in the community. Recognition is given to commercial and residential preservation projects, as well as individuals and leaders in the preservation movement.

2.3 Preservation Partners

Salisbury's success is due to the agencies and individuals who have dedicated themselves to preserving Salisbury's architecture and historic character. Each organization has a specific mission and responsibility, and together has made Salisbury a recognized preservation leader. These partners are independent agencies who have different charters, sources of funding, and organizational capacity.

The City of Salisbury

The City of Salisbury understands that the community's history provides the foundation that has made it a livable city with a high quality of life. This is evident in everything from the City's adopted Vision, to continued planning efforts such as Salisbury 2020 Comprehensive Plan. Both of these identify history and preservation as key to Salisbury's future. On a day-to-day basis, the City performs preservation activities through its dedicated historic preservation planner, community development, zoning and enforcement, as well as all of its tools mentioned in the previous section. Many of the community's volunteer boards such as the HPC and the Community Appearance Commission fall under the City's umbrella.

Historic Salisbury Foundation

This local nonprofit, operating without state or federal funds, has saved over 100 threatened properties since it was founded in 1972. It was the first community-based organization dedicated to historic preservation in the City of Salisbury and Rowan County. The Historic Salisbury Foundation (HSF) pursues four major preservation strategies: education, advocacy, preservation of historic landmarks, and neighborhood revitalization. HSF owns and operates the Dr. Josephus Hall House as a house museum. It also organizes the October Tour, a festival and tour of historic homes that draws thousands of visitors to the community each year. HSF has worked to preserve iconic local landmarks such as the 1908 Railway Passenger Station, Grimes Mill, and the Salisbury Ice House. The organization purchases residential, commercial, industrial buildings that generally are deed restricted and resold to approved buyers. To date, HSF has worked to preserve dozens of such properties in the Salisbury area. Through its preservation work, the Foundation has contributed to the revitalization of many of Salisbury's historic neighborhoods.

HISTORIC SALISBURY
FOUNDATION, INC.
SAVING OUR HISTORY. EXPANDING OUR FUTURE

Historic Neighborhood Alliance

This organization is composed of representatives from each of Salisbury's historic neighborhoods. The Historic Neighborhood Alliance (HNA) supports revitalization efforts within these neighborhoods while providing an avenue of communication between the neighborhoods and the City of Salisbury, Historic Preservation Commission, Historic Salisbury Foundation, and Salisbury Police Department. The HNA also seeks to preserve the appearance and residential character of the City's historic districts, as well as provide educational resources related to neighborhood architecture and preservation. In 2010, HNA meetings addressed a wide array of topics, from media relations and social events, to preservation challenges such as Shober Bridge. Additionally, the HNA organized the "Buy History~2010" event, in which twenty-three

available historic homes were shown by realtors to prospective buyers.

Downtown Salisbury, Incorporated

This nonprofit organization was formed in 1980 as a redevelopment corporation to promote, assist, and facilitate the growth of Salisbury's central business district. Downtown Salisbury, Incorporated (DSI) is committed to the "Main Street Approach" to downtown redevelopment, a methodology that encompasses four core strategies: promotion, organization, design, and economic restructuring. DSI has working committees devoted to each of the four Main Street points as well as parking and traffic, public art, the city's farmers' market, and the Empire Hotel. As a Main Street Organization, historic preservation is ingrained in DSI's methodology for downtown revitalization. This is evident in its two downtown master plans that provide a blueprint for physical growth and economic development in the core of the City. Overall, DSI's efforts to restore downtown Salisbury are significant and impressive. From 1980 to 2007, DSI helped to restore 274 building facades and renovate 288 buildings. This has translated to over three hundred new businesses, nearly one thousand new jobs, and roughly $100 million in public and private investment in downtown Salisbury.

Community Appearance Commission

This volunteer board is appointed by the Salisbury City Council and charged with the task of creating and administering projects and programs designed to improve the physical appearance of Salisbury. The Commission promotes better housing conditions, funding for downtown streetscape improvements and public art, and manages incentive grant programs for Innes Street and the Downtown Municipal Service District. Perhaps CAC's biggest contribution to neighborhood revitalization is its outreach programming, particularly through its Neighborhoods and Education Committee, and the Neighborhood Leaders Alliance. Through its efforts, the CAC continues to create positive interactions between the City and its citizens.

North Carolina State Historic Preservation Office

A section within the North Carolina Department of Cultural Resources, NCSHPO is the cornerstone of historic preservation efforts in the State of North Carolina. It supports the preservation initiatives of individual citizens, public and private institutions, and local governments across the state. NCSHPO employs a staff of preservation experts who conduct and maintain a statewide survey of historic resources, nominate eligible buildings and locations to the National Register of Historic Places, conduct environmental review of historic properties, provide assistance with grants and tax credits for preservation projects, and administer the North Carolina Certified Local Government program. NCSHPO has always provided a high level of support and assistance to Salisbury in its preservation efforts.

Other Partners

There are a number of other organizations that may not deal with preservation on a day-to-day basis, but certainly forward Salisbury's history as part of their individual work plans. Each of these independent agencies is a partner in the preservation community in Salisbury.

Rowan Museum is an organization dedicated to the collection, preservation, and exhibition of artifacts related to the history of Salisbury and the region. Located in the Courthouse built from 1854-1857, the museum also conducts historic research and features educational programs and special events designed for a variety of audiences, from school children to antique aficionados. In addition to the historic courthouse, the museum operates two historic house museums, the 1815 Utzman-Chambers House, and the 1766 Old Stone House in nearby Granite Quarry.

Salisbury Convention and Visitors Bureau works to promote tourism resources in the City of Salisbury and throughout Rowan County. The organization coordinates with historic sites and preservation groups to enhance awareness of existing resources and facilitate the development of new preservation-themed tourism products, such as the African-American Heritage Trail.

Salisbury Community Development Corporation is a nonprofit organization dedicated to developing strong community partnerships and quality affordable housing in the Salisbury area. The Salisbury CDC offers an array of programs, from down payment assistance and homebuyer education to classes in money management and homeownership. The organization also has a home rehabilitation program, which uses federal CDBG and HOME funds to make low interest loans to homeowners to help finance rehabilitation costs.

Salisbury Rowan Economic Development Commission is an organization charged with attracting major employers to the Salisbury area. To that end, the EDC is committed to showcasing the area's economic strengths, which include its historic resources and the quality of life that a historic downtown and residential districts bring to the community.

Rowan Arts Council is dedicated to creating partnerships to advance the development of the arts and culture in the Salisbury area. The Arts Council advocates for the arts in education and serves as a networking and information hub for the local arts community. The Rowan Arts Council provides funding for several organizations, such as the Salisbury-Rowan Symphony Society and Waterworks Visual Arts Center, and also facilitates or sponsors an array of classes, festivals, and programs for children and adults.

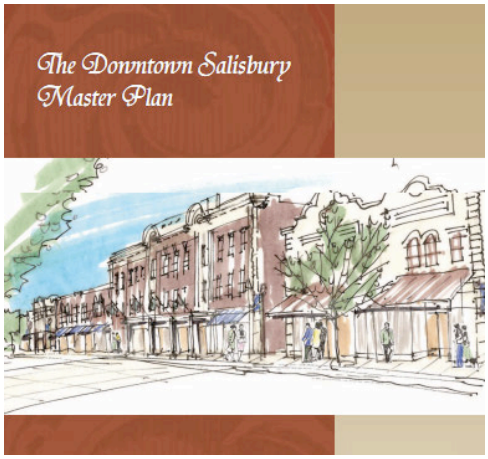
Neighborhood Associations such as the West Square Neighborhood Association and NOMA (the North Main Neighborhood Association) represent homeowners and tenants in Salisbury's historic districts. These associations advocate, organize, and promote on behalf of their residents. The organizational strength of these groups varies by neighborhood.

Citizens and Property Owners are the basis of preservation activities in any community, and Salisbury is no exception. Salisbury is unique in the percentage of local citizens who are active or interested in historic preservation efforts in their city. This includes residents of our historic districts, owners of downtown property, churches, as well as our educational institutions.

Salisbury Confederate Prison Association promotes the preservation and interpretation of the Salisbury Confederate Military Prison, including an annual symposium and other activities.

2.4 Other Preservation Activities

Finally, various planning efforts and programs have directly or indirectly addressed history and preservation. This includes several area plans, interpretive plans, and other projects designed to strengthen the awareness of historic resources and identify strategies to preserve, promote and maintain them.



- The **2010 Downtown Master Plan** continues the vision of downtown revitalization of the highly accomplished 2000 plan. Both plans highlight the impact of historic preservation in creating an environment that encourages positive economic development and investment. The new plan details seven dynamic goals with the very first being creating a place to experience history.
- The **Park Avenue Neighborhood Strategic Redevelopment Plan** is an award-winning document that presents customized strategies for each of the neighborhood's eight districts. The plan explores numerous planning elements including improvements to infrastructure and housing, adaptive reuse of commercial and industrial properties, and retooling old and developing new recreation facilities.
- The **North Main Small Area Plan** and **Lee Street Charrette Report** are small area plans that focus on physical improvements to unique districts within the City of Salisbury. The North Main Plan focuses on cultivating neighborhood identity, expanding its transportation network, and improving services and amenities, open space, housing conditions, and neighborhood appearance. The Lee Street Charrette Report develops actionable items and a phasing strategy for the management, marketing, and building and site development of the Lee Street Arts District.

- The **Jersey City Style Book** is a visual guide to the physical preservation of one of Salisbury's historically African-American neighborhoods. The Style Book features a series of guidelines to ensure than future development in the district will reinforce the unique architectural character of Jersey City.
- The **African-American Heritage Trail** is a self-guided interpretive tour that educates visitors about the places, events, and African-American men and women who have made significant contributions to the Salisbury community.

- The **Salisbury Civil War Sites Driving Tour** features nine historically significant sites in or near downtown Salisbury. This includes the site of the Salisbury Confederate Military Prison, 1857 Courthouse building, and a National Cemetery. The cemetery contains the graves of some 11,700 soldiers as well as three major monuments to the Civil War dead buried there. This tour includes a map and accompanying text to interpret its sites.
- The **Salisbury Vision 2020 Comprehensive Plan** describes the City's official vision for the development of its areas and districts, transportation infrastructure, appearance and character, and utilities and form. Among other things, this plan underscores the need for a comprehensive approach to preservation issues.
- The **Cultural Action Plan** develops a process to build and sustain broad-based support for Salisbury's arts and cultural community. The Action Plan outlines four major goals: developing and maintaining local cultural stewardship efforts; making Salisbury a regional arts hub; using the arts and culture to strengthen neighborhoods; and making Salisbury a center for arts education.
- Various **Task Forces** and advisory committees such as the Neighborhood Improvement Task Force, Neighborhood Leaders Alliance, and Advisory Committee for Better Housing, have worked to create more livable communities in all of Salisbury's neighborhoods.

3.0 Plan Vision and Outcomes

City Council charged the Historic Preservation Master Plan advisory committee with developing a vision, goals, and strategies for preservation. The purpose being to draft a long-term, implementable plan based on a broad vision for plan's direction and future preservation activities in Salisbury.

