Historic Preservation Master Plan for Asheville and Buncombe County

Preliminary Final Draft

August 18, 2014

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for

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EXECUTIVE SUMMARY

Asheville and Buncombe County possess a legacy of historic places of considerable value to the region's economy and quality of life, in need of stewardship as the region grows in the 21st century. Through the careful practice of historic preservation, this legacy can continue as a long-term asset for community-building and sustainability.

Much of this legacy is private property; its chief stewards are private owners. The principal question to be answered by this plan, then, is how the public, led by the Historic Resources Commission of Asheville and Buncombe County (the HRC), can create the best possible conditions to encourage great private stewardship.

This Historic Preservation Master Plan, the first in the HRC's history, lays out ways to continue the region's long reliance on its historic resources as critical components of its community character. Public education, incentives, and existing regulations are basic approaches, bolstered by more coordination, planning, and public support.

WHY PRESERVE?

Historic preservation is a high-value economic activity. It drives jobs, investment, and local property tax revenue. According to the National Trust for Historic Preservation, "$1 million invested in historic rehabilitation produces markedly better economic impact in terms of jobs, wages, and federal-state-and-local taxes than a similar investment in new construction, highways, manufacturing, agriculture, and telecommunication."

Historic preservation has been big business in Asheville for decades. It took place first in the downtown, Biltmore Village, and Montford, and more recently in the River Arts District, West Asheville, and other historic areas across the city.

From 1979 to 2014, more than 173 income-producing buildings and more than 100 residential units have been rehabilitated and qualified for historic tax credits in Buncombe County, including the majority of the commercial rehabilitations in the Downtown Asheville National Register Historic District, sixty-eight. These rehabilitation projects represent more than $146 million invested in Buncombe

County's historic buildings. Yet the downtown district alone includes 257 historic structures, and many apparent rehabs have addressed only the needs of the ground floor retail space. There are many more opportunities for Asheville and Buncombe County to benefit from tax credit stimulus for downtown investment.

Thanks in large measure to historic preservation, throughout Asheville property values have increased, the business community has expanded, neighborhoods have stabilized, and tourism has steadily grown.

Preservation also respects the legacy and hard work of those who worked to build Asheville and historic places and communities throughout Buncombe County. Preserved historic buildings, neighborhoods, and landscapes provide a sense of place, context and enjoyment, continuity and memory. They convey lasting value and accomplishment critical to the sense of community and pride that are fundamental to the region's quality of life and other important achievements.

Moreover, historic resources are integral to Asheville's visitor experience. They reinforce Asheville's unique sense of place. The city's lovingly maintained historic architecture expresses the region's long tradition of artistic spirit.

Finally, investment in older neighborhoods is an investment in inherently sustainable communities that are generally dense, walkable, transit-accessible, and mixed-use.

Preserving older buildings is more environmentally sound than any other method of community development – for the greenest buildings are the ones that have already been built. Historic preservation is a best practice for conserving natural resources used to produce building materials and maximizing use of existing public infrastructure from sewers to parks. Asheville's goals for environmental sustainability are within reach because it has so many historic structures – at least 70 percent of the city's structures are estimated to be more than fifty years old. Studies show that reusing a 5,000-square-foot building conserves the amount of carbon equivalent to what 85 homes burn in an entire year. Reuse of a 100,000-square-foot building saves the amount of carbon produced by nearly 1,600 homes in one year.

Why Undertake this Plan?

Work on this plan has revealed vital insights that guided its strategies.

First, "historic preservation," perhaps because of that dusty word "historic," has often been sidelined in recent public dialogue about building a great 21st century city and region. Environmental sustainability and the arts have – and deserve – great public regard. Thoughtful leaders in Asheville's evolving urban design, however, recognize that historic preservation is also critical. It harnesses one of Asheville's greatest and most unique economic assets, a large supply of well-built, well-designed buildings and districts – and like endangered species, once their qualities are lost, they are irreplaceable.

The quest for sustainability, especially in the city itself, can be answered to a great degree by planning for historic preservation. Taking care of existing city fabric is an act of placemaking that maintains Asheville's competitive advantage as a unique, creative place attractive to employers, new residents, and visitors.

Second, the HRC has a duty to tend to the needs of historic resources throughout Asheville and Buncombe County. Its powers as a quasi-judicial body enabled under state law include administering project review in four local historic districts. This review consumes a great deal of commissioners' and staff time, and it is often the principal lens through which the public (and public officials) now view the HRC.

But the HRC must avoid being boxed in by this demanding role. It must also maintain ongoing knowledge of all historic resources across the region and build continuing public awareness of and support for the investment in and protection of those resources. Every activity undertaken by the HRC in the thirty-five years since it was established has met the highest standards. But it must do more, across more of the city and county – and it will need more resources to do so.

Lastly, the system for historic preservation is multi-faceted; it is almost confusingly kaleidoscopic and intersects with many aspects of the community. Private property owners are the first line of defense for the community to make sure that historic structures are valued and cared for. City policies across all programs – not just the HRC – affect historic preservation. State and federal support, particularly in the form of tax credits for privately funded rehabilitation, is vital. Businesses rely on the unique contexts provided by Asheville's varied historic areas. And nonprofit organizations are important partners, particularly for public outreach. Because there are so many moving parts to historic preservation, it is sometimes difficult to communicate what it is, exactly – and why do it, and who needs to undertake it. This plan describes that system and prescribes actions to support and enhance its many synergies.

What Priorities Does this Plan Address?

The most critical strategies addressed in this plan include the following:

- Setting priorities for HRC activities and building public recognition for the value of historic resources (Chapters 2 and 3).
- Integrating historic preservation activities into Asheville's other planning and urban design goals and procedures (Chapters 2, 5 and 6).
- Promoting messages to build community engagement in historic preservation. Enlisting partners in public outreach is key (Chapter 3).
- Encouraging private investment in historic rehabilitation, especially in commercial buildings (Chapter 4).
- Encouraging neighborhood planning in areas where historic resources are concentrated, to build neighborhood understanding of historic preservation in the broad context of addressing neighborhood character and needs (Chapter 5).
- Strengthening the Downtown Commission's review of projects affecting historic buildings recognized under the prestigious National Register of Historic Places (Chapter 6).
- Strengthening the downtown, period. Its economic health is critical in maintaining the economic vitality that supports historic preservation (Chapter 6).
- Updating Buncombe County's historic resources survey in rural areas, now nearly forty years old, to help raise public awareness and support farm preservation (Chapter 7).
- Building a more substantial, collaborative presentation of Asheville's stories, by enlisting interpretive attractions and others who hold keys to Asheville's stories and hidden assets, plus the arts community and the tourism system (Chapter 8).
- Enlisting Asheville's history and historic sites in addressing K-12 school curriculum requirements, including the civics of historic preservation, tourism, and city planning (Chapter 8).

CHAPTER 1

OVERVIEW

INTRODUCTION

Asheville and Buncombe County possess a historical legacy of considerable value to the region's economy and quality of life as the region grows in the 21st century.

This plan describes that legacy and the progress made in caring for it to date. It furthermore asks the region's leaders, organizations, business owners, and residents to focus on the ways in which they can nurture this legacy. In the years ahead, through the careful practice of historic preservation, this legacy can continue as a long-term asset for community-building and sustainability.

In 1979, Asheville and Buncombe County established the Historic Resources Commission of Asheville and Buncombe County (the HRC). That decision took place at a turning point for Asheville, in particular.

Nationally, the growing movement for historic preservation had recently gained a new tool, the historic rehabilitation tax credit. Locally, in 1981, city voters turned down a bond referendum that would have provided funds to demolish eleven blocks of the downtown for replacement by a downtown mall larger than the Asheville Mall. The 2-to-1 vote was an affirmation of the value of Asheville's historic commercial core, even before many visible signs of its potential for revitalization.

From these beginnings, conditions soon became ripe for millions of dollars and many people to coalesce in Asheville's revitalization.

Over the past thirty-five years, the HRC and city and county elected leaders, other agencies, community organizations, property owners, and developers have addressed many opportunities for preserving and building upon the region's legacy.

It is clear that much has been accomplished, as delineated in the following chapters. The HRC may need more support in various ways as also detailed in this plan. Its

A Vision for Historic Preservation

This Historic Preservation Master Plan reflects a vision of Asheville and Buncombe County as a place that celebrates and cares for its history and both natural and built landscapes. In this vision, historic places are widely viewed as settings and sources of inspiration that foster a community-oriented, high quality of life. Historic preservation is valued as a sound practice, and as part of the region's success. It helps to sustain neighborhoods, commercial areas, and the countryside. It also supports community and economic development, including affordable housing, tourism, and artistic and cultural enterprises, and community sustainability as a whole.

The vision of success for historic preservation includes:

Broad public outreach: Articulate historic preservation's value to community-building, sustainability, economic development, tourism, and the arts.

Sharing history: Through interpretive presentation and education, insure broad appreciation of the region's history.

Best practices: Focus on best practices across the wide array of programs that support historic preservation, from the HRC's technical preservation responsibilities to community planning, communications, the arts, tourism, and interpretive presentation.

work of years past, however, has clearly helped to lay a strong foundation for this plan.