The preservation vision is the culmination of ongoing public and stakeholder discussion, and presents Salisbury's preservation philosophy and ethic in context with the general plan direction. The vision is followed by outcomes for each of the plan's five elements.

3.1 Stakeholder and Public Input

This section organizes the ongoing input from stakeholder interviews, group discussion, and focus group meetings into five thematic areas. These emerging themes ultimately became the elements of the preservation master plan and its recommendations. A broad overview of the stakeholder input is described below. Since this section distills the thoughts of a diverse range of individuals, the ideas presented within each theme are sometimes contradictory.

1 – Administrative

This theme concerns the City's preservation planning activities as well as regulations and codes affecting Salisbury's historic resources. It also includes the Historic Preservation Commission and its processes, as well as any deficiencies that may need to be addressed in the City's current preservation efforts.

Enforcement

- There are currently ineffective triggers for enforcement of design guidelines and certificates of appropriateness. Because of the current enforcement framework and staffing, enforcement procedures are often reactionary.
- There are equity issues with how codes and enforcement procedures address the same issue within or outside of locally designated districts. Some interviewees felt these equity issues extend to preservation philosophies, and that demolition procedures and housing codes are inconsistent.
- There is currently little or no ability to follow up on approved certificates of appropriateness.
- Code Services needs more manpower including dedicated staffing for preservation.

Historic Preservation Commission

- Many interviewees expressed concern over the HPC's relationship with the public. These comments ranged from the HPC process, adversarial nature of getting approvals, as well as the potential for the HPC to take on additional roles.
- The majority of current COA cases are approved administratively, with only the more complex requests going to the full board. People are not aware of this as well as the fact that nearly every application sent to the full board gets approval.
- Some felt that the HPC should provide community outreach, tax credit workshops, training and education, and otherwise create positive interactions with the public.
- There is confusion and inconvenience with the fact that there are two separate City buildings a property owner must engage relative to preservation.
- Many felt that individual applicants need more hands-on assistance and guidance prior to HPC

meetings, either through support of staff or Design Review Advisory Committee (DRAC).

- There is a need for a more streamlined and expedited approval process.
- The City needs to cultivate a larger pool of volunteers for the HPC membership, and these members need more ongoing training opportunities.

Design Guidelines and other City Codes

- A number of specific design guidelines were mentioned as needing to be addressed:
    - Some felt Salisbury should no longer regulate color.
    - Others felt that color should continue to be regulated.
    - They should address green and sustainable architecture (solar panels, materials, etc.)
    - Guidelines should be open to tasteful design that may be post-modern or contemporary, ensuring that new architecture be consistent (scale, proportion, etc.) to the historic fabric.
    - Many felt that the guidelines should be revisited to allow replacement materials that are more affordable, yet appropriate and modern.
    - Others felt substitute materials dramatically alter and sometimes damage the historic character of buildings, and we should be very careful with allowing materials that will result in irrevocable harm to a building's structure and character.
- A majority of interviewees felt Salisbury should create a Demolition by Neglect ordinance.
- Salisbury needs to look at conservation districts that seek to preserve the overall neighborhood fabric of a historic district, and potentially look at downzoning specific neighborhoods or edges.
- It was felt that Salisbury's various preservation incentives should include a clause that an applicant loses eligibility if he or she owns other property that is out of compliance.
- Many felt that while there are mechanisms to prevent or delay demolitions in Salisbury's designated districts, that minimum housing codes in other areas may at times force the demolition of historic resources.

Sustainability of Programming

- Salisbury must assess the consequences of specific strategies relating to staffing and budget as well as burdens they may place on property owners.
- Many felt that Salisbury's grants need to be expanded outside of local districts, and that perhaps there need to be additional incentives for preservation.
- Potential for neighborhood based tax districts similar to the downtown municipal services district was mentioned as a possibility to plan and provide for stabilization of neighborhood infrastructure.

2 – Community Character

This category has focused on overall livability issues in our historic neighborhoods such as the condition of housing, planning, as well as protecting the overall neighborhood fabric. This extends to infrastructure needs, protection of tree canopies and open space, connectivity and pedestrian walkability, etc. Finally, it recognizes that Salisbury's historic identity is not defined only by architecture, but also the historic themes that make Salisbury a special place.

Neighborhood Livability

- There may be competing issues related to demolition and minimum housing codes. Many felt that the City's housing codes may result in demolishing historic structures outside of designated districts.
- Others thought that preservation codes allow some structures within designated districts to be preserved "at all costs" where their deterioration and activity threaten the livability of the neighborhood.
- Similarly, some interviewees expressed the viewpoint that there may be a lack of equity between neighborhoods in terms of planning and infrastructure improvements.
- It was recognized that the most vulnerable part of a neighborhood is its edge, and that protection and preservation of the edges is critical to the sustainability of the neighborhood.
- Similarly, attention must be paid to the key corridors through neighborhoods as well as the gaps that connect each district.
- Each neighborhood has specific issues, and it was felt that this plan might require individual goals and recommendations for each.
- Salisbury continues to be challenged by landlord/tenant relationships, absentee owners, and nuisances that threaten the preservation and livability of its neighborhoods.

Public Realm

- A common theme emerged related to preserving historic neighborhoods by preserving and enhancing public infrastructure. Some felt a need for better capital needs planning in downtown and within neighborhoods.
- This would include preserving the details that strengthen the historic fabric of districts (sidewalks, connectivity, urban parks, etc.).
- Similarly, the need to protect Salisbury's tree canopy, open space, and parks was mentioned.
- Many interviewees expressed a need for the City to analyze the impacts of its decisions to historic resources.

Interpretive

- Salisbury's planning efforts should extend past the built environment.
- This plan needs to address the preservation of our historic themes and stories that make Salisbury unique (Arts, Railroad, African American history, Educational institutions, Military history, etc.)

3 – Community Outreach and Education

Outreach and education ranges from general awareness of districts and their requirements, to continued training opportunities for the HPC, as well as educational workshops for property owners. It would also relate to marketing the economic benefits of rehabilitation and preservation, and promoting Salisbury as a destination for heritage tourism.

- Some felt that people are not appropriately engaged in Salisbury, and that there may be a growing apathy regarding preservation.
- There is a lack of awareness on whether a property is in or out of a district, as well as what is required of property owners in local districts.
- Similarly, there is a lack of awareness between the benefits and requirements of properties with local versus National Register districts.
- There is a continued confusion between the mission and preservation efforts of Historic Salisbury Foundation and the Historic Preservation Commission.
- Some stakeholders felt that Salisbury's citizens need to be educated on the economic benefits of historic preservation related to growth and economic development, including property values.
- Owners of historic properties do not have an adequate understanding of Salisbury's current incentives for preservation.
- Many people recognized a need for the City to retool and enhance its outreach resources including an improved website, brochures, newsletters, and workshops.
- There is a need to provide education in schools to instill the values of preservation early on.

4 – Historic Resources

This theme concerns reviewing mechanisms for updating and expanding current inventories of historic resources and designated districts. More importantly, there is a need to determine what resources could and should be preserved, and have a proactive plan to save them.

- Some of Salisbury's National Register nominations are dated and are in need of updates to reflect changes in the district.
- Salisbury has a wealth of mid-century modern architectural resources. This style has now become historic and should be preserved.
- The Shober Bridge is an important issue that has risen to a higher level of discussion in terms of its preservation. It was felt by most that this plan should not directly address that specific issue, but rather put mechanisms in place to prevent future ones.
- Salisbury should look at expansion of existing National Register districts as well as encouraging new districts to be created.
- Similarly, it was felt that certain neighborhoods should seek local designation.
- Several specific buildings were identified as needing preservation strategies. Similarly, Salisbury's cultural institutions (churches, colleges, museums) were citied as important.

5 – Partnerships

The final theme relates to the need to ensure that this master planning effort is not just a City plan, but that it encompasses the activities of the community's independent preservation partners.

- Some felt that at times there exists a division of resources amongst partners, occasional overlap with preservation activities, as well as different plans and philosophies concerning preservation. For certain issues, it was felt that there might be competing interests.
- The high level organizations that deal with preservation issues on a day-to-day basis include the City, Historic Salisbury Foundation, Historic Preservation Commission, and Downtown Salisbury, Incorporated. Many other organizations such as neighborhood associations, tourism, and economic development also deal with history or preservation.
- The Historic Neighborhood Alliance has become a resource that is a forum for neighborhoods to address common issues, as well as distribute information that is important to neighborhoods and associations.
- Some neighborhood associations are well organized while others are not. It was felt that there is a need to organize and empower neighborhoods, as well as engage more transient homeowners in existing associations.
- Neighborhood associations can be conduits for ongoing education.
- Some stakeholders felt the need for a top-down approach to preservation at the City level, where there is an overall attitude of preservation in all departments.
- The plan must be inclusive with all partners having ownership and responsibilities in its implementation.
- There is a need to create a consolidated vision for each partner to rally around. Then a clear definition of roles to reach that vision, with the individual agencies focusing on their own mission and tasks.

3.2 Salisbury Preservation Vision

Based on the continued dialogue of stakeholders, public, and advisory committee, the following vision statement was authored by the advisory committee:

In Salisbury, our history is fundamental to our identity. Appreciation of our past is a lodestar for our future. Whether it is architecture, culture or our unique stories, Salisbury is known for its sense of history, strong preservation ethic and overall pride of place. This plan will insure that Salisbury remains a respected leader in historic preservation into the future.

Through strong partnerships and community outreach, the Salisbury preservation community (City government along with preservation, history, cultural organizations and entrepreneurs) will work conscientiously to foster a reasonable and sustainable preservation program that identifies, protects, and perpetuates our historic assets and the neighborhoods that make Salisbury a desirable and livable community while adding to Salisbury's special quality of life.

3.3 Plan Elements and Outcomes

These themes represent the framework for the action strategies of the Historic Preservation Master Plan. As a strategic planning exercise, the Advisory Committee established outcomes for each theme. Each outcome is meant to present a general result that the plan's implementation should accomplish. In the next section, the plan details specific strategies and projects to accomplish each goal.

1 – Administrative Outcomes

- Empower city to exercise effective enforcement of codes and ordinances.
- Streamline and simplify preservation processes and guidelines.
- Develop new guidelines that address current deficiencies and encourage sustainable preservation practices.
- Identify an administrative framework to ensure the long-term viability of preservation programming.
- Implement equitable enforcement of ordinances, particularly those related to the demolition of historic resources.
- Create a one-stop shop for citizen and organizational guidance, education and administration of preservation-related codes and ordinances.
- Create simplified, easy-to-understand preservation codes and ordinances.

2 – Community Character Outcomes

- Remedy conflicts between preservation tools and minimum housing codes, addressing threats to livability in historic neighborhoods.
- Extend the preservation ethic with policies to protect and preserve neighborhood infrastructure, municipal facilities, and public spaces.
- Develop and enhance interpretive tools to celebrate Salisbury's unique history and character.