Over the next thirty-five years, the practice of historic preservation continues to offer much of value as Asheville and Buncombe County enter a new period of growth. Nearly every important community placemaking decision – whether public or private, whether created by capital investment, incentive, or regulation – is an opportunity to use the region's architectural and historic legacy as a resource in building a sustainable 21st century community.

Why Preserve?

Why should Asheville and Buncombe County pursue an improved set of strategies for the practice of historic preservation? The benefits are clear, and considerable. They fall into four basic categories: economic, tourism and placemaking, community-building, and environmental. Let's take each of these in turn.

Economic Benefits

Historic preservation is a high-value economic activity. A 2010 report out of Pittsburgh states this succinctly: "preservation is a major driver of jobs, investment, tax revenue, and businesses. Most importantly, it creates jobs that cannot be outsourced, keeping talent and dollars local."

A study by Rutgers University's Center for Urban Policy Research in 2010 showed that in Kansas, each million invested in historic rehabilitation produced 16.4 jobs, whereas electrical machinery produced 11.8, wheat farming 2.6, auto manufacturing 5.3, and telecommunication services 4.4 jobs. State and local taxes collected were equally dramatic – for every $1 million, rehab produced $39,000 in state and local taxes, whereas electrical machinery yielded $14,000, wheat farming $29,000, auto manufacturing $12,000, and telecommunication services $26,000. Compared to new construction, rehabilitation of historic commercial structures is also high-yield. Again in Kansas, while rehab produces 16.4 jobs, $1 million invested in single-family or multifamily homes creates 11 jobs; nonresidential,

Vision, cont'd

Private sector investment: Encourage private sector investment through good information, clear, consistently administered public policies, and incentives.

Growth and change in Asheville inspired by historic patterns: Asheville's thousands of historic buildings make this region a unique, authentic, desirable, exciting place. They provide a valued template for a growing city that accommodates new uses and more people, saves energy, and achieves more built-to-last, high-quality designs.

highway, and civic/institutional construction yielded 11.7, 9.9, and 11.3 jobs respectively. State and local tax comparisons are similar – $39,000 for rehab, and just $21,000 to $23,000 for $1 million invested in other forms of construction.

Numbers across the nation suggest that North Carolina's, and Asheville's, experience would be found to be similar. According to the National Trust, "Over three-quarters of the economic benefits generated by rehabilitation remains in the local communities and states where the projects are located. This reflects the fact the labor and materials for historic rehabilitations tend to be hired or purchased locally."

In Asheville, the city needed to make the most of its scarce resources to recover from its long struggle to come back from its 1930 economic crash. The 1977 payoff of the city's debt was soon followed by the nation's economic difficulties beginning in 1981. Historic buildings were under-utilized assets whose discovery and rehabilitation gave new economic life to downtown and Biltmore Village at this time. Later, the same process of leveraging underutilized buildings in the River Arts District and West Asheville led to more private investment and economic success.

From 1979 to 2014, more than 173 income-producing buildings and more than 100 residential units have been rehabilitated and qualified for HTCs in Buncombe County, including the majority of the commercial rehabilitations in the Downtown Asheville National Register Historic District, sixty-eight. These rehabilitation projects represent more than $146 million invested in Buncombe County's historic buildings.

Tourism and Placemaking Benefits

Historic buildings are integral to Asheville's visitor experience. They reinforce Asheville's unique sense of place and the city's lovingly maintained historic architecture expresses the region's artistic spirit. Taking care of existing city fabric to the highest standards is an act of creative placemaking.

Moreover, the formal review process enabled by historic districts (described later in this plan) offers an unrivaled method for encouraging compatible infill that respects a creative past and present. Biltmore Village presents an excellent case study for

[Photo @ right for placement]

Photos, facing pages (before at left, circa 1980): The Asheville Hotel, also known as the Elks Club and Home, was constructed in 1912 and provided furnished rooms for members of the fraternal organization until 1920. The Richard Sharp Smith-designed building was later used as a rooming house and hotel. It was converted to retail use in 1957, when Schulman's Department Store installed a metal slipcover, concealing the masonry façade and balcony. Asheville's Public Interest Projects utilized HTCs for the building's rehabilitation, designed by Jim Samsel Architects and completed in 1995. The building houses the tapas bar Zambras and the beloved Malaprops independent bookstore, as well as 29 residential units. The rehabilitation was completed at a cost of $1.976 million ($2.694 million in 2014 dollars). (Photos courtesy North Carolina State Historic Preservation Office)

Photos, facing pages: Flint Street home in Montford, before and after rehabilitation. (Photos courtesy North Carolina State Historic Preservation Office)

how to manage a commercial historic district with significant amounts of new construction.

Sustainability and Community-Building Benefits

Preservation creates usable commercial space and upgraded residential structures, stabilizes neighborhoods, and increases property values. It supports unique commercial environments sustaining a dynamic business community, including small businesses and start-ups. Because of the HTC, historic preservation attracts private investment leveraged by targeted tax credits. That is, federal and state government foot part of the bill for rehab and private investors do much of the rest; the local cost involves planning and regulation, not direct financial investment.

Historic preservation can also enable affordable housing. A 2010 study by Rutgers University of nationwide trends in the use of the HTC found that "the majority of investments are taking place in low-income neighborhoods where investment is needed the most."

A less measurable but valuable benefit is that the act of preservation respects the legacy and hard work of those who worked to build their communities. Preserved historic buildings provide a sense of place, context and enjoyment, continuity and memory – they provide a sense of lasting value and accomplishment critical to sense of community.

Environmental Benefits

Preserving old buildings conserves resources and uses existing public investments in infrastructure from sewers to parks. Well-preserved communities attract development that might otherwise occur in the countryside. Investment in older neighborhoods is an investment in inherently sustainable communities that are generally dense, walkable, transit-accessible, and mixed-use.

Community-wide, preserving older buildings is greener than any other method of community development. As architect Carl Elefante first stated this principle, "The greenest building is the one already built." A study for the Department of Defense (DoD), for example, found that "modernization of DoD's pre-war [II] masonry buildings can be significantly less expensive than new construction....By leveraging original design features for thermal comfort ("original design intelligence") with new, energy-efficient buildings systems, DoD can modernize pre-war buildings to match the energy performance of new construction."

Rutgers University also found in its 2010 study that "the amount of energy involved with new construction results in negative environmental impacts; namely for the

production of new building materials. Historic rehabilitation ordinarily does not require new infrastructure such as roads and utilities, reduces the amount of waste deposited in landfills, and often involves properties near existing transit so that building occupants use less fuel and generate less pollution than those living and working in sprawl locations. Studies show that reusing a 5,000-square-foot building conserves the amount of carbon equivalent to what 85 homes burn in an entire year. The reuse of a 100,000-square-foot building saves the amount of carbon produced by nearly 1,600 homes in one year."

The Process for Developing this Plan

This plan was designed to establish goals and recommended actions. The project area includes both Asheville and Buncombe County. The planning process has been led by the joint city-county HRC.

This is Asheville's and Buncombe County's first community-wide historic preservation plan to guide future program development and decision-making.

The Request for Proposals issued by the HRC at the end of August, 2013, asked for the following products; many of these statements indicate issues that were later identified in further conversations with stakeholders:

- Development of goals, strategies and *an overall vision for historic preservation* in Asheville.
- Recommendations for:
  - Preservation of resources in the unincorporated areas of Buncombe County.

Asheville's and Buncombe County's Geographic Context

Asheville is centrally located within Buncombe County at the confluence of the French Broad and Swannanoa Rivers, high in the Mississippi watershed in western North Carolina. The county is centered in a high plateau bordered by the Blue Ridge, Great Craggies and Black Mountains to the east and the Great Smokies to the west.

Buncombe County was part of the Cherokee Nation's hunting grounds before white settlers arrived in the Swannanoa Valley in 1784. It was officially established in 1792. A year later, a settlement originally called Morristown was established, renamed Asheville in 1797 in honor of Governor Samuel Ashe.

Asheville and Buncombe County have developed as a destination for leisure, recreation, and wellness since the long-gone Eagle Hotel opened in 1814. The completion of the Buncombe Turnpike in 1827, tracing the French Broad River to East Tennessee, brought the first major influx of visitors to Asheville. Wagons of settlers headed west through the region, while drovers from Tennessee and Kentucky moved herds of cattle, sheep, hogs, and turkeys to South Carolina's population centers . Completion of the Plank Road to Greenville in 1852 stimulated further growth. The city's reputation as a health resort burgeoned and the construction of the railroad was commissioned.

The Western North Carolina Railroad's arrival was delayed by the Civil War and years of effort to conquer the Eastern Continental Divide. Once the railroad reached Asheville in 1880, the city truly began to grow as an urban center and

Guastavino-designed tile, Basilica of St. Lawrence.

destination for well-to-do tourists and health-seekers. Its population doubled just three years after the railroad arrived. During this boom period George Washington Vanderbilt visited Asheville and decided to build a retreat that became the Biltmore Estate.

The completion of Biltmore ushered in a new, eclectic era of artisanship and design whose imprint, a century later, is still strong as the city has revitalized since the 1980s. The city saw virtually a parade of such important artists as Richard Morris Hunt (Biltmore), Guastavino (tiles of St. Lawrence Basilica), Frederick Law Olmsted, Sr. (Biltmore), Richard Sharp Smith (Biltmore and many buildings in Montford and elsewhere), Douglas D. Ellington (City Building and many more), and John Nolen (Asheville City Plan, 1922).