3 – Outreach and Education Outcomes

- Create an awareness and understanding of Salisbury's preservation processes and tools, including those of the HPC, HSF, and other preservation partners.
- Provide adequate resources and access to information for homeowners, realtors, prospective homebuyers, and landlords.
- Develop preservation-themed outreach programming that engages residents and generates an appreciation of the value of preservation.

4 – Historic Resources Outcomes

- Develop preservation strategies tailored to each of Salisbury's historic districts and neighborhoods.
- Employ policies that preserve and protect Salisbury's non-designated neighborhoods, corridors, and neighborhood edges.
- Create a system for ongoing expansion and update of Salisbury's architectural inventory.
- Identify and protect threatened sites, architectural styles, and structures.

5 – Partnership Outcomes

- Adopt a consolidated vision for preservation with specific strategies for independent partner organizations.
- Enhance organization and cooperation among Salisbury's primary preservation partners, neighborhoods, and districts.
- Encourage working partnerships between preservation organizations and those not typically associated with the preservation movement.
- Acquire a clear understanding of available preservation resources and develop a strategic approach to take advantage of them.

4.0 Plan Recommendations

This section details the specific recommendations for Salisbury's Historic Preservation Master Plan, building off of the preservation vision and desired outcomes outlined in the previous chapter. Recommendations are organized by each of the five plan elements, and are listed under the appropriate outcome associated with the strategy.

It is important to note that each of the recommendations will require an appropriation of resources to accomplish. Depending on the strategy, this resource may be financial or simply a dedication of time.

This document often refers to "preservation partners" or the "Salisbury preservation community". The term is not intended to imply any formal relationship, operational or otherwise, between these agencies. Rather, "preservation partners" refers generally to those independent agencies that practice any sort of preservation or related programming. Each agency has independent charters and missions, separate sources for funding, and organizational capacity. It is anticipated that each agency's participation in the implementation of this master plan fit within its individual work plans. While many of these organizations and their activities are referred to below, the plan does not assign individual responsibilities. However, the planning process has been a community-based plan from the beginning, with each of the preservation groups having been involved in its creation. Like the drafting of the plan, a cooperative effort from these "partner" agencies is critical to the plan's success.

The plan and its recommendations represent a broad vision and long-term action strategies for Salisbury's preservation community. However, like any strategic plan, it is not expected that every task will be accomplished. Rather, the document should be seen as a guide that lays out a suggested framework for future preservation efforts in the community.

4.1 Administrative

Public input for the administrative theme concerned increasing enforcement, improving processes for the Historic Preservation Commission, and amending design guidelines and other city codes. Therefore, the majority of the recommendations in this section would fall under the responsibility of the City of Salisbury and its various departments. Since most administrative tasks are likely to place staffing and budgetary demands on finite municipal resources, the ongoing sustainability of Salisbury's preservation programming is of primary importance.

***Outcome 1** – Empower the City to exercise effective enforcement of codes and ordinances.*

1. **Create an enforcement position for historic preservation and signage:** Enforcement of Salisbury's zoning and preservation codes is largely reactive. Current staffing and workload levels allow enforcement officers to respond only to specific complaints. In order for Salisbury to more directly enforce preservation, the City should consider a dedicated enforcement position for historic preservation. Among other things, this position would be responsible for proactive inspections including follow-ups of approved certificates of appropriateness (COA).

2. **Coordinate with Rowan County on building inspections:** The City of Salisbury's development review process includes permitting for zoning, subdivisions, signage, water and sewer, driveways, engineering, etc. At the same time, the issuance of building permits is the responsibility of Rowan County. Many of the projects undertaken in a historic district require both a building permit and a COA. The City has discussed taking over building permits and inspections in the past, but this would require a significant amount of resources including creating a new division.

   A short-term solution could be creating a mechanism whereby the County is equipped with the appropriate information about the City's preservation and zoning processes. This would entail creating a more structured line of communication between the City and County, and perhaps even having a county representative sit on Salisbury's Technical Review Committee. This would also help to educate Salisbury on the implications of the NC Rehab Code on the preservation of historic buildings, including how Rowan County Building Code Enforcement applies the code. As a long-term solution, Salisbury should consider taking over building permits and inspections within the City.

3. **Create dedicated enforcement hours for preservation:** One of the main issues concerning enforcement is the fact that projects often start without obtaining any approval. While building or zoning permits will trigger the need for a certificate of appropriateness, most projects do not need permits. Increasing awareness of the preservation processes and requirements is therefore of primary importance. Similarly, creating proactive measures to head off unapproved projects or enforce preservation ordinances is also needed.

While there are currently constraints in terms of staffing and workload, Salisbury can create a policy whereby its enforcement officers have dedicated hours each week to complete windshield surveys within the local historic districts. Spending just two hours each week driving the districts can help eliminate situations where the City has to issue stop-work orders for unapproved projects.

4. **Conduct Certificate of Appropriateness follow-ups:** It is also important to monitor the completion of approved certificates of appropriateness. This will serve to ensure projects are being completed according to approval, while also engaging the property owners should conditions change or questions arise. In 2010, there were approximately 40 cases that went to the Historic Preservation Commission (HPC), and over 120 that received minor works approval. Planning and development staff should create a policy where courtesy follow-ups occur for approved projects. Depending on the complexity of the project, this could be a site visit or a simple phone call.

Outcome 2 – *Streamline and simplify preservation processes and guidelines.*

5. **Expedite the HPC process:** In the interest of a more efficient and streamlined system, a number of changes can be made to the certificate appropriateness process.

   a. **Minor Works** – In 2010, Salisbury saw approximately 78% of its cases approved by staff and the minor works committee. While this does represent the overwhelming majority of COA's, Salisbury can increase the types of projects that undergo the minor works administrative approval process.

   b. **Optional second HPC meeting** – The time of HPC meetings fluctuates depending on the number and complexity of cases, with meetings having the potential to take several hours to complete. This creates issues where citizens must wait through the many cases before being heard, as well as the potential for the HPC not to spend the appropriate amount of deliberation time. Also, depending on when the application is submitted, applicants often have to wait a month or more to be heard at the Commission meeting.

      Salisbury should consider a mechanism whereby a second standing meeting can be held if necessary for a large monthly agenda, or even as an incentive for expedited review for certain projects. The HPC currently has the ability to call special meetings for special cases; however, this strategy could be a standing second meeting that would be held only if necessary. It may only be needed in months that typically have more cases.

   c. **Time frames, including deliberation** – While regulatory in nature, Design Review Boards like the HPC also serve a key customer service role for the City. Other boards have instituted policies creating specific time frames for citizen input and board deliberation. As more complex cases require more time, a certain level of discretion should be used. The goal would be to appropriate a reasonable amount of time for each case, limiting non-essential discussions from the public as well as from the board.

d. **Expired Certificates of Appropriateness** – Approved COAs currently last for six months. If the project does not begin within the initial six months, the approval expires. However, an expired COA can be approved as a Minor Works project as long as there have been no changes to the original conditions under which the approval was granted. Salisbury should amend its ordinances and guidelines to state that the original approval for a COA is effective for 18 months. If the approval expires after 18 months, the applicant would then be required to go through normal approval processes.

e. **Consent Agenda –** The HPC could consider amending its rules of procedure to allow for certain projects to be approved through a consent agenda at the beginning of each regular meeting. Projects on the consent agenda will be those for which the staff and HPC expect no discussion or deliberation and anticipate approval. These cases would be advertised like any other, and would also have a staff report prepared including all pertinent information. Should any member of the HPC feel that discussion is needed on an individual case, or if there is a member of the public present who wishes to speak for or against it, that case would be pulled off of the consent agenda and deliberated during the regular agenda. This process will not only result in a shorter and more efficient meeting, but also will provide an incentive to applicants to submit all necessary information prior to the formal meeting.

6. **Allow digital submittals for City documentation, including approval of minor works:** Salisbury could create active forms in portable document format (pdf) that would allow applicants to download and enter application information directly on the form. The application could then be submitted with associated materials to a designated email address that would be routed to planning and development services staff, as well as the minor works committee. While Salisbury would still need to have available physical forms, digital submittals will add convenience and efficiency to the process.

7. **Hold pre-application consultations:** Property owners should never come unprepared for an HPC meeting and should be well informed all along the way. Applicants should be strongly encouraged to seek a pre-application consultation with planning staff to discuss the process, applicable guidelines, and submittal requirements for their particular project. Many communities require these consultations, which result in a more efficient and timely approval process.

8. **Post signs for COA requests:** In an effort to keep district residents and property owners informed, the City could provide signs to be posted for each case going before the full board. The reusable signs can be distributed to the applicant as part of the application process, with the requirement that the applicant post the sign in a conspicuous location. These signs will not only advertise the individual cases, but they will also serve to make property owners and residents more aware of the processes and need to get approval for projects.

9. **Post agendas and application details on the web:** Salisbury currently posts approved meeting minutes to its historic preservation website. It should also post monthly agendas prior to each meeting, including a .pdf version of the application and staff report for each case.

***Outcome 3** – Develop new guidelines that address current deficiencies and encourage sustainable preservation practices.*

10. **Simplify review of color from the approval process:** Color can be an important character element for certain historic buildings, such as a Victorian home. However, color is a reversible action that will change often over the life of a historic structure. The review of color is by far the most cited complaint from those who do not understand or are generally opposed to historic preservation and design review. The HPC should consider simplifying the approval of color by providing guidance about historic color palettes and placement, as well as amending the minor works to allow for color change to be approved by staff.

11. **Develop neighborhood specific guidelines:** As Salisbury's preservation program has expanded, different neighborhoods with very distinct architectural styles and history have been added to the system. Each district has unique architecture and preservation needs, which can be reflected with supplemental guidelines for each district. Much like Salisbury has done with its non-residential guidelines for downtown, it can create district specific guidelines as part of a more comprehensive document. Brief supplemental sections for each district would follow the existing residential guidelines. Each supplement would have a short overview of the district and its history, include general preservation goals, and detail guidelines for treatments that are unique to the district.

12. **Enhance design guidelines with improved language or new standards for certain treatments:** Salisbury's existing design guidelines document has been amended over time, with notable additions being non-residential guidelines and public art. The HPC should review and consider enhancing the guideline document related to:

    a. Green and Sustainable Practices – With today's focus on green architecture and rising energy costs, preservation practices are continually being reviewed related to sustainability. The industry is equally dynamic as new products and treatments are being created and improved. Salisbury's guidelines loosely address these practices now, and certain amendments may be needed for clarifications.

        i. Replacement Windows – Requests for replacing older windows with new windows is one of the HPC's biggest challenges. However, the practice of installing modern replacement windows goes against the tenets of historic preservation, as windows are one of the most character defining features

of historic buildings.

Much of the problem stems from misinformation and a general lack of understanding about the benefits of repairing historic windows. Short of making any changes to the guidelines to allow replacement windows, Salisbury should consider inserting supplemental language into the document presenting the benefits of preserving historic windows. The key issue is to educate property owners on the true costs related to installation and energy savings, long-term sustainability, and green nature of restoring old windows.

ii. Solar Panels – Salisbury's current design guidelines generally require solar panels to be placed on a rear-facing roof of a historic home. Of course, depending on which direction the home faces, this may essentially prohibit the panels. Most other communities have similar guidelines or do not address solar panels at all.

Solar panel technology has changed significantly in recent years, resulting in new practices for this treatment. The National Alliance of Preservation Commissions (NAPC) has published sample guidelines for solar panels that permit them more broadly, but also preserve the historic fabric of the buildings. Recommendations generally relate to freestanding panels in yards, minimizing visual impacts to architecture and the district, and integrating solar panels into the design of new construction. They also clarify the use of flat panels on character-defining rooflines, as long as original roofing materials are not removed or damaged. Salisbury should look to the advice of the NAPC, and consider amending the guidelines to allow solar panels in more cases.

Site Treatments – Salisbury's guidelines could further be enhanced by adding informative text related to integrating sustainable landscape architecture, site planning, and other green treatments. For example, rain barrels, cisterns, and other water conservation features are sustainable treatments that do not affect the architecture of the historic building. Similar to current guidelines that suggest proper methods of removing paint, these would be instructive rather than regulatory.

b. Substitute Materials – Salisbury's existing guidelines discourage and often prohibit certain substitute materials on windows, roofs, and exterior walls. As with green technology, this field is constantly changing as new products are developed and marketed to consumers. It can be a challenge for a preservation commission to stay on top of this dynamic industry. While many communities have decided to allow substitute materials on a case-by-case basis, they have the tendency to permit intrusive treatments or to allow products whose durability has not been tested. In some cases, including one in Salisbury, an approved substitute material has failed, resulting in damage to the historic property.

As with the suggestions above, educating property owners is the key to encouraging appropriate treatments. To this end, Salisbury should consider creating an updateable list of appropriate materials to add as an appendix to its design guideline document.

c. Modern and Post-Modern Design – Many stakeholders expressed a need for more creative and modern design in the historic neighborhoods and downtown. While few historic design guideline documents directly address modern or post-modern architecture, Salisbury should review and ensure its guidelines permit appropriate new modern or post-modern construction that respects the scale, character, and urban fabric of the surrounding neighborhood.

d. Educational Tools – Ultimately, the design guidelines should be a resource for all owners regardless of whether their historic property is in a locally designated district. Therefore, the document should be as informative as it is regulatory, and incorporate as much information related to best practices, appropriate materials, sustainability, and the benefits of reuse, reinvestment, and retrofitting. Woven throughout the document should be references to other resources available from the National Trust, National Park Service, NAPC, and trade agencies. Also, it is important that a method is in place for future amendments based on developing practices and new information.

***Outcome 4** – Identify an administrative framework to ensure the long-term viability of preservation programming.*

13. **Conduct ongoing training for HPC members:** As a Certified Local Government, Salisbury is required to maintain a qualified and informed board. As volunteers, it is often difficult to devote additional time outside of monthly meetings to undergo training. However, Salisbury has a robust program with complex preservation situations, and this level of board education is critical. Salisbury should consider a number of new practices:

    a. The North Carolina State Historic Preservation Office, the National Trust for Historic Preservation, and the National Alliance of Preservation Commissions each facilitate educational sessions in the form of conferences, workshops, and online materials. Salisbury should consider requiring each member to undergo a limited number of hours annually for ongoing education. This could occur through City sponsored trips to conferences and workshops, or individually through online sources. Much like AICP or other professional certifications, the logging of education sessions can be completed on an honor basis.

    b. Once a year, the City should sponsor a visit to a nearby community to audit a peer Preservation Commission's meeting. Understanding the preservation issues of other communities as well as the order and conduct of their meetings can help the HPC evaluate its own processes. This visit could also include an open discussion between the peer boards, which should be beneficial to both commissions.

c. A half-day new member orientation session can be held each year for new members. The workshop would not only include an overview of the process and design guidelines, but also a discussion of past cases including board deliberation. Existing members should be encouraged to attend and participate.

14. **Expand the pool of HPC members:** Although many preservation resources exist in Salisbury, the community still has a limited pool of members that it can draw from to sit on the Commission. In order to keep a well-qualified board, it is imperative that Salisbury expand its volunteer base. Salisbury's current code does not require representation from each of its designated districts, but this is a good policy that can result in a broader pool of volunteers. As part of its ongoing outreach, the City and HPC can make presentations to various professional boards (architecture, history, realtors, etc.), institutions, and neighborhood associations. The purpose would be to inform stakeholders of the process and also drive interest in community service and the HPC.

15. **Establish HPC membership requirements:** Like other organizations that have a succession of leadership, the City could require that the HPC chair serve a year as Vice Chair as a prerequisite.

16. **Host departmental training for City staff:** Ongoing training for city staff is also vital to the success of a preservation program. For a program as complex as Salisbury's, it is critical that staff (planning, enforcement, etc.) have opportunities to obtain off-site training through the various professional and online sources. Like board training, this may require a dedication of city resources to attend workshops and conferences.

17. **Conduct an HPC annual review:** As a Certified Local Government, the City is required to make annual reports to the North Carolina State Historic Preservation Office. As part of this process, the HPC should facilitate an expanded review of the previous year's work, including a dedicated work session to review specific cases, potential process enhancements, guideline issues, etc. The purpose of the review will be to cast a retrospective look on the previous year and to create a work plan for the HPC and its committees for the coming year.

18. **Review planning staff levels:** Salisbury has a substantial preservation program, and this master plan presents strategies that will result in increased responsibilities and staff time. Salisbury's current staffing devoted to preservation includes a Senior Planner as well as an administrative staffer who receives COA applications and attends HPC meetings. The Senior Planner position responsible for preservation also facilitates neighborhood planning for the City.

    With added responsibilities for preservation, as well as the potential for increased community development activities resulting from the work of the Better Housing Committee, the City of Salisbury should review staffing to determine the sustainability of both efforts. Communities similar to Salisbury in terms of the number of designated properties and planning activities typically have a staff person dedicated solely to preservation.

19. **Consider permitting fees:** Salisbury currently has a fee schedule for zoning and other development requests but has never levied a fee for certificates of appropriateness. More and more communities with preservation programs have a fee for COAs, especially those with programs as active as Salisbury's. Salisbury should consider adding fees for

COA requests to its fee schedule for development review. Other communities base their fees off of project type, cost, land use, or even level of review. Basic fees range from $15 to $50 for residential reviews, and can go higher for commercial projects. They may have additional fees for planning projects (landmark review), demolitions, or even for projects that have begun prior to receiving approval. Fees can help supplement funding for staff resources as well as community outreach efforts.

Outcome 5 – *Implement equitable enforcement of ordinances, particularly those related to the demolition of historic resources.*

20. **Establish compliance criteria for city grants:** Salisbury has numerous grant incentives for historic preservation, building improvements, and property enhancements. Grants are given to property owners who are committed to preservation, including following the design guidelines and *Secretary of Interior's Standards for Rehabilitation*. Salisbury should institute a new criterion in its Historic Preservation, DSMD, and Innes Street Improvement Grants, whereby a condition of eligibility is that the property owner's other properties are in compliance with Salisbury's design guidelines and zoning codes.

21. **Be consistent with code enforcement:** Due to staffing constraints, the City is limited in its ability to proactively enforce its preservation codes. However, the City must be consistent with its enforcement, not allowing individuals to continually violate the regulatory process and codes.

22. **Create and enforce a Demolition by Neglect ordinance:** Salisbury currently has a placeholder in its codes for a Demolition by Neglect clause, and should enact a new ordinance that:

    a. States the importance of the preservation of Salisbury's districts and buildings, including the establishment of criteria whereby it can be found that certain structures are being neglected to the point of extended deterioration.

    b. Creates a process whereby the HPC, in association with Codes Enforcement, can determine the level of demolition by neglect, including an order to repair or correct the causes of deterioration.

    c. Establishes as part of the process a method for petitioning, determination of violation, citation procedure, timeframe for mitigation, and appeals process.

    d. Creates a penalty process that can include property liens and civil penalties for those properties that fail to correct the cause of deterioration.

23. **Increase the number of properties protected from teardowns:** With the ability to delay demolition for a year in local districts, as well as limited delay in National Register Historic Districts, Salisbury currently does all it can do to discourage demolitions in its regulatory capacity. There are three potential methods to increase the ability to discourage demolition, each of which has certain challenges:

    a. Increase the number of local and National Register Historic Districts in Salisbury. The Architectural Survey calls for a number of new or expanded national districts. Of course, new designated local districts would increase staff workload.

b. Pursue special legislation to require demolition requests to obtain a permit from City Council. Salisbury has been able to do this in downtown, and other communities have extended this policy to all locally designated districts. However, this would not apply to national districts.

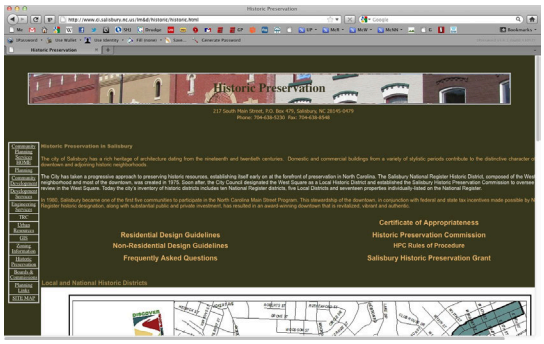
c. Perhaps the best method to prevent demolition is more preemptive and indirect. Salisbury should strengthen the network among its redevelopment partners, whereby potential demolitions are apparent in planning stages, and a broader dialogue for finding alternatives occurs.

Outcome 6 – *Create a one-stop shop for citizen and organizational guidance, education and administration of preservation-related codes and ordinances.*

24. **Create a centralized location for preservation resources:** An applicant for a COA must submit his or her request at Development Services, then interact with the historic preservation planner and HPC at City Hall. Salisbury has used this method for years, but a number of stakeholders listed this as a minor issue that needs improvement. The City should consider establishing a centralized location for preservation resources. This should allow for more efficiency in the application process, improved pre-application engagement with property owners, while also adding the ability to distribute city-focused preservation materials to interested parties.

25. **Create mechanism to distribute HPC-related materials:** Delivery of preservation information could be enhanced with greater coordination with neighborhood associations. This could include the designation of "block captains" to be the source of neighborhood information related to the HPC, guidelines, and processes.

26. **Overhaul the City's preservation website:** In general, improved methods are needed for delivering information on the City's preservation codes, the HPC process, grant programs, etc. This could include a more effective and user-friendly City historic preservation website with expanded content. The current site has incomplete information, broken links, and is generally difficult to navigate.



27. **Create design review network:** Salisbury established the Design Review Advisory Committee as a method for providing pre-review design advice on complex projects. While some other communities have seen the need to hire a designer or architect dedicated to assist property owners with preservation or urban design, the City of Salisbury has neither the resources nor the demand for a designated position. However, the community has a wealth of preservationists, architects, designers, and development professionals who are committed to the principles of preservation. In addition to the DRAC and HPC, a community-based design network could be cultivated, whereby citizens or investors considering significant projects could tap into a knowledge base of professionals. This loosely based network could include local designers and developers with knowledge of the HPC process, guidelines, and "the Salisbury style." Advice would

be general, but unlike the DRAC, could expand outside of a regulatory discussion.