Asheville's real estate boom came to an abrupt halt with the Great Depression. With the highest per capita debt of any city in the country, Asheville vowed to repay every cent and so struggled forward until 1977 when all bonds were paid. The city's turnaround began shortly thereafter – see Appendix [X].

◊ Preservation of infrastructure outside of local historic districts.

◊ Working with disadvantaged property owners in the existing local districts.

◊ Better integrating historic preservation with environmental and sustainability goals and procedures.

◊ Integrating historic preservation with the goals of the artistic community.

◊ Marketing, promotion and education of the historic preservation program.

◊ How to better incorporate historic preservation goals into the overall planning process.

◊ Other tools and strategies for improving the quality of preservation effort, especially in the downtown area.

♦ A review of the current inventory of historic resources, documenting more than 4,400 properties.

♦ A field review in order to identify "areas that should be studied further for potential local or national historic district designation or other design regulation."

♦ "Criteria for adding, expanding or re-surveying historic districts."

♦ "Recommended methods of protection of historic structures, neighborhoods and open spaces."

Heritage Strategies, LLC, was chosen as the consulting team. To advise the process, the HRC established an Advisory Committee, including both Commission members and other residents; held public workshops; and recruited four groups of stakeholders focusing on commercial districts, historic neighborhood character and quality of life, public outreach and interpretation, and Buncombe County's rural places.

The public participation process designed for this project subscribes to the collaborative level as identified in the city-adopted guideline "IAP2 Spectrum of Public Participation" (2007; International Association for Public Participation).

The first public workshop, held on November 21, 2013, introduced the project. During this visit to Asheville the consulting team also toured the city and county and met with members of city departments and others whose work affects historic resources.

On January 29 and 30, 2014, the consultants held a second public workshop and a first round of meetings with the four focus groups, followed by a meeting with the Advisory Committee on January 31.

A second round of meetings with the focus groups, the public, and the Advisory Committee discussed the consulting team's findings, March 18-21. The week also included an evening reception of the Western North Carolina Heritage Association on March 18 and the two-day arts summit ("Creating Economic Vitality through Arts & Tourism") hosted by the Asheville Area Arts Council on March 20 and 21.

Following the team's production of a rough written draft of this plan, focused discussions with city staff and others took place on May 27 and 28. Interviewees included representatives of the Asheville CVB to discuss heritage tourism; staff of the Asheville Design Center to discuss neighborhood outreach; the State Historic Preservation Office staff to discuss historic preservation; representatives of the Appalachian Conservancy, Buncombe County Planning Department, and the Buncombe County Soil and Water Conservation District to discuss Buncombe

County farming and historic resource surveys; city staff to discuss planning issues in commercial districts and neighborhoods; and Angie Chandler and Becky Anderson to discuss the Blue Ridge National Heritage Area, and in Ms. Anderson's case, her memories of early work for the city in revitalizing the downtown.

The consulting team has since completed a several drafts of the plan. The Advisory Committee met on July 8 to review the first draft with the consulting team, which then presented it to the HRC at its regular meeting on July 9. The Design Review Subcommittee of the Downtown Commission met on July 30 to discuss portions of Chapter 6 pertaining specifically to the Downtown; the consulting team participated by phone. A second draft formed the basis for presentation by the consulting team to the Planning & Zoning Commission on August 6 and by the HRC director to the Downtown Commission on August 8. The HRC director presented a third draft to the Planning and Economic Development Subcommittee of the City Council on August 19.

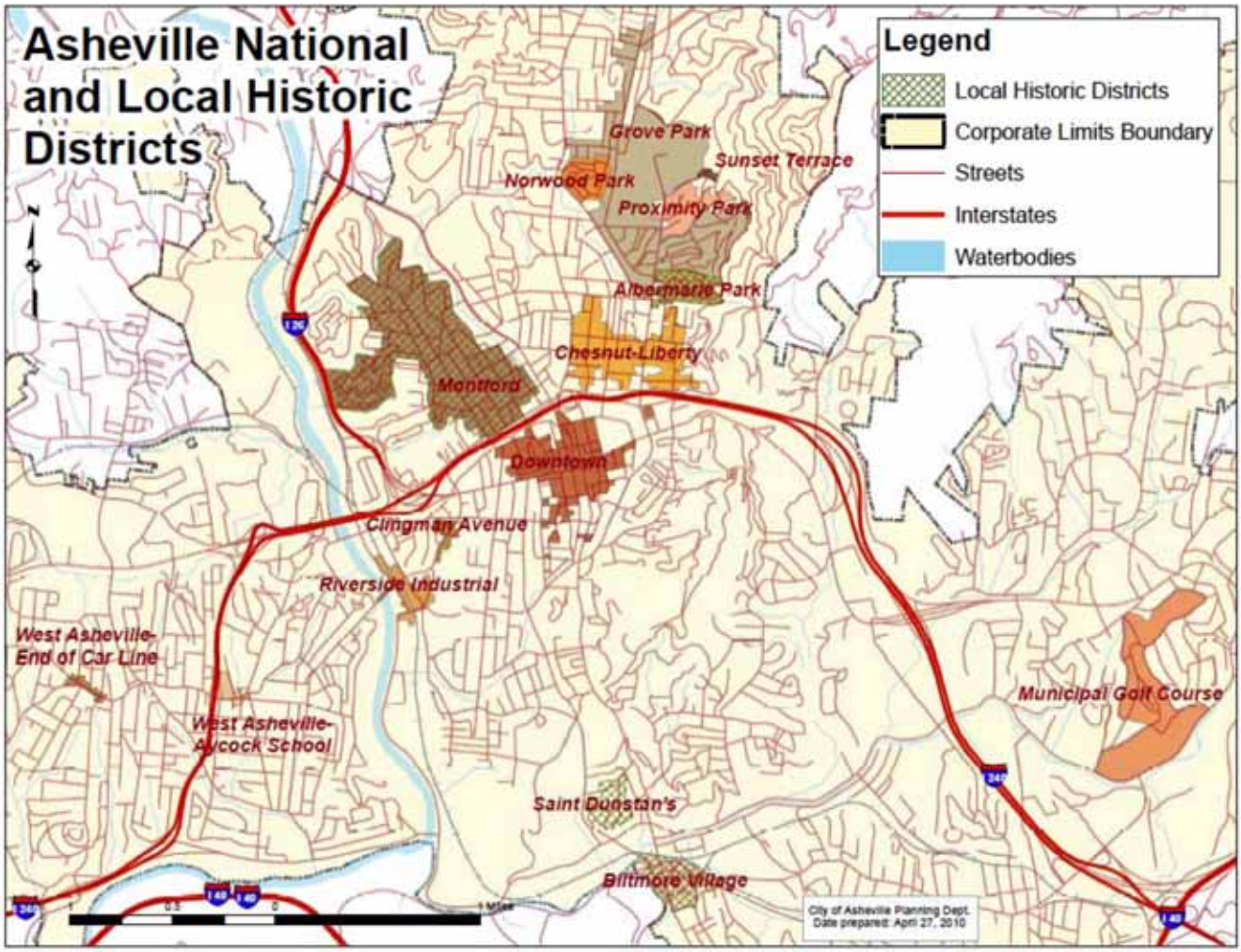
Today Asheville is the regional center of Western North Carolina. Buncombe County boasts a population of nearly 245,000, and Asheville itself has reached almost 85,000. The city boasts more than 29,000 businesses, the University of North Carolina at Asheville, good interstate access, a regional airport, and a thriving downtown with historic buildings, galleries, museums, restaurants, bistros, clubs, and shops. The region has an international reputation as a haven for the arts and progressive thinking and a tourism industry hosting more than nine million visitors per year (3.1 million overnight).

Goals for Historic Preservation

The vision for accomplishing historic preservation in Asheville and Buncombe County appears on the first page in this chapter. It was written by the consulting team following the third round of meetings. The following four goals express ways to achieve the vision:

- Heighten public appreciation of Asheville and Buncombe County's heritage and historic resources.
- Ensure that public sector initiatives and actions are models for best practices in the preservation and treatment of historic resources.
- Support private initiative as a major way through which historic resources are recognized, preserved, and enhanced.
- Enlist historic preservation in the quest for great 21st century growth – make historic preservation central to Asheville and Buncombe County's understanding of the ways and means of achieving a high quality of life and economic and environmental sustainability.

These goals are the ultimate measure of the success of this plan. Every strategy and recommendation presented in Chapters 2 through 9 should help in specific ways to realize at least one of these goals.


Asheville National and Local Historic Districts
Legend
Local Historic Districts
Corporate Limits Boundary
Streets
Interstates
Waterbodies
Grove Park
Sunset Terrace
Norwood Park
Proximity Park
Albemarle Park
Chestnut-Liberty
Montford
Downtown
Clingman Avenue
Riverside Industrial
West Asheville-End of Car Line
West Asheville-Aycock School
Municipal Golf Course
Saint Dunstan's
Biltmore Village
City of Asheville Planning Dept.
Date prepared: April 27, 2010

CHAPTER 2

HISTORIC PRESERVATION CONTEXT

Photos this page: Grove Arcade, one of Asheville's and Buncombe County's great preservation rescues. For a sense of the "before," see Chapter 4. (Photos courtesy North Carolina State Historic Preservation Office)

INTRODUCTION

This chapter describes the existing system for historic preservation in Asheville and Buncombe County, focusing largely on the work of the Historic Resources Commission of Asheville and Buncombe County (the HRC) and related public and private programs.

As noted in Chapter 1, this is Asheville's and Buncombe County's first community-wide historic preservation plan to guide future program development and decision-making. It applies largely to the HRC, but is expected to enable the HRC to enlist all programs and organizations that can contribute to historic preservation in either jurisdiction.

THE HISTORIC RESOURCES COMMISSION OF ASHEVILLE AND BUNCOMBE COUNTY

The HRC has been in existence for thirty-five years, since the city and county created the commission in 1979 pursuant to state enabling legislation passed in 1971.

Twelve volunteers serve on the commission, six appointed by each jurisdiction. (Commissioners residing in the city are both city and county residents.) All

members have equal voting rights and serve three-year terms, limited to two consecutive terms. The HRC is further described on the city's website.

The HRC's mission is to preserve and protect the cultural and architectural resources of Asheville and Buncombe County. As is true of many communities across the country, execution of the historic preservation program is implied in the state enabling legislation and does not require a plan (although one is encouraged, specifically enabled to be included in the community's comprehensive plan). The HRC's historic preservation program is typical of many across the nation in other ways as well. It includes historic resource surveys, National Register nominations, local historic district designations, design guidelines for alterations to old buildings and for new construction in local districts, and a Certificate of Appropriateness ("CA") design-review process ensuring that property owners follow the guidelines.

Additionally, the HRC serves as an educational resource providing technical assistance and general information on the process and benefits of historic preservation to area residents and property owners.

Asheville currently has four locally designated historic districts: Albemarle Park, Biltmore Village, Montford, and St. Dunstan's. The first three are also listed in the National Register. The HRC also has purview over a total of 47 local historic landmarks. Eleven are outside the city limits in Buncombe County; another eleven are located in downtown Asheville; and the others are spread throughout the city.

The primary activities of the HRC revolve around review of CA applications for alteration, demolition, or new construction of structures or landscape features within designated local historic districts or to designated local landmarks. The staff may approve "minor works," while "major works" require review and approval by the HRC. Under state law, the HRC is "quasi-judicial," meaning that "when a [preservation commission] makes a decision regarding an application for a Certificate of Appropriateness, it will swear in witnesses, hear testimony, and adjudicate on the application."

Owners of locally designated landmarks are eligible to apply annually for a 50 percent property tax deferral as long as the property's important historic features are maintained. For a building to receive local landmark designation, the HRC must rule that a building is "significant in terms of its special historical, architectural or cultural significance; and that the structure does possess integrity of design, setting, workmanship, materials, feeling, and/or association." The local government elected body (city council, county commission) makes the final decision.

The HRC's staff consists of one full-time urban planner and one part-time preservation specialist. Buncombe County has contributed between $4,500 and $5,000 annually in recent years, and the city, grants, and Commission fundraising make up the rest of the HRC's budget, approximately $124,800 for 2014 including $8,400 generated from development review fees and book sales. The HRC became a Certified Local Government under federal and state law in 1987, and has competed well for state grants available only to CLGs (see below).

Other sources of support for the HRC's work have been mitigation funds for Section 106 agreements supported by the State Historic Preservation Office, the HRC, and other parties to such consultations. Mitigation funding from the renovation of Pack Square, for example, recently supported a major upgrade to city-wide survey information of more than 4,400 structures. The HRC also raises a modest amount of funding from sales of the 2009 reprint of *Cabins & Castles,* and will similarly benefit from recent publication of an Arcadia Books project illustrating the history of Albemarle Park.

The Future of Growth in Asheville and Buncombe County

The last time Asheville saw anything like the pace of growth it will experience in the next twenty years was during the explosive decade of the 1920s, when the population nearly doubled to more than 50,000.

The demand for development that the next wave of population growth will stimulate goes well beyond housing – commercial and industrial areas will also grow. The region's accommodations and attractions must also respond to regional and national tourism demand stimulated by changing population and leisure patterns. At least seven hotels with a total of approximately 1,000 rooms are slated to be built downtown in the next two years, and other construction projects are lining up.

The State of North Carolina projects population growth as follows: By 2020, Buncombe County is projected to grow by approximately 31,000 people, and by 2030, another increase of 30,000 is expected. From a population base of more than 238,000 in the U.S. Census of 2010, the county will grow by about one-third to more than 313,000 by 2034.

Currently, Asheville's share of the county's population is about 85,000. If the projected growth is accurate (it was low in the projection used for the 2005 city comprehensive plan) *and* if Asheville participates on an equal basis in that rate of growth, then Asheville itself can be expected to grow by about 25,000 more people over the next twenty years, by 2034.

The American nation will be growing at a slower rate, but still considerably – adding at

Certified Local Government Program

In 1980, Congress amended the 1966 National Historic Preservation Act to require each state to establish a procedure to allow local governments to participate in the national framework of historic preservation programs, including at least ten percent of the state's share of the federal Historic Preservation Fund. This requirement has become the "Certified Local Government" (CLG) program.

The HRC achieved CLG status on January 7, 1987, among the first fifteen in the state to be so recognized during the program's first two years. Today, the HRC is one among forty-seven CLGs (serving sixty-nine jurisdictions) in North Carolina.

In addition to special funding, CLGs have access to expert technical advice of the State Historic Preservation Office, the National Park Service (NPS), and other networks, including the National Alliance of Preservation Commissions. CLGs are also generally parties to Section 106 reviews by the State Historic Preservation Office (so named for the section of the 1966 federal law mandating review of federal actions affecting historic resources listed in or eligible for the National Register – see below). Depending on arrangement with the State Historic Preservation Office, they may also take the lead in Section 106 reviews locally.

North Carolina's federal 2014 CLG grants, estimated to total between $80,000 and $90,000, cover architectural and archaeological surveys, nominations of eligible districts and properties to the National Register of Historic Places, survey publication manuscripts, local preservation design guidelines and preservation plans, educational programs, and restoration of National Register properties. Funds for restoration are limited. Grant awards may cover up to sixty per cent of total project costs (local matching funds must cover at least forty per cent) and generally range from $1,500 to $15,000. Eligible applicants are local governments, local historic preservation commissions, nonprofit organizations, and educational institutions.

Other Local Governmental Agencies

The actions of other local government agencies also can affect historic resources. From public works to permitting to planning in general, the best practice within local government is to consider how to achieve historic preservation directly through all relevant agencies. This could, for example, mean a procedure for consultation with the HRC at the earliest opportunity – earthmoving can affect archeological resources, for example, and the HRC can help identify avoidance or mitigation steps. Or it could mean aligning all agencies' missions through a policy statement or comprehensive plan. The city, for example, addresses historic preservation through its adopted comprehensive and downtown master plans. This master plan is intended as an added chapter of the comprehensive plans for both jurisdictions, as enabled under state law and following normal public review processes.

Other Local Partners

Historic preservation is hardly confined to local government. The Preservation Society of Asheville and Buncombe County (PSABC) and Preservation North Carolina (PNC), both established in the 1970s, are critical nonprofit partners devoted to the values and goals of historic preservation. They have standing programs for preservation advocacy, the education of property owners and the public, and direct preservation action through real estate transactions, including revolving funds and preservation easements or covenants. Interestingly, the state enabling legislation that allows local governments to establish "preservation commissions" (the generic name for what is known in Asheville and Buncombe County as the Historic Resources Commission) clearly contemplated a local government agency that could acquire and own property in the name of historic

least 100 million more people by 2050, about a 25 percent increase. This is roughly as much population growth as Baby Boomers have seen in their lifetime. North Carolina is projected grow to nearly 12 million residents in 2034 from just under 9.6 million in 2010, also about a 25 percent increase.

A hundred years ago in its last big boom, Asheville grew by 25,000, over just ten years instead of twenty. If Asheville is successful in addressing "smart growth" and environmental sustainability, it should capture even more of the county's projected growth. If so, growth in the region would take greatest environmental and economic advantage of existing infrastructure and use the least land in accommodating new population demand.

This growth could be bad news for both historic preservation and sustainability. Smaller or less commercially desirable old buildings could be torn down and incompatible new construction could spring up. Or ill-planned neighborhood growth could create quality-of-life headaches, and demand for housing could outstrip affordability. Without careful planning and investment, growth may bring higher property values – more income for the city – but also more costs in terms of more traffic, more crowding, more services, and more conflict over development.

But this growth could be good news, instead, if its energy is channeled well. Old buildings can be repurposed, saving instead of throwing away existing materials. Old houses can be rehabilitated and compatible, affordable new housing can be built on vacant

(Continued on page 22)

preservation. As organizations such as PSABC and PNC have grown over the decades, however, and proven to be nimble and innovative, nonprofit leadership is regarded – nationwide and in North Carolina – as the best practice for preservation-related real estate support and intervention.