Outcome 7 – *Create simplified, easy-to-understand preservation codes and ordinances.*

28. **Amend the guidelines to make them user-friendly:** Salisbury has effective design guidelines based on the *Secretary of Interior's Standards for Rehabilitation*. This plan suggests new guidelines for certain treatments, as well as neighborhood specific additions. Other enhancements could include creating a more graphic-intensive document with updated color photographs and diagrams, as well as examples of proper and improper treatments. The guidelines are separated by residential and non-residential uses, yet the majority of the guidelines in both sections are the same. Other design guideline documents that have additional guidelines for different treatments or districts first present the universal set of guidelines, then follow with a supplemental section for each unique situation.
29. **Create promotional materials for HPC processes:** Salisbury's existing materials are somewhat inconsistent, and sometimes inaccessible. The City should review its existing information resources, update them with a consistent design incorporating Salisbury's brand, and create a centralized location for delivery both on the web as well as at City Hall. This could include, among others, the HPC brochure, COA application, frequently asked questions, Historic Preservation Grant application, and design guideline executive summary.

4.2 Community Character

The community character theme concerns neighborhood livability related to preservation and the protection of historic resources. The strategies below focus on the relationship between housing codes and preservation, improving the overall neighborhood fabric, forwarding a preservation ethic in municipal activities, and telling Salisbury's unique history.

***Outcome 1** – Remedy conflicts between preservation tools and minimum housing code, addressing threats to livability in historic neighborhoods.*

30. **Consider creating conservation districts:** Conservation districts are often designed to protect specific neighborhood characteristics. In a sense, Salisbury's existing HR base district is similar to a conservation district, yet its additional standards relate primarily to multi-family uses. In fact, the HR district is based on the previous SFC (Single Family Conservation) zone.

    The City, engaging the Historic Neighborhood Alliance and neighborhood associations, should consider the need and feasibility of conservation districts in Salisbury. The specific neighborhood characteristics that need protection should be identified, including determining if the existing HR zoning and other codes adequately address these elements. If it is determined that a conservation district is needed, Salisbury can amend the HR zoning enhancing its ability to protect historic neighborhoods. Conservation districts often apply additional requirements for character, scale, and appearance; yet they do not require full design review.

31. **Consider downzoning in certain neighborhoods:** All residential uses in Salisbury's local and National Register listed districts are generally zoned HR. Other neighborhoods with historic character are zoned GR6, UR8, and UR12. The primary difference between these residential base districts is the density (6, 8, and 12 units per acre) and provisions for multifamily uses. HR zoning permits 8 units per acre and limits multi-family uses (up to 4 units) only to those buildings that were originally constructed for such use. The differences between the base districts are minor, and Salisbury should consider downzoning only where appropriate. Certainly, when new National Register Historic Districts are designated, those that are residential should be considered for HR zoning.

32. **Preservation incentives for affordable housing:** Salisbury and its independent partners currently have a number of programs that seek to create affordable housing in its neighborhoods. In fact, with the primary criteria of stabilization and financial need, the Historic Preservation Grant itself fosters affordable housing with a focus on preservation. A number of other incentives could be considered with a similar focus:

    a. Use CBDG monies to fund rehabilitation projects in historic neighborhoods. This already occurs in Salisbury with the Community Development Corporation (CDC) being the primary conduit for these federal funds. The City should work with the

CDC and other agencies to incorporate the *Secretary of Interior's Standards* into their rehabilitation projects.

b. Expand the Design Review Advisory Committee's responsibilities to provide preservation related design advice to the CDC, or low to moderate-income homeowners.

c. Look to create new programs such as a revolving loan program dedicated to historic rehabilitations. Any new program would need to be capitalized with partnerships of the City and its public funding sources, local financial institutions, and community foundations.

***Outcome 2** – Extend the preservation ethic with polices to protect and preserve neighborhood infrastructure, municipal facilities, and public spaces.*

33. **Expand communications between City departments regarding preservation issues:** Salisbury should improve methods of sharing preservation related information between departments. This would include Planning, Development Services, Engineering, Community Development, Code Enforcement, Parks, Police, and Public Services. Salisbury CDC and Rowan County building inspections can also be involved.

34. **Establish preservation policies to be used by all City departments:** Using the outcomes in this plan as a foundation, the City should create a general list of preservation-related principles to follow for municipal projects. The various City departments can use these principles when undergoing planning projects, improving infrastructure, planning parks, pursuing economic development, neighborhood revitalization, etc.

35. **Review the historic significance of City-owned property:** The City of Salisbury owns a number of buildings, park sites, and other properties. It should take a simple inventory of its properties and document their historic significance.

36. **Expand neighborhood cleanups:** Salisbury's neighborhood associations should be encouraged to facilitate regular neighborhood cleanups. Some already do this, and the Neighborhood Leaders Alliance and Community Appearance Commission could work to expand the Spring and Fall Spruce-Up program. The Historic Neighborhood Alliance can help to engage and encourage cleanups in neighborhoods that do not have an active organization.

37. **Enhance ongoing planning efforts:** Salisbury should ensure that each of its planning efforts address historic preservation in some form, while also looking to expand methods for neighborhoods to contribute to the planning process.

    a. Infrastructure survey: Create a simple method for neighborhoods and homeowners associations to inventory the infrastructure systems and their conditions.

    b. Open space and tree preservation: Work with neighborhoods to identify existing open space, tree canopies, and heritage trees that should be preserved. Similar to Fulton Heights, certain neighborhoods may be able to identify and donate land for additional open space as a passive or active park.

    c. Open space and tree preservation: Use the results of the Planning Board's 2011 Open Space Study as well as the Tree Board's study identifying significant cultural landscapes for preservation.

    d. Traffic and circulation: A number of stakeholders identified reduction of traffic and traffic speeds as a key issue in their historic neighborhoods. Future neighborhood planning efforts should include recommendations for mitigating traffic issues.

    e. Preservation element in current and future plans: Salisbury Vision 2020 and DSI's Downtown Master Plan both have individual elements for historic preservation. This is a testament to the importance of history and preservation in Salisbury. The City should review other completed plans to assess the need for enhancements related to preservation. As new plans are created, historic preservation should be included.

***Outcome 3** – Develop and enhance interpretive tools to celebrate Salisbury's unique history and character.*

38. **Finish and implement plans to interpret the Confederate Military Prison:** The Confederate Military Prison is an important part of Salisbury's unique history, and one that needs to be better interpreted to local residents and visitors. While a Civil War Sites driving tour exists, little else has been done to tell the prison's story. This is a tremendous untapped market for heritage tourism, and Salisbury should coordinate with the Confederate Military Prison Association and other partners to complete and publish the archaeological investigation performed by Wake Forest University, including plans for its interpretation and preservation.

39. **Establish methods to interpret Salisbury's historic themes:** Salisbury has a number of important historic themes and stories that have shaped its unique history. Many of these themes are not easily identified in the built environment and historic districts, and interpretative systems are needed. For example, the African American Heritage Trail is a self-guided tour of Salisbury's important events and African American leaders. Other historic themes important to Salisbury include military history, historic institutions, early railroad history, and the textile industry.

40. **Enhance the signage systems for historic neighborhoods and districts:** In an effort to reinforce and interpret the identity of Salisbury's historic districts, simple neighborhood signage could be created. Signs that should be considered include formal gateways, house markers, and additional district boundary signage. Funding for signage could come from a variety of sources including neighborhood fundraisers. Similarly, the Community Appearance Commission should continue to coordinate with neighborhood associations, social organizations, and local garden clubs to install simple gateway improvements to the individual districts.

Finally, historic markers can be created for each neighborhood, designed to briefly present the history and character of the district. Salisbury could coordinate with the NC Historical Markers Program, but more likely would create its own design and system.

41. **Enhance Salisbury's heritage tourism strategy.** The City and Rowan County Tourism Development Authority should strengthen their heritage tourism program. These partners should determine how the recommendations of this plan and potential for expanded programming fits into heritage tourism product development, including efforts to jointly market Salisbury's history.

42. **Develop a Salisbury oral history project.** A long-term project could be the development of an oral history program, potentially coordinated with agencies such as the Rowan Museum and Rowan County Public Library. Students and interested adults could be recruited and trained as interviewers, and their interviews could be published in print and on the web as text and film. Professors and students from Livingstone College, Catawba College, and Rowan-Cabarrus Community College could be enlisted to train, supervise, and conduct interviews, and library and museum staff could archive and promote them.

4.3 Outreach and Education

The City and other independent preservation agencies should expand and enhance efforts to engage and educate citizens about the benefits, responsibilities, and value of historic preservation. This section suggests a number of new initiatives a wealth of new materials. It is anticipated that these materials would be created over a period of time.

Outcome 1— Create an awareness and understanding of Salisbury's preservation processes and tools, including those of the Historic Preservation Commission, Historic Salisbury Foundation, and other independent preservation partners.

43. **Create consistent and accessible preservation documentation:** Accurate and current information will be the foundation of ongoing education and outreach efforts. All information should be provided in consistently designed documents. Not only is this strategy smart from a promotional standpoint, it will also make preservation materials easier to update, serving as a key element of a sustainable preservation strategy.

    All information should be designed in digital format with the ability to print as needed. Information to be updated should include HPC forms and guidelines, City information, etc. All documents should reflect current Secretary of the *Interior's Standards for the Treatment of Historic Properties*.

44. **Create comprehensive information packets for homeowners, tenants, and landlords:** Information should be presented in concise layman's terms so that residents will understand their rights and responsibilities under district guidelines. These packets should be in a consistent format and should contain the following information:

    a. A description and map of the district(s). This document would explain what a historic district is and what this means for the homeowner;

    b. Contact information for the City, Historic Preservation Commission, Historic Neighborhood Alliance, Historic Salisbury Foundation, neighborhood associations, etc.;

    c. Easy-to-read fact sheets detailing HPC and City processes;

    d. A summary of the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. This should include historically appropriate materials, restoration techniques, and best practices for property maintenance and repair;

    e. A detailed fact sheet regarding eligible tax credits and contact information of local professionals with experience in using/employing them;

    f. A list of organizations and design, construction, and restoration specialists who are familiar with preservation processes and techniques.

45. **Create information packets for realtors:** These packets could focus on more technical preservation issues as they relate to the real estate industry, such as homeowner tax credits, historic district obligations and benefits, and realtor disclosure requirements. These could contain the following information:
    a. A description and maps of Salisbury's local and national historic districts as well as a summary of the benefits and responsibilities of purchasing property in a historic district;
    b. Links to websites that market historic properties, such as Historic Salisbury Foundation and Preservation North Carolina.
    c. Fact sheets describing the use and benefits of tax credits and grants for historic preservation for homeowners;
    d. An explanation of disclosure requirements for realtors showing and selling historic properties;
46. **Create information packets for real estate developers and preservation professionals:** These packets should include the following information:
    a. A detailed fact sheet regarding eligible tax credits and preservation standards for commercial properties;
    b. Website links for available historic houses and buildings in the Salisbury/Rowan area;
    c. A list of organizations and design, construction, and restoration specialists who are familiar with preservation processes and techniques.
47. **Create an official local preservation resource collection:** This collection could become a clearinghouse for all preservation information and research for Salisbury. Documentation could include information about Salisbury's preservation programming such as Design Guidelines, historic resources inventories and architectural surveys, preservation plans, etc. It could also include general materials on techniques for the preservation of historic architecture. The intent is that it would be a one-stop, physical location for resources related to preservation in Salisbury.

    A potential location for this collection could be the Rowan Public Library's Edith M. Clark History Room, which already boasts a large collection of local genealogical and historic resources. The City and other independent preservation partners could work with the library to determine the materials for this body of resources. Grant funding can be sought for this and other outreach strategies.
48. **Create a list of contractors, handymen, and materials vendors:** This list could be an online listing of local/regional tradesmen and materials providers with preservation experience. It should remain a user-generated list with postings by contractors and clients so as to prevent any conflicts of interest by the City of Salisbury, or other independent preservation partners.

Outcome 2 – Provide adequate resources and access to information for homeowners, realtors, prospective homebuyers, and landlords.

49. **Organize preservation workshops for neighborhood residents and citizens:** The Historic Preservation Commission, in conjunction with the Historic Neighborhood Alliance, could join with other independent partners to coordinate small workshops, speak to neighborhood associations, and provide training for residents interested in preservation issues. These workshops could focus on common repair and materials issues such as windows and doors, wood siding, alternative materials, porches/foundations/garages, landscaping, building history, etc. NCSHPO, Preservation North Carolina, and even communities such as Raleigh and Charlotte can be tapped as resources to help develop workshops.

50. **Host an annual tax credit workshop:** The HPC could partner with other independent agencies to hold an annual tax credit workshop for homeowners, business owners, developers, and realtors.

51. **Continue to engage local realtors:** Each year, City preservation staff has secured a spot on the meeting agenda of Salisbury/Rowan Association of Realtors. Continued efforts could seek to train professional realtors on properly marketing and selling historic properties, potentially providing continuing education credits to realtors through the North Carolina Association of Realtors.

52. **Develop a formal disclosure process and documentation materials for local realtors:** This could involve the signing of an additional disclosure form at the time of purchase. Also, the resource packet mentioned in the previous section could be conveyed to the purchaser during the selling process.

53. **Create an online preservation resource hub, www.PreserveSalisbury.com:** PreserveSalisbury.com is currently unassigned, and can become the primary online one-stop resource for all things preservation-related in the Salisbury-Rowan County area. This website could contain up-to-date information regarding appropriate materials, contractors, tax credit information, knowledge of HPC process, functions of independent agencies such as Downtown Salisbury or Historic Salisbury Foundation, access to local craftsman, etc. Links to important documents, websites, and other information will also be provided.

    PreserveSalisbury.com could be the portal for all preservation information in the community, and each independent preservation partner could direct people to the site, posting a link on their respective websites.

54. **Work with local colleges to develop preservation tools at low-to-no cost:** Salisbury has three colleges it could engage to create and expand preservation tools. For example, students in Rowan-Cabarrus Community College's Web Technologies program could be tapped to develop preservation technique videos on specific topics like historic window repair. Also, Catawba College's Center for the Environment and students in the college's Sustainable Business & Community Development and Communication Arts degree programs and students in Livingstone College's Center for Holistic Learning program could be employed in other preservation product-development projects.

55. **Create a non-profit or for-profit architectural salvage store for historic lumber, posts, windows, and interior fixtures:** This facility could ensure that materials from teardowns are salvaged and made available at reasonable prices. There are many examples of such stores in mid-sized communities, such as Architectural Salvage of Greensboro. As a first step, it may be possible for Salisbury's Habitat ReStore to simply create a preservation-oriented section in the store. In the longer term, this facility could be located in the Ice House or Grimes Mill.

56. **Create a listing of available or vacant historic houses and structures:** This tool could serve as a resource hub for potential investors (individuals, non-profit and for-profit developers, etc.) and would generate community awareness of the inventory/stock of historic properties. This listing could be in print but would be most effective in an online format.

Outcome 3 – Develop preservation-themed outreach activities that engage residents and generates an appreciation of the value of preservation.

57. **Continue existing efforts and consider new events:** Historic Salisbury Foundation has continued to sponsor events and other activities that promote preservation. Building on these efforts, Salisbury's other independent preservation partners can look to create additional programming and events. These could include dedicated activities during Preservation Week, summertime architectural scavenger hunts, or an annual geocaching event. Coordination of Preservation Week should be the responsibility of the Historic Preservation Commission. However, other preservation partners must be involved if these efforts are to succeed.

58. **Promote and engage the recently formed local chapter of the Tar Heel Junior Historian Association:** Work with the school district to engage this group in preservation projects, such as establishing a Salisbury oral history program.

59. **Develop preservation-themed programming for students:** In conjunction with the Rowan-Salisbury School District and Horizons Unlimited, complement existing programming by incorporating preservation and history related curriculum into schools. This could include developing educational modules for elementary, middle, and high school students.

60. **Expand the City's walking tour program:** Salisbury's walking tour program should be expanded to include all of the City's historic neighborhoods and districts. Neighborhood associations, the Historic Neighborhood Alliance, the Rowan County Convention and Visitors Bureau, and the City could work together to develop these new products.

61. **Create a digital delivery system for walking tours and historic information:** The Rowan County Convention and Visitors Bureau could translate existing and new tours into interactive digital formats such as podcasts and smartphone apps. Although this could be a major project, a good first step would be to develop a smartphone-friendly website along with the new online preservation resource hub.

62. **Enhance existing marketing tools and develop new promotional materials and programming:**

    a. **Celebrate and promote preservation success stories:** The City's public information director and independent preservation partners' websites and newsletters are good conduits for engaging the larger community. Preservation best practices should be promoted by focusing on local efforts, and could be publicized via articles, web sites, handouts, short films, etc.

    b. **Develop promotional collateral to promote the financial impact and return on investment from local, state, and federal preservation programs:** The City, Downtown Salisbury, and the Community Appearance Commission can develop materials to promote the success of Salisbury's preservation movement as an economic development tool. DSI and the CAC already create annual reports documenting the facts related to economic investments. Other materials could include window signs for grant projects, street banners, and brochures.

    c. **Promote all available incentives (federal, state, local) for preservation projects:** These should be available in print, on the web, and as part of standard processes such as real estate disclosure, COA application, etc.

    d. **Develop a Historic Preservation Commission preservation recognition program:** The HPC could develop an annual honorary plaque program for successful preservation projects. A criterion for this recognition should be projects that have gone through, and been completed following the COA process. This could be a simple acknowledgement of appreciation intended to create a positive interaction between the HPC and applicants.

63. **Organize neighborhood "self-help" projects:** Create a neighbor-to-neighbor mentoring program (for example, between West Square and Fulton Heights). The Historic Neighborhood Alliance could potentially be the conduit for such projects, relying on leadership from long-time residents to connect, engage, and mentor new residents or those unfamiliar with preservation techniques, processes, and tools.

64. **Organize and promote a preservation speakers' series:** The Historic Preservation Commission could coordinate with Historic Salisbury Foundation and the Historic Neighborhood Alliance to create a speakers' series in which preservation leaders (from Salisbury and outside the community) are scheduled to speak.

65. **Work with historic churches to continue and enhance educational programming for their congregations and the general public:** Some of Salisbury's churches are among the oldest and most historically significant structures in the region. Although many churches already have brochures or books devoted to their congregational histories, enhanced educational materials (brochures, fact sheets, curricula) could be created for congregations and interested citizens to foster awareness and pride in these significant historic resources.

4.4 Historic Resources Outcomes

This theme generally relates to the identification and preservation of Salisbury's historic architecture, both inside and outside of designated districts. It addresses updating and expanding existing inventories, and creating proactive measures to protect these resources.

***Outcome 1** – Develop preservation strategies tailored to each of Salisbury's historic districts and neighborhoods.*

In addition to the comprehensive recommendations mentioned in this report, the neighborhood-specific strategies below were identified during stakeholder interviews or from observations of the consultants. Some of these recommendations fall under other strategies in this report.

66. Salisbury/West Square

a. Resurvey entire Salisbury National Register Historic District. The original Salisbury NR district was completed thirty-six years ago and conditions have changed since. Also, the original survey did not go into an appropriate level of detail.
b. Expand the district as identified in the 2001 architectural survey. South Fulton Street between West Square and Fulton Heights was identified in the survey as having potential to become a National Register Historic District. The survey identified this area as having potential to be included either in the original Salisbury district, or as part of a new Chestnut Hill District. Either way, the area is threatened. Having a level of designation as well as the potential for tax credits can help prevent deterioration in this key link between the two districts.

67. West End/Livingstone College

a. Build a more active neighborhood association that engages younger families and property owners, as well as Livingstone College.
b. Use the neighborhood association as a method to create more open line of communication with the City.

68. Park Avenue/Kessler Mill

a. Consider traffic calming devices and other methods to reduce cut through traffic. Park Avenue and Liberty Street represent a major cut-through parallel to Innes Street and is in need of traffic calming.
b. Partner with private sector organizations to create a master plan for the Cannon Mill site. The site is currently an eyesore as a vacant property with demolition debris. Not only should the property owners clean up the site, but neighborhood partners should complete a planning exercise that creates a proactive vision for the property's development.

69. Brooklyn-South Square

a. Brooklyn-South Square is one of Salisbury's most diverse neighborhoods in terms of home ownership. Portions are entirely rental and the neighborhood should work with redevelopment partners (City, CDC) to employ revitalization methods used in other threatened neighborhoods. Increasing home ownership should be a key goal.
b. Consider methods to reduce cut-through traffic on Bank and Fisher Streets.
c. Increase participation in the neighborhood association, particularly with owners of rental properties.
d. Consider expanding the existing Preservation Grant program to include landscape and energy efficiency improvements.
e. Continue efforts to interpret and recognize the Confederate Military Prison site.

70. North Main Street

a. Implement the North Main Small Area Improvement Plan. The plan calls for a number of infrastructure, open space, and neighborhood appearance improvements.
b. Create a system of historic markers for contributing homes. Improving the neighborhood's identity is a key focus on the improvement plan. The neighborhood association should implement a system of recognizing property owners of its contributing buildings with historic plaques.
c. Create more involvement in North Main Neighborhood Association (NOMA), particularly from renters. As a district that includes a number of rental properties, NOMA has always struggled with getting participation outside of a core group. The association should work more aggressively for participation for owners and renters, implementing a membership drive, neighborhood socials, and perhaps even a "Friends of North Main" group.
d. Consider methods to incentivize investment such as façade grants and landscaping incentives for business district and rental properties.
e. Similarly, create mechanism for NOMA to work with private sector property owners to have plan for redevelopment of central commercial district in neighborhood.
f. Promote more home ownership and investment.