In 2016, PSABC will celebrate forty years of service to Asheville's community. Like so many other local preservation non-profits across the nation, PSABC developed out of a sense of threatened loss of Asheville's historic built environment. The organization immediately identified several endangered landmarks for attention. A year later, PSABC began a volunteer survey of downtown, laying the ground work for what is now the National Register historic district. In 1978, the Gudger House at the head of Montford Avenue was donated to PSABC; hours of PSABC volunteers' labor secured the property's future. Pisgah Legal Services later bought the Gudger House; it remained its headquarters for nearly three decades and ushered in a renaissance of this long-deteriorated neighborhood. PSABC's focus on neighborhood recognition and protection led to the Montford National Register district and by 1980, "Heritage Week" (now preservation month, May) and a popular preservation awards program (the Griffin Awards) were in place. Often undaunted by the scope of many preservation challenges, this largely volunteer organization has undertaken several monumental projects, such as saving The Manor on Charlotte Street and the relocation of Richmond Hill, one of the largest structures ever moved in North Carolina. It formally protects more than a dozen properties with easements or protective covenants (see discussion below).

"While experiencing both success and failure over that time, PSABC is proud to have been involved in countless advocacy efforts," says Jack Thomson, the organization's executive director. For the first fifteen years, PSABC was managed solely by volunteer effort, though professional staff have been employed for the majority of the past twenty-five years. Funded solely by private donations and a membership program, this private nonprofit corporation's mission reads: "Through preserving and promoting the unique historic resources of our region, we work to sustain the heritage and sense of place that is Asheville and Buncombe County."

There are other local nonprofit partners with a stake in historic preservation, as well. These include groups working to provide affordable housing, such as Mountain Housing Opportunities and Habitat for Humanity, or others that use historic buildings to do their work, such as the Salvation Army, which occupies a historic building in the downtown National Register historic district. Both the HRC and PSABC can serve as sources of technical advice for these organizations.

The spectrum of nonprofit partners also includes those addressing history, notably the Western North Carolina Historical Association (WNCHA). It operates the Smith-McDowell House as an interpretive site (it is owned by A-B Tech), offers public education on history and historic resources, and supports historical research. Other organizations that own historic sites and operate museums that offer history-related programs are described in Chapter 8. The Asheville Design Center is an example of an advocacy organization focused on community planning whose work with communities and neighborhoods in Asheville and Buncombe County also can affect historic preservation.

In addition, as discussed in Chapter 8, there is a wide variety of stakeholders in tourism, from the nonprofit Chamber of Commerce's Convention and Visitor Bureau (carrying out work in collaboration with the Buncombe County Tourism Development Authority, a governmental body), the Asheville Area Arts Council, and private businesses from tour companies to Biltmore. Their collaboration on presenting Asheville's stories and historic qualities is critical.

(continued from page 21)

lots, helping to stabilize more neighborhoods with more investment. More people can help pay the bills for the same infrastructure, and support local businesses. Demand for more housing can add even more residential life to the city's commercial areas, in under-used upper stories of downtown's existing buildings and in more new housing constructed in appropriate areas (for example, next to the downtown, and in South Side and the River Arts District). This plan is written in the belief that the practice of historic preservation can make a vital contribution to bring to life such a positive vision for Asheville's future.

NC State Historic Preservation Office

In North Carolina, organized governmental interest in historic preservation began in 1903 with the founding of the North Carolina Historical Commission, the third oldest state public history program in the U.S.

Today, the lead agency at the state level is the North Carolina State Historic Preservation Office. The State Historic Preservation Office assists private citizens, private institutions, local governments, and agencies of state and federal government in the identification, evaluation, protection, and enhancement of properties significant in North Carolina history and archaeology. The agency carries out state and federal preservation programs and is a section within the Office of Archives and History, North Carolina Department of Cultural Resources. Each state's work is funded in part by its share of the federal Historic Preservation Fund (HPF), which comes from revenue generated by offshore oil and natural gas leases.

The chief services of the State Historic Preservation Office are the statewide survey of historic buildings, districts and landscapes; nominations of eligible properties to the National Register of Historic Places; environmental review of state and federal actions affecting historic properties; technical rehabilitation and restoration assistance to owners of historic properties; administration of state and federal historic tax credit programs; grant assistance for historic preservation projects; and assistance to local preservation commissions and administration of the Certified Local Government program.

At present, two representatives of the State Historic Preservation Office are stationed in Asheville at the North Carolina Department of Cultural Resources' Western Office, providing preservation services in the twenty-five western North Carolina counties. Preservation Specialist Annie McDonald administers the National Register program, maintains historic architectural survey files for the western counties, and provides training and advice for historic preservation commissions. Restoration Specialist Jennifer Cathey provides technical assistance for building rehabilitation and restoration, and administers historic preservation tax credit programs.

All State Historic Preservation Offices are required by the NPS under the National Historic Preservation Act of 1966 to develop a comprehensive plan for protecting and using historic and cultural resources within their state. North Carolina's state plan, per NPS requirement, is updated approximately every five to ten years.

North Carolina's 2022 Preservation Plan offers broad preservation goals and policy for anyone involved in preservation. Audiences for the plan include professionals in the state preservation office, planners in local governments, professionals in the not-for-profit sector, or citizens interested in protecting their community's historic buildings (pp. 13-14). Pertinent points:

- ***Vision Statement:*** "That North Carolina's citizens, with their diversity of backgrounds, roles, and aspirations, work together to support the identification, protection, and enhancement of the State's historic resources, which provide deep roots to support future development, help us better understand ourselves and others, and offer a sustainable tool to ensure stewardship of our State's history, economic growth, and a better future." (p. 20)
- ***Mission Statement:*** The mission of the North Carolina State Historic Preservation Office is to help the state's citizens, private organizations, and public agencies identify, protect, and enhance North Carolina's historic resources and communities through a coordinated program of incentives and technical assistance for today and future generations. (p. iv)

Surveys in Asheville and Buncombe County

1976: Asheville's Historic Montford District, listed in the National Register in 1977.

1977-78: *Downtown Asheville,* 166 entries; led to the first National Register listing of downtown Asheville in 1979.

1977-78: Buncombe County, leading to 1980 publication of *Cabins & Castles: The History and Architecture of Buncombe County, North Carolina,* 646 entries (including streets and historic districts, so there are many more structures involved).

1983: Survey and listing of the Chestnut Hill Historic District in the National Register.

1987, 1989: Survey and listing of the Grove Park Historic District in the National Register.

1990: Survey and listing of the Kimberly Amendment to the Grove Park Historic District in the National Register.

1991: Survey of The Manor and Cottages, which expanded Asheville's Historic Montford District.

1993: survey of the Hillside-Mount Clare area, recording more than 400 principal resources.

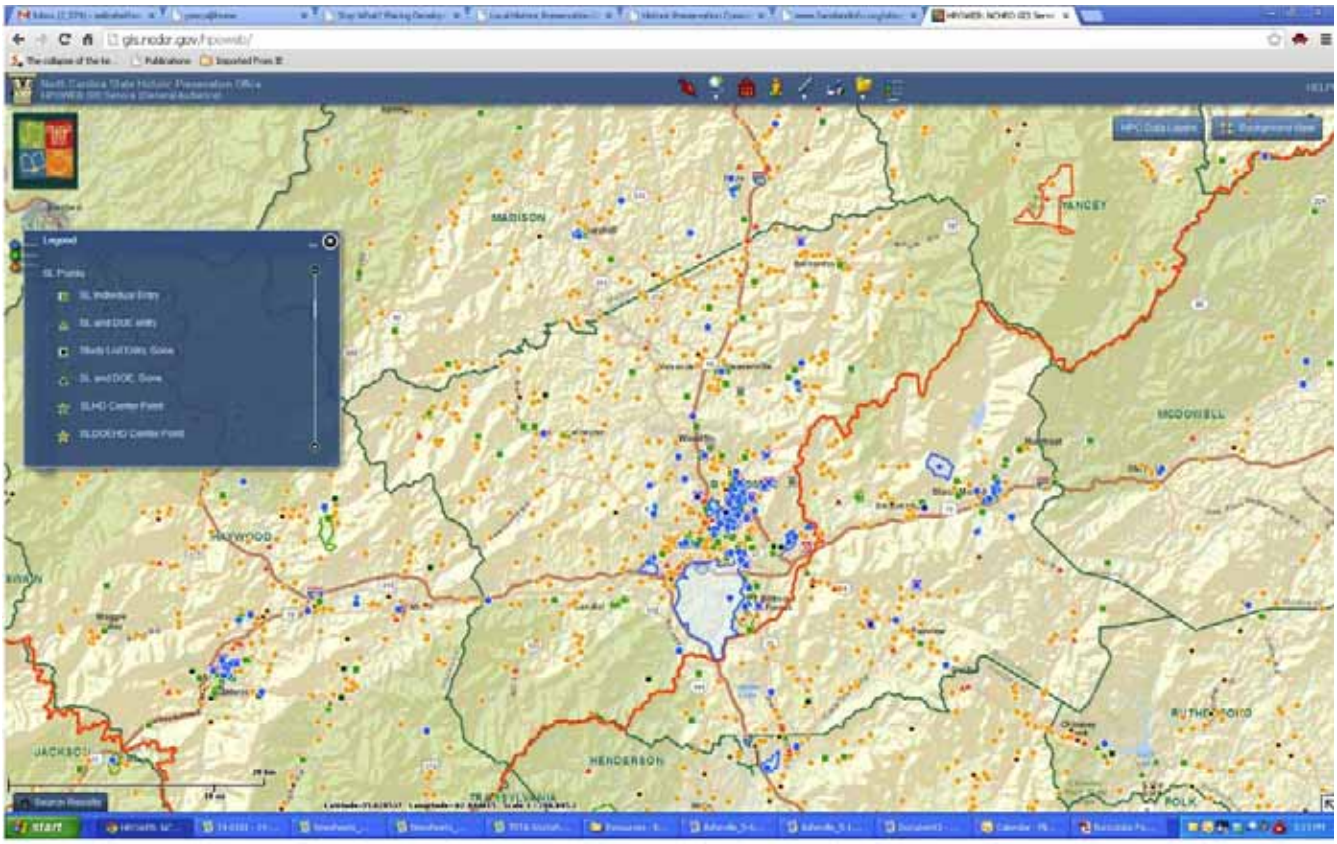
1998: Survey documenting more than 1,600 properties in areas of north Asheville, West Asheville, and the Shiloh neighborhood.