71. Ellis Street Graded School

a. Consider traffic calming devices and other methods to reduce cut-through traffic. Traffic on North Ellis Street was a key item of concern of neighborhood residents. Much like has occurred in Fulton Heights with four-way stops, Salisbury may consider installing similar devices or even signage to encourage traffic to follow other routes.
b. Partner with school district to create proactive plan for its property with a focus on encouraging residential infill. The Ellis Street School is the namesake of this district and is critical to the historic character of the neighborhood. Should the school district decide to move to another location and dispose of this property, it would become a major in-town redevelopment site. The Neighborhood Association, City of Salisbury, and School District can partner to create an urban design vision for this site as well as the adjacent properties on West Kerr and North Ellis. When there is an opportunity to develop this area, this plan could be used as a guide to encourage compatible development within a historic district. Initial visioning has begun through the Salisbury Planning Board.
c. Consider a pocket park adjacent to the railroad. There are a number of vacant parcels adjacent to Shober Bridge and the railroad tracks. While not necessarily suitable for development, these properties could be a pocket park or even a community garden.

72. Fulton Heights

a. The Fulton Heights Neighborhood Association could restart previous dialogue on the potential of pursuing local historic district designation. It is important that the effort be grassroots, including a significant amount of neighborhood input and positive public relations. The City should not lead the effort, but provide support to the organization.
b. Expand Preservation Grant eligibility. Local designation is a process that will take a certain amount of time. In the interim, the City could consider expanding grant eligibility to districts seeking local designation.

73. Jersey City

a. Survey and establish a National Register Historic District. The neighborhood is not a likely candidate for local designation, but a National Register designation would recognize the importance of the neighborhood while also opening up potential for historic tax credits. An architectural survey has been completed and can be used as the foundation for nomination.
b. Distribute the Jersey City Style Book to property owners and hold a workshop to explain the document and other preservation incentives. The style book interprets the history and architectural style of the neighborhood, and suggests preferred methods for preservation and urban design that retains the character of the district.
c. The City can partner with neighborhood residents to aggressively monitor and discourage the demolition of historic architecture. Perhaps more than other neighborhoods, Jersey City has seen an amount of demolition that has affected the overall character of the historic district. National Register designation will help, but active strategies to discourage continued demolition are needed.
d. Downzone the neighborhood to HR zoning. HR zoning currently is used only for designated districts in Salisbury. Upon designation as a National Register Historic District, the neighborhood could be downzoned to HR. The City could also consider expanding HR zoning to neighborhoods like Jersey City that have the potential for designation.
e. Implement recommendations detailed in Jersey City Style Book. This plan included a number of recommendations specifically tied to the preservation of the district.

74. Country Club

a. Compile an inventory of architectural styles and design architects, as most homes in the neighborhood were built in the 1940s, 50s and 60s.
b. Preserve and enhance neighborhood character elements including streetlights and trees, and a new sidewalk on Club House Drive. This would include the preservation of existing trees
c. Consider methods to reduce speeds and discourage tractor-trailer cut-through traffic.

75. Work with neighborhood associations of Milford Hills, City Park, Catawba College, Meadowbrook, and others to identify preservation needs and strategies.

***Outcome 2** – Employ polices that preserve and protect Salisbury's non-designated neighborhoods, corridors, and neighborhood edges.*

76. **Study the feasibility of establishing special assessment districts for key areas:** Improvements to public infrastructure in historic neighborhoods and districts was cited as a major need in the preservation of these areas. North Carolina Statutes were amended in 2008 to allow for special assessment districts to be designated by cities and counties to bond infrastructure improvements in key areas. Since the legislation, few municipalities in NC have employed the tool, which would likely be most successful in financing projects in areas that are developing and need the infrastructure to supplement the new investment. This tool may not be appropriate in Salisbury, but the City should study its potential or the potential for tax increment financing in certain areas, such as downtown.
77. **Promote local landmark designation for qualifying properties:** Municipalities in North Carolina do not have the ability to directly create tax breaks for historic properties. However, there is the ability to designate local landmarks, which gives the property owner the ability to apply for an annual 50% property tax deferral as long as the historic character is preserved. The intent is that designation could be reserved specifically for key buildings having significant historic and cultural value to the community. Designated local landmarks are subject to design guidelines and the COA process. Salisbury has historically not used the ability to designate local landmarks. Salisbury's code currently allows designation, and the HPC and City Council would need to identify criteria for designation as well as an application process.
78. **Create a process for completing community-driven small area plans in City districts:** Salisbury has completed small area and neighborhood plans in a number of areas including Park Avenue, North Main, and Jersey City, among others. These plans often detail a vision for future development, including public and private improvements. The City could create a program for neighborhoods to participate in creating long-term visions. The program would be community-driven, whereby the City is able to support neighborhood efforts to generate a neighborhood assessment, and prioritize future needs. The process should be grassroots, with the City participating as a partner.

***Outcome 3** – Create a system for the ongoing expansion and update of Salisbury's architectural inventory.*

79. **Update all existing inventories:** Salisbury's inventory began with the Salisbury National Register Historic District in 1975, and continued through 1999 with the designation of the Fulton Heights National Register District. Since the completion of the comprehensive Architectural Survey in 2001, it has been a decade since any resources were added to or updated within the inventory. The districts have changed over time, and there is a need to update each inventory, beginning with the earliest. The National Register nominations can be used as the foundation, and the HPC can partner with neighborhood associations and local volunteers to update the resources. This would include coordinating with SHPO to determine the most appropriate method to update the data.

80. **Follow the recommendations of the 2001 Architectural Survey:** The 2001 Architectural survey focused on documenting historic resources in general, but also making recommendations for new or expanded National Register Historic Districts and sites. Since its completion, three of its recommended sites have been individually added to the Register. The original recommendations still apply, and Salisbury and the HPC should begin a system whereby they are being implemented over time. A designating committee could be established, who can work with qualified volunteers or consultants.

81. **Expand Salisbury's inventories:** Similarly, Salisbury could look to expand the general inventory as a supplement to the 2001 Survey and National Register Nominations, including:

    a. Extraterritorial Jurisdiction. The 2001 survey reviewed areas included within Salisbury's historic city limits, which remained unchanged from 1927 through 1951. The remaining area, between the 1951 city limits and the current ETJ, can have a reconnaissance survey completed, documenting historic resources and creating recommendations for new National Register Historic Districts and properties.

    b. Mid-century modern resources. These homes and buildings have modern architecture elements, and were built generally from the mid-1930s through the 1960s. Salisbury has a tremendous amount of exemplary mid-century modern resources, and they could be added to the official inventory.

82. **Consolidate existing inventories into a consistent and expandable location:** Salisbury's inventory of historic resources is essentially a compilation of architectural research, primarily including the National Register nominations and 2001 Survey. Therefore, there is no official or inclusive survey document, but rather a series of individual inventories. Salisbury can look to consolidate these inventories into one location that has the ability to be expanded. The most obvious method would be using North Carolina's methodology for the Statewide Survey of Historic Properties, including incorporating the records in digital Microsoft Access format.

83. **Incorporate the updated/expanded inventories into City's GIS system:** Salisbury's GIS department is currently developing an online, interactive map of historic resources, including photographs and descriptions. This system could be used to perform permitting data analysis that can be mapped for planning purposes. This could include age of structures, certificate of appropriateness requests, demolition permits, parks and open space inventories, etc. Salisbury can coordinate with similar efforts of the North Carolina State Historic Preservation Office.

***Outcome 4**– Identify and protect threatened sites, architectural styles, and structures.*

84. **Create a "threatened list":** Much like the National Trust does each year, Salisbury should create a Top 10 list of threatened properties. The list would be intended to bring positive awareness to preservation challenges rather than identifying poorly maintained properties. For example, the Empire Hotel has an active plan for its preservation is in place, but the complexities and sheer scale of the project present significant challenges. Like the Trust, the list can identify types rather than individual buildings. For example, neighborhood commercial, institutional, and mill villages. The list should be used for awareness, but also to market the potential redevelopment of these sites.

85. **Identify historic resources available for adaptive reuse:** Salisbury can identify and catalogue its historic resources with potential for adaptive reuse. The preservation community can work with property owners to develop a vision and then use the compiled data to market the property. Marketing information could be made available to regional real estate professionals as well as Preservation North Carolina.

86. **Pursue a preservation easement program:** Like deed restrictions, easements are flexible tools that can apply certain criteria to the preservation of properties. They also can be attached to grants or other financial incentives such as federal and state tax deductions. Easements would be facilitated by a non-profit entity, and would be a voluntary legal agreement between the property owner and holder of the easement.

87. **Organize a tax credit network:** Rather than simply promoting tax credits through marketing and workshops, a knowledge base and advisory resource can be made available through Salisbury's preservation network. A number of Salisbury's property owners and people in the development field have successfully received tax credits for projects large and small. Creating a network whereby those seeking credits projects are connected to and can learn from knowledgeable professionals can significantly help people understand the complexities and methodologies of the program.

88. **Develop an energy audit incentive program:** A small grant program could be established to provide energy audits to a limited number of historic homes each year. A local or regional professional experienced in energy efficiency of historic homes could be secured to perform the audits, giving the homeowners information related to non-invasive, simple methods to make historic homes more efficient. The grants could be on a first-come basis.

4.5 Partnerships

This success of this master plan depends the ability of the Salisbury preservation community to mobilize and work together to achieve their shared goals. The recommendations in this section describe the strategic partnerships that will be required to accomplish the tasks outlined in this document.

For the purposes of this document, the term "partners" refers to those agencies that share a common preservation vision in Salisbury and does not represent any formal structure between any organization. Each agency has independent charters and missions, separate sources for funding, and organizational capacity. It is anticipated that each agency's participation in the implementation of this master plan fit within its individual work plans.

Outcome 1— Adopt a consolidated vision for preservation with specific strategies for independent partner organizations.

89. **Present plan to key independent preservation partners:** The first implementation task will be for the plan to be presented to each of Salisbury's key independent preservation partners for review and input, prior to any formal adoption by City Council.

    Each entity could then adopt the plan in concept, pledging support for its implementation. By adopting the plan concept, these organizations are accepting the responsibility of participating in the plan's implementation, and committing to the consolidated vision of a community-based plan. Key agencies include but are not limited to:

    - Downtown Salisbury, Inc.
    - Historic Preservation Commission
    - Historic Salisbury Foundation
    - Salisbury Convention & Visitors Bureau
    - Salisbury Community Development Corp.
    - Rowan Museum
    - Historic Neighborhood Alliance
    - Rowan Public Library

90. **The City of Salisbury adopts the preservation master plan:** The City of Salisbury will formally adopt this document as a guiding master plan for future historic preservation activities in the community.

91. **Present plan to other organizations:** The completed master plan should then be presented to other organizations for information purposes. This would include groups such as neighborhood associations, Neighborhood Leaders Alliance, Rowan County CVB, Livingstone and Catawba Colleges, among others.

92. **Create a plan implementation team:** Once the plan has been formally adopted, an implementation committee should be formed to guide the plan. This group will not be a separate organization, but rather a small working group drawn from the City and its independent preservation partners. It will be charged with the implementation of the tasks as outlined in the strategy board. The implementation team will meet biannually and can be comprised of one or more representatives appointed internally from the following organizations: the City of Salisbury, the Historic Salisbury Foundation, Downtown Salisbury, Inc., the Historic Preservation Commission, the Historic Neighborhood Alliance, and the Salisbury Community Development Corporation. Additional members may be appointed from other agencies. The job of this team will be

to "own the plan" and ensure its enactment and full implementation over time.

93. **Implementation team pairs tasks to partner organizations:** Upon presentation of the plan vision to partner organizations and formation of implementation team, the group's first task will be to review strategies and assign specific tasks to different agencies. Each task will have a lead agency, while others may be assigned to play a supporting role.

94. **Create a mechanism for accountability, review, and revision of the plan:** The strategy board will represent the work plan for the implementation team. At each biannual meeting, the group will use the work plan as guide to evaluate plan progress, adjust priorities, and add tasks and responsibilities as needed.

    The plan itself is strategic in nature with short, medium, and long-term tasks, but has no specific time frame. Many of the recommendations are new initiatives or policies, and have no actual "completion date." Therefore, the plan should be seen as a living document. The plan theoretically will be revised each meeting of implementation team, but should go through a formal update process every five years.

95. **Create an annual preservation outlook:** The team should issue an annual review documenting the plan's progress, as well as the community impact of preservation activities of the partner organizations (public and private investment, homes saved, students educated, designations approved, etc.). The document should be simple in nature, and designed to be informative for citizens and other individuals participating in preservation in Salisbury. It should also be used to create a preservation outlook for the coming year, including amending the goals and work plan (strategy board) of this master plan. The City of Salisbury can help to assemble this document, likely coordinating with the annual CLG report of the HPC.

Outcome 2— Enhance organization and cooperation among Salisbury's primary preservation partners, neighborhoods, and districts.

This plan is founded on partnerships, and each independent agency should play a role in facilitating the plan and furthering the preservation movement in Salisbury. Responsible parties for the individual tasks will be identified by the implementation team and added to the strategy board, but general responsibilities would focus on the unique strengths and capabilities of each agency:

96. **The City of Salisbury administers the regulatory tools of preservation activities and provide infrastructure improvements:** Above all else, the City of Salisbury will be entrusted with municipal duties such as code enforcement, physical infrastructure repairs and improvements, reviewing and updating ordinances, and administration of Historic Preservation Commission.

97. **The Historic Salisbury Foundation focuses on preservation advocacy, education, and programming:** The four elements of the Historic Salisbury Foundation mission are historic preservation, advocacy, education, and neighborhood revitalization. This well-established preservation partner currently serves as the primary clearinghouse for preservation information. The Foundation leads the local preservation community in

advocacy and education efforts.

98. **The Historic Preservation Commission manages the approval process and model best practices in preservation education:** This organization plays a crucial role in the local preservation process and should therefore become proactive in assisting and educating community members about preservation practices and regulations. To accomplish this, the Historic Preservation Commission should form working committees as outlined by its rules of procedure. Committees for designation and inventory as well as community outreach are needed.

99. **The Historic Neighborhood Alliance serves as a conduit to neighborhood associations as well as a vehicle for neighborhood empowerment:** The Historic Neighborhood Alliance has an opportunity to become a key player in the preservation community and play a significant role in neighborhood relationship-building and resident training. The organization could provide a direct connection between neighborhood associations and can sponsor workshops, outreach, and self-help programs designed help neighborhood associations that are currently not well organized. They can also develop the capacities to empower the residents of neighborhoods not yet organized.

100. **Downtown Salisbury, Inc. will market, promote, and secure downtown investment:** The primary goal of this organization is the sustainable economic development of the downtown district.

101. **The Salisbury Community Development Corporation provides expertise in community engagement and neighborhood revitalization:** The Salisbury Community Development Corporation has successfully development strong partnerships between Salisbury residents and nonprofit and for-profit organizations. It is also a primary channel for federal funding in revitalization projects.

102. **Neighborhood Associations will be engaged in the process in a grassroots capacity**. Many of the strategies in this plan point to the individual neighborhoods getting actively involved in the planning process and facilitating specific preservation projects and programming in their communities.

Outcome 3— Encourage working partnerships between preservation organizations and those not typically associated with the preservation movement.

103. **Utilize volunteer organizations, such as church, corporate, and student groups, to engage in preservation projects in low-income neighborhoods.** Property owners and tenants in a number of historic districts desperately need help with home maintenance and repair. Organizations such as the United Way, which already has a project to do exterior work on one block in a day, could recruit students from Livingstone College, Catawba College, Rowan-Cabarrus Community College, and various churches and corporations to volunteer for these projects. Additionally, Livingstone students and staff could get involved in the new planning project slated for the neighborhood adjacent to campus. In particular, churches and their congregations should be involved in neighborhood planning efforts.

Outcome 4— Acquire a clear understanding of available preservation resources and develop a strategic approach to take advantage of them.

Each of the recommendations of this plan will require an appropriation of resources in some form or fashion. Most of the recommendations do not require direct funding, but rather staff time or volunteer hours from either the City or its independent preservation partners. Still, many of the strategies will involve financial resources, and will require identifying potential funding streams and pairing them to the appropriate project.

104. **Maximize local funding sources and incentives:** The current fiscal outlook is challenging for many municipalities, and Salisbury is no exception. In order to maximize local funding for preservation projects, the City should look beyond municipal bonds and general funds to explore all available funding options, including:

    a. General funds, which would be needed for a number of tasks, but in particular for any staff additions that may result from the implementation of the plan.

    b. Incentives such as local landmarks and preservation grants, which could encourage homeowners to make improvements to their historic properties. Expansion of Salisbury's preservation grants would require a new appropriation of resources, and likely the identification of additional funding rather than general funds.

    c. Special assessment districts for historic neighborhoods (in which a self-imposed tax or fee is used to make infrastructure or other improvements), which are discussed extensively above.

    d. Self-financing bonds (also called project development bonds), which can be used to fund public infrastructure improvements to support corridor revitalization, redevelopment of underserved properties, affordable housing, inner-city commercial development, etc.

    e. Accommodations tax revenue, which currently helps fund the Rowan County Tourism Development Authority, as well as the City's tourism-related efforts. This funding could also be a potential source for visitor-related preservation projects of this plan.

    f. A revolving loan program for home improvements (such upfitting and structural repairs) in low-income non-designated historic neighborhoods, which the City could explore partnering with Salisbury Community Development Corporation to institute.

    g. Preservation easements, which can result in potential tax deductions for historic properties.

105. **Strategically deploy state funding sources:** Like many states, North Carolina is struggling to adequately fund long-standing resources such as Transportation Enhancement (TE) funds. The City of Salisbury, which has long taken advantage of these state-administered monies, should focus its TE applications on improvements to historic districts and neighborhoods.

106. **Continue to utilize federal funding sources for preservation initiatives:** The federal government and its agencies are responsible for several major funding sources, such as Community Development Block Grants (CDBG) and historic tax credits for commercial and residential properties. Salisbury preservation partners must work to maximize the use of federal tax credits and should work to empower residents to take full advantage of them. Also, the City of Salisbury and the Salisbury Community Development Corporation should continue to focus its CDBG resources on low-income non-designated neighborhoods such as Jersey City and the West End area.

107. **Continue to utilize foundation and nonprofit monies and consider retaining a grant writer for future initiatives:** Salisbury has long taken advantage of funds conveyed by private foundations like the Robertson Family Foundation and Foundation for the Carolinas. The plan implementation task force should consider retaining a professional grant-writing consultant on an as-needed basis to assist with ongoing applications and to pursue additional grant opportunities.

108. **Utilize volunteer and *pro bono* services:** The strength of the Salisbury preservation movement comes from the generations of dedicated Salisburians who have committed their time, energy, and efforts to the betterment of their community. As this plan moves forward, these residents and citizens will be subjected to greater demands on their limited resources. Therefore, the preservation community should cast a wider net in its recruitment efforts and should conduct a focused search for trained architects, civil engineers, interior designers, landscape architects, graphic and web designers, and marketing specialists who are willing to volunteer their services on a *pro bono* basis. At the same time, the ranks of ordinary volunteers should be expanded to include greater numbers of school-age children, university students, young professionals, and seniors who are willing to serve as docents, tour guides, and semiskilled laborers in ongoing preservation projects.

109. **Identify preservation specific grants and funding sources:** There are also a number of outside preservation grants and funding streams that could potentially be paired to projects identified in this plan. Sources could include:

    a. Certified Local Government grants, such as the one secured for this historic preservation master plan process. This includes National Trust Preservation Fund grants to local governments and non-profits or preservation planning and educational projects.

    b. Preserve America Grants offered by the National Park Service support heritage tourism projects, education, and preservation planning. (Currently awaiting funding in the Federal budget)

    c. American Historical & Cultural Organization Grants and Interpreting America's Historic Places Grants from the National Endowment for Humanities provide monies for projects that engage communities and interpret historic places.

    d. National Trust loan funds.

    e. Save America's Treasures Grants fund preservation and conservation work on nationally significant cultural artifacts, historic structures and sites.

    f. Sources also include numerous non-profit and other foundations.

5.0 Strategy Board

The attached "Strategy Board" summarizes all of the projects and recommendations included in this report. The board is intended to be a working document for benchmarking and ongoing evaluation of the implementation process. Each recommendation that is presented in brief on the Strategy Board is supported in detail in the report. To that extent, the Strategy Board represents an overall summary and work plan for Salisbury's Historic Preservation Master Plan.

5.1 Elements and Outcomes

The Strategy Board is organized by each of the plan's five elements and associated outcomes, as outlined beginning in Chapter 3 of the plan. Under each is a list of strategies or projects that support individual outcomes. For each strategy, it is important to remember the detail presented in Chapter 4 above. Each of the strategies is linked to the associated outcome as well as each other, however failure to achieve one strategy does not negate the ability to achieve the others.

5.2 Responsibilities

The Strategy Board presents suggestions for the partner organizations that will be responsible for leading the implementation of each of the projects. However, during the initial meeting of the implementation team, individual responsibilities should be assigned to a lead agency. While an agency may be assigned lead role for implementation, each of these projects should be pursued through partnerships. As the plan progresses, these responsibilities should be reevaluated to determine where roles should change or shift.

5.3 Time Frames

The projects are divided into three time frames. The first series of projects are those that should begin immediately. For the most part, these **Short-Term** projects have significant impact and should be completed within the first two years after the plan is adopted.

The second set of projects is labeled **Mid-Term** and are next step projects to be completed within the next three years. Some of these are more advanced while others may be continuations of projects that began during the initial period.

The final series of projects are **Long-Term** to be completed over the following five years. Many of the projects began in the next steps phase will not be finalized until plan completion. Over time, this category will continue to fill as priorities evolve.

The Strategy Board and its recommendations represent a "living document". As time goes by and implementation proceeds, some priorities will shift while other ones will arise. The document should be evaluated periodically, allowing for finished tasks to be indicated on the matrix, for responsibilities to be shifted between parties, and for time frames to be adjusted for individual projects.