2004: Survey and listing of the Riverside Industrial Historic District in the National Register.

2007: Asheville survey update (see text).

2008: Survey and listing of the Norwood Park and Proximity Park Historic Districts in the National Register.

2012: 400 properties added to Asheville survey (see text).



The State Historic Preservation Office maintains an easy-to-use interactive database that includes survey data along with most of the resource assessments and recognitions discussed below: http://gis.ncdcr.gov/hpoweb/. As of early March of 2014, that database includes 2,001 entries, 1,373 of which are identified as being found on the Asheville quadrangle (U.S. Geological Survey map).

- ***State Goals and Objectives:*** Following are categories for goals developed under the plan: outreach/communication; partnerships; identification/ designation; education/ technical services; and advocacy.

Historic Resources in Asheville and Buncombe County

Historic Resource Surveys

Decisions about what to protect, and how, through historic preservation must first be based on a sound assessment of historic resources through historic resource surveys, which record basic information about older properties and assesses their condition.

Best practices concerning surveys involve (1) identifying high-priority areas and conducting state-of-the-art surveys routinely, (2) maintaining updated information on existing entries, and (3) making sure that the information from the surveys is widely available and easily accessible, preferably tied into local permitting for early, easy identification. For both urban and rural landscapes, cultural landscape studies should be used to identify important landscape characteristics and qualities that can be missed in studies of individual buildings. These studies are also often a good means of setting priorities for more-intensive individual building surveys.

Asheville and Buncombe County have benefited from a number of surveys over the decades since such surveys became routine, generally beginning in the 1970s and always in partnership with the State Historic Preservation Office, which has overseen the projects and provided matching grants for most of them (see sidebar; for more details, see Appendix A):

In addition, in 2007, the HRC undertook a major survey update with the assistance of Acme Preservation Services. This most recent survey included an assessment of

The Historic American Building Survey recorded this photo on June 24, 1937, of the Henrietta House, 78 Biltmore Street..

buildings previously surveyed and made sure to include secondary structures, many of which were overlooked previously. More than 4,000 previously recorded resources were studied, "representing the cumulative recording of properties over the past forty years," and a searchable, state-of-the-art database was compiled. The survey resulted in a total of 4,079 records, expanding from the 1,760 records provided by the NC Division of Cultural Resources from its years of files. "Searching the database reveals that 239 previously recorded resources have since been demolished. The percentage of demolished properties is far less than has been seen in other recent county survey updates in North Carolina....Forty-two properties were categorized as substantially deteriorated and more than 1,000 were considered to be substantially altered. The number of properties categorized as rehabilitated was 629 and more than 2,450 properties were classified as unchanged [although this may be high due to uncertainty of preceding photographic records]." The data from this survey are currently being incorporated into the city's standard geographic information systems (GIS) database, which will make it searchable for developers and property owners seeking information about their historic properties.

In 2012, Acme Preservation Services continued its work, adding "400 new properties to the comprehensive inventory of historic architectural resources within the city limits of Asheville. The newly surveyed resources in Phase II have not been previously recorded in State Historic Preservation Office survey site files and typically date from before 1960." Following the completion of the 2007 survey update (called Phase I) APS had recommended approximately 800 resources to be included in the 2012 survey; available funding limited this survey to roughly half of the sites recommended for top-priority review, using the following criteria:

1. Properties and/or neighborhoods with intensive HRC activity or public interest (i.e., Biltmore Village and Montford/Montford Hills).
2. Directly threatened properties and/or neighborhoods.
3. Principal development corridors (e.g. Merrimon Avenue, Brevard Road, etc.).
4. Other corridors that may not qualify as potential historic districts and are not likely to be surveyed collectively.
5. Potential National Register-eligible properties and/or districts.

In a publication with much broader geographical reach, but which draws on survey work cited above when it comes to Buncombe County and Asheville, in 1999, Catherine W. Bishir, Michael T. Southern, and Jennifer F. Martin authored *A Guide*

to the Historic Architecture of Western North Carolina. As with *Cabins & Castles* this highly respected handbook has done much to educate the public about the qualities of the region's historic resources.

Federal Heritage Documentation Programs

The kinds of surveys described in the preceding section are the backbone of historic preservation. The information they provide can be used for more-intensive documentation and for formal recognition, which in turn can provide the basis for special protection and, sometimes, funding.

The highest standard for heritage documentation exists among the NPS's four programs: "HABS (Historic American Buildings Survey), the federal government's oldest preservation program, and companion programs HAER (Historic American Engineering Record), HALS (Historic American Landscapes Survey), and CRGIS (Cultural Resources Geographic Information Systems). Documentation produced through the programs constitutes the nation's largest archive of historic architectural, engineering, and landscape documentation."

Best practices include insuring that a community's most unique structures, districts, and landscapes are studied and recorded with state-of-the-art methods, with the information made accessible to scholars (and the general public through educational programs). HABS/HAER/HALS/CRGIS allow the widest accessibility. The NPS has published standards and guidelines on its Heritage Documentation website.

There are eighteen HABS surveys on record for Buncombe County, including the following in Asheville: 16 Biltmore Avenue (Robert D. Bunn Building), 18 Biltmore Avenue (Gibbs Building), 78 Biltmore Street (Henrietta House), 12-16 Eagle Street, and 18 Eagle Street (Hutchinson Building). Resources outside Asheville are seven inns in Pisgah National Forest, Sherrill's Inn at Lake Lure, the Swannanoa Tunnel (US 70, Ridgecrest), the NC Route 2408 bridge spanning Bull Creek, and two studies of the Blue Ridge Parkway, including Linn Cove Viaduct.

National Historic Landmarks Program

Buncombe County has two National Historic Landmarks (NHLs). Recognition of NHLs was established in 1935 for nationally significant historic places. They are designated by the Secretary of the Interior and possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Approximately 2,500 historic resources bear this national distinction, only 28 of them in North Carolina. The Biltmore Estate was first recognized in 1963 (and has since updated its documentation, in April of 2005); and the Thomas Wolfe House was recognized in 1971. Although the benefits are chiefly related to the recognition, the NPS can provide technical advice and theoretically small amounts of grant funding to assist in maintaining the integrity of NHL properties. The NPS has no control over privately owned NHLs but can withdraw NHL designation if an owner fails to maintain the recognized resource's integrity.

Best practices include routine reporting by the NPS on the NHL's condition through periodic status updates provided by owners, and updating older documentation by owners. Recent documentation requirements set a high standard reflecting the level of recognition. Achieving National Historic Landmark status for unrecognized buildings is best achieved through theme studies that help to set the context for recognition.

The federal Save America's Treasures program was one of the largest and most successful grant programs for the protection of our nation's endangered and irreplaceable cultural heritage. The funding was ended by Congress in 2010. In

The Biltmore Estate was named a National Historic Landmark in 1963, at about the time that it first turned a profit as a heritage attraction. Today, it is a model for visitor satisfaction, for-profit management, and stewardship that includes responsibility for a landscape designed by Frederick Law Olmsted, Sr. (Photo courtesy Heritage Strategies, LLC)

2002, the Smith-McDowell House received a grant of $100,000 and the Grove Arcade restoration received a grant of $493,054 in 2005. Only buildings considered to rise to the level of National Historic Landmark quality received such grants, so the fact of these SAT grants is a strong indication of their possible NHL recognition at some point in the future.

The St. Lawrence Basilica (listed in the National Register in 1978) is pursuing NHL status. Given its association with renowned specialty tile artist, builder, and architect Rafael Guastavino (recent subject of a National Building Museum retrospective) and architect Richard Sharp Smith plus its unusual oval dome and high integrity, achieving NHL status appears possible. NHL recognition could benefit the diocese as it seeks visitors and donations to maintain the property at the highest level.

The National Register of Historic Places

The National Register of Historic Places is a critical element of the National Historic Preservation Act of 1966. The act as a whole guides a robust national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. The National Register includes buildings, structures, objects, sites, and districts of local to national significance. It is the official list of historic places worthy of preservation, providing recognition to listed buildings and consideration in federal undertakings; it is maintained by the NPS.

Listing in the National Register does not affect decisions by private property owners. Those owning National Register-listed properties who wish to obtain federal tax credits for rehabilitation (described in Chapter 4), however, must follow the Secretary of the Interior's Standards for Rehabilitation (Appendix B) and

undergo a process of review in collaboration with the North Carolina State Historic Preservation Office.

The National Register program is connected to the NPS's Travel Itinerary program described in Chapter 8, and also to the NPS's Teaching with Historic Places program, which uses National Register-listed properties "to enliven history, social studies, geography, civics, and other subjects" using "a variety of products and activities that help teachers bring historic places into the classroom."

Best practices for the National Register are for agencies and organizations providing technical services to property owners to maintain an advisory capacity for private owners who wish to list their properties, in order to achieve recognition and/or to take advantage of tax credits. Resources listed in the National Register are automatically identified for Section 106 review (described in the next section), but historic resources that are not so listed are still considered in the Section 106 process if they are identified in a timely fashion and are determined eligible by the State Historic Preservation Office. Thus, the real reason to pursue National Register status from a public policy point of view is to promote use of the federal (and state) tax credits for rehabilitation. Where feasible, listing of districts in the National Register would allow property owners to avoid the added work and expense of individual nominations. Where National Register listing of a historic district is not feasible (due to lack of property owner support), a Determination of Eligibility for a district might save individual owners the work of seeking individual listing (if individual listing is even possible – a higher standard for resource quality is applied to buildings listed individually).

Asheville has a considerable presence in the National Register, Buncombe County less so. North Carolina's State Historic Preservation Office provides computerized access to National Register listings in all of Buncombe County (and other properties surveyed but not listed, eligible for study, or determined eligible). As of August 2014, there are 113 separate listings (including some boundary amendments to historic districts), plus five listed as "gone." Further analysis reveals that there are fifty-nine sites, districts, or multiple resource nominations (associated sites and one or more districts, commonly considered "districts") in Asheville and another twenty-six outside Asheville in Buncombe County and other municipalities. See Appendix C.

For specific information on the Downtown Asheville National Register district (technically a multiple resource area), see the sidebar in Chapter 6 on page 51.

Local Historic Districts

Given the large number of already-surveyed historic resources (and historic districts listed in the National Register as one consequence of these surveys), it is somewhat surprising that Asheville does not have more locally protected historic districts. As mentioned in the description of the HRC above, there are four such districts, Albemarle Park, Biltmore Village, Montford, and St. Dunstan's. St. Dunstan's is not also listed in the National Register – and that neighborhood's motivation suggests why local district designation may be useful to neighborhoods. Local districting provides an added level of review to proposals for demolition, additions, and new construction, and St. Dunstan's, a small neighborhood, decided the added protection was worth the added regulation.

Best practices with *existing* historic districts have been achieved by the HRC in its procedures and design guidelines, as described above. For Asheville's large number of *potential* historic districts, public education and outreach about the value of their resources and the local process of project review may lead some additional neighborhoods to consider the possibility. Chapter 5 addresses this potential in the context of neighborhood planning. It is not necessary, however, to undergo such

comprehensive neighborhood planning. Local leaders can begin discussions with their neighbors at any time; both the HRC and PSABC can provide helpful information to support their discussions.

Section 106 and North Carolina Environmental Review

Section 106 of the National Historic Preservation Act of 1966 requires federal agencies to take into account the effects of their undertakings on historic properties, and afford the Advisory Council on Historic Preservation a reasonable opportunity to comment. The Advisory Council on Historic Preservation (ACHP) is an independent federal agency "that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy." The historic preservation review process mandated by Section 106 is outlined in regulations issued by ACHP.

"Undertakings" can include federal grants or permits in addition to federal direct actions, and affected historic resources can include not only those actually listed in the National Register, but those which might be eligible. The process of review in North Carolina typically involves the State Historic Preservation Office as well as the public. According to the Advisory Council, "consultation usually results in a Memorandum of Agreement (MOA), which outlines agreed-upon measures that the agency will take to avoid, minimize, or mitigate the adverse effects. In some cases, the consulting parties may agree that no such measures are possible, but that the adverse effects must be accepted in the public interest."

In addition to the federal Section 106 process, North Carolina has a "somewhat parallel" process (NC 2022 Preservation Plan, p. 31) for reviewing the impact on historic resources by any project that "is carried out with public [state] funds and/or uses state land, and requires a state approval or action in order to be implemented, and has the potential for an environmental impact." NC General Statute 121-12(a) requires that "a state agency with direct or indirect authority to fund, permit, license, or approve an undertaking that may affect a property listed in the National Register of Historic Places must offer the North Carolina Historical Commission the opportunity to review and comment upon the undertaking."

The Advisory Council and the North Carolina State Historic Preservation Office have long track records of successful implementation of Section 106 and state statutes. Recent Section 106 reviews in Asheville have resulted in mitigation funding and studies that have advanced historic preservation even though some historic resources were adversely affected. Specifically, Pack Square demolition and reconstruction, which affected archeological resources and involved a federal grant, resulted in funding for a partial update of Asheville's historic resources survey, and rehabilitation of buildings in the Eagle Market district led to some financial support for this master plan.

Best practices concerning Section 106 and state review involves bringing historic preservation specialists at the local and state levels into projects involving federal and state agencies or their funding as early as possible, to identify historic properties and assess probable effects. The HRC and State Historic Preservation Office are best positioned to help gain early and swift determinations about significance, impacts, avoidance, and mitigation, which generally reduces hassle and costs for all involved. Their early involvement, for example, can help to determine the best way, perhaps through project siting and design, to avoid or minimize harmful impacts or costly mitigation. The earlier historic preservation is considered in a project, the more likely that avoidance can be used as part of the means of reducing project impacts. Best practices also allow for creative mitigation that advances historic preservation in other arenas when review does not lead to preservation.

Table 2-1 National Register and Local Historic Districts in Asheville

District	Year Listed in NR	Local Historic District ?	Contributing Structures
Montford Area HD	1977	Yes	488
The Manor and Cottages [City generally lists as "Albemarle Park HD"]	1978	Yes	45
Biltmore Village	1979	Yes	TBD [23?]
Downtown Asheville MRN[1]	1979		244
Chestnut Hill HD [City generally lists as "Chestnut-Liberty Hill HD"]	1982		233
Grove Park HD[2]	1989		291
Clingman Avenue HD	2004		33
Riverside Industrial HD	2004		27
Sunset Terrace HD	2004		9
West Asheville End of Car Line HD	2006		24
West Asheville-Aycock School HD	2006		10
Norwood Park HD	2008		154
Proximity Park HD	2008		62
St. Dunstan's HD	Not	Yes	TBD [14?]
NOTE: Technically both the Municipal Golf Course and the Oteen Veterans Administration Hospital are NR historic districts.			
SOURCE: http://www.hpo.ncdcr.gov/NR-PDFs.html#B, accessed August 15, 2014 and data provided to Heritage Strategies, LLC, by the North Carolina State Historic Preservation Office in July of 2014. See Appendix C for all National Register listings in Asheville and Buncombe County as of August 2014.			

Issues, Opportunities, and Recommendations

The HRC has compiled an excellent track record in gathering and maintaining high-quality information about Asheville's resources and developing citizen-supported design guidelines for the four locally designated historic districts. It is in the process of developing companion guidelines for Albemarle Park's historic landscape, which is integral to the district's significance. It routinely undertakes public outreach during Preservation Month each year (May) and has re-published a major, popular survey, *Cabins & Castles*. This historic preservation plan has been undertaken at the HRC's behest, at a point when it appears that much of what the HRC can readily achieve, given existing resources, staffing, and public support, has been accomplished.

What more should the HRC do? Following are key issues and recommended strategies.

[1]Number includes Biltmore Avenue Amendment to Downtown Asheville Historic District (1989); Ravenscroft Amendment to Downtown Asheville Historic District (1990); Downtown Asheville Historic District Boundary Increase III, Boundary Decrease & Additional Documentation (2010); and eight additional structures nearby nominated individually – see Appendix C

[2]Includes Kimberly Amendment to Grove Park Historic District (1990)

Preservation Surveys and Historic Districts

Asheville has done a fine job tending to the never-ending need for surveys and nominations, given limited funding and a large quantity of historic properties to account for. The number continues to grow, given that a healthy quantity of 1950s and 1960s "mid-century modern" structures are now old enough for surveying. Older surveys would benefit from updating and use of newer survey technologies.

Context studies of particularly interesting topics for the region would prepare the ground for surveys, by enabling surveyors to understand the significance of individual buildings within larger themes. Possible themes include agriculture, forestry, the arts, sanitariums, city-building, landscape architecture, the American Indian landscape, and early European settlement.

Strategies

2.1 **Continue to invest in historic resource surveys and National Register nominations for historic districts.** Develop an annual work program, aiming for at least one survey or survey update per year.

2.2 **Tie the State Historic Preservation Office's "HPOWeb" database into city and county databases** (currently underway in Asheville) and maintain updates.

2.3 **Undertake a cultural landscape reconnaissance survey of Asheville neighborhoods** to support understanding of neighborhood character and help identify professional surveyors' sense of priorities for formal historic resource surveys in order to direct the HRC's annual work planning. Focus first on smaller commercial areas adjacent to already-identified historic neighborhoods, in particular to help with setting priorities for more in-depth surveys of historic resources and for streetscape plans. Merrimon Avenue was specifically mentioned as an area of potential conflict and should be slated for early investigation in the implementation of a cultural landscape assessment. (Repeated in Chapter 5)

2.4 **Undertake historical context studies** to support surveys (and interpretation). (Repeated in Chapter 8)

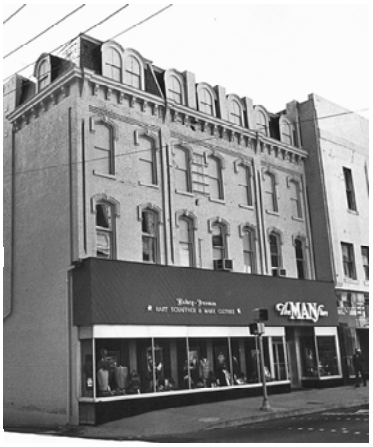
Loss of Listed and Contributing Historic Buildings

Under current state law, the threat of demolition of historic structures, both within and outside locally designated historic districts, especially in the downtown National Register historic district, is a long-standing concern, especially for surface parking and anticipatory demolition (demolition that takes place without plans in place to replace the structure).

Currently the HRC reviews only development decisions within locally designated historic districts, and can delay demolition for up to a year unless the owner presents economic considerations for the HRC to take into account in reviewing hardship. There is no process for the HRC to provide comments to other project or design review bodies (Downtown Commission, River Arts District Commission), the city's Technical Review Committee, or other city development-review staff concerning the issuance of building or demolition permits in National Register historic districts.

While a concern about demolition may be ever-present, following the best practice of keeping owners and their advisors informed about their properties' stewardship needs and opportunities can help to head off owners' decisions to demolish made without awareness of all possible options.

In addition, PSABC operates its Historic Property Easement Program, which designed to present substantial protection to historically significant houses and buildings. This program offers property owners the opportunity to work voluntarily



22 Patton Avenue, demolished [need date].

History Lost

Since North Carolina's survey program began in the 1970s in Asheville and Buncombe County, the following losses of historic structures have occurred – by voluntary demolition, natural loss (e.g., fire), and demolition required by the municipality when a building was severely neglected. (In the NC survey database, surveyors often simply noted the properties as "gone," but if it was known why or when the loss occurred, the narrative portion of the database may so state, which provides the following data):

Losses among National Register Listings

- Loss of 102 contributing *primary* resources in National Register-listed historic districts ("NHRDs"; this does not include districts listed for study or determined eligible for the National Register).
- Loss of 67 contributing primary resources in the Montford NHRD (of 657 total contributing/non-contributing resources in NC's database, more than 10%).
- Loss of 24 contributing primary resources in the Chestnut Hill NRHD (of 268 total contributing/non-contributing resources). Two

with PSABC in the creation of customized deed restrictions ensuring the future of these significant properties. This is arguably the most powerful tool to protect these resources in North Carolina, because as described here local governments are limited in their ability to fully prevent demolition. A preservation easement gives PSABC the ability to prevent demolition and architectural oversight of proposed alterations and additions. The donation of a preservation easement often provides the property owner with a significant tax deduction (see sidebar in Chapter 4), and is an additional way that developers can enhance their bottom line returns on their investments. To date, this program has worked to protect numerous properties across Asheville and Buncombe County.

This program should be viewed as a powerful alternative to local designation of landmarks and local districts. Additionally, preservation easements are a good tool to address the protection of properties in the broader, county-wide geography and often can complement the county's agricultural conservation easement program (see Chapter 7).

Strategies

2.5 **Redouble outreach to property owners to encourage individual landmark designation** where appropriate. Create educational materials and conduct workshops; visit individual property owners. (Work with PSABC.)

2.6 **Consider a recognition program** designed as a first step toward encouraging owners to seek landmark designation. (Repeated in Chapter 3)

2.7 Develop a short brochure or web page to **encourage more consideration of local historic districts**. Describe local historic district procedures and note which neighborhoods are already listed in the National Register, which neighborhoods have had surveys completed, and which are slated for surveying in the next few years.

2.8 Concerning **demolition permitting**:

2.8A For buildings in the downtown Asheville National Register district (or other appropriate boundary established during the actions to carry out this strategy), require a **recommendation from the HRC to the Downtown Commission** prior to issuance of a demolition permit. (Repeated in Chapter 6)

2.8B For other National Register-identified buildings, require a **recommendation from the HRC to the Asheville Planning and Zoning Commission and Buncombe County Planning Board** prior to issuance of a demolition permit.

2.9 **Work with PSABC to promote the Historic Property Easement Program**, especially in areas where HRC and local government resources are limited and where a local historic district or local historic landmark designation is challenging or problematic.

Conflicting Uses on Historic District Edges

The edges of some existing local and National Register districts have experienced some adverse effects from adjacent development. This is an example where other city action, outside the responsibility of the HRC, is needed to address the conflicts between historic preservation and development decisions outside historic areas. Planning for the implementation of this strategy could especially be incorporated into the neighborhood planning discussed in Chapter 5 but it may also pertain to commercial districts as discussed in Chapter 6.

Strategy

2.10 Consider **special overlay district zoning for "gateways"** to selected districts affecting historic neighborhoods. (See also Strategy 2.3; repeated in Chapter 5)

Conflicting Public Policies and Practices in Asheville

In Asheville, historic brick sidewalks, granite curbs, and other elements of the public realm are not protected outside historic districts. Once gone, they are virtually impossible to replace. This is just one example of the need to inculcate preservation as a value and a tool in all public initiatives.

More generally, as a part of local government, the HRC is one of the city's various bodies expected to participate in and be consulted during governmental planning and decision-making. For example, the HRC has been a part of the comprehensive planning and neighborhood planning discussed in Chapter 5. Strategies here suggest a number of simple city statements or policies to help to reinforce the desirability of involving the HRC and considering historic preservation in city projects and programs. For example, the recent major maintenance projects for both City Hall and the County Courthouse used the highest possible standard for rehabilitation, the Secretary of the Interior's Standards (see Appendix B).

Historic preservation can support affordable housing – and vice versa. A city policy affirming this link and the desirability of maximizing both interests is one way of providing a sustained market for historic preservation. Dollar for dollar, historic preservation creates more jobs (and more skilled jobs) than new construction. Local government's stated interest in historic preservation linked to affordable housing development thus addresses jobs as well as housing. The environmental and design benefits of the re-use of older buildings, as described elsewhere, should also be factors in choosing affordable housing projects that incorporate historic preservation and meet the highest possible standards, carefully considering tradeoffs of cost and design quality.

Strategies

2.11 **Establish a city policy to preserve historic, character-defining elements of the public realm city-wide.** Incorporate this policy as Public Works Strategy 1 found in Asheville 2025 (p. 159; or its replacement in the next comprehensive plan) is implemented.

2.12 Establish a city policy that historic preservation is a "best practice" for sustainability and **incorporate use of the Secretary of the Interior's Standards for Rehabilitation in the public domain** wherever feasible.

2.13 **Enlist the HRC and staff in city sustainability initiatives and guidelines**, to articulate and quantify the importance of energy savings through rehabilitation of existing buildings.

2.14 Establish city policies to **support re-use of historic buildings for affordable housing** using the Secretary of the Interior's Standards for Rehabilitation wherever feasible.

2.15 For the Planning & Zoning Commission, Downtown Commission, River Arts Commission, and the Housing Authority, **establish city policy that staff reports will consider the impacts on National Register districts and properties** of proposed action by these bodies.

2.16 **Establish informal liaisons to other city and county bodies** whose work affects historic preservation, identified from among volunteer members of the HRC.

of these were demolitions in the 1990s of houses that had been rehabbed in the 1980s with use of the tax credits.

Losses among All Previously Recorded Resources (regardless of designation)

- More than 250 losses of previously recorded historic resources in the city are documented in North Carolina's database since the survey program began, 124 of which were houses. Annie Laurie McDonald, HPO Preservation Specialist who compiled this data, remarked, "I think this is interesting, since affordable housing is often accomplished through the rehabilitation of older or historic building stock."
- Data on losses by date/ decade does not exist for all records, but the database shows that at least 47 of these losses were demolitions in the 1980s. At least 52 occurred in the 1990s. At least 60 occurred in the 2000s. That accounts for more than half of the total losses. McDonald commented, "While this is not definitive, it appears as though the losses are spread fairly evenly across the nearly forty years since the architectural survey program began."
- The database indicates that at least 19 recorded resources have been replaced by surface parking, 8 of which were in National Register-listed historic districts.
- The database also indicates that road projects resulted in demolition of at least 17 previously recorded resources in Asheville, beyond the demolitions that took place for the Beaucatcher Cut and I-240.

The earliest historic resource surveys across the nation failed to catch unusual resources such as this charming "motor hotel" of log cabins from the early automobile tourism era of the 1930's....

Section 106 and NC Environmental Reviews

By law, where there is state or federal involvement in a given local government program (funds, permits, lands, etc.), local use of funds for housing, neighborhood conservation, transportation, and other programs go through the Section 106/ environmental oversight process described above. The process is easiest when agencies seek early involvement of the HRC and the state oversight agency, the State Historic Preservation Office.

City and county policies and permitting processes should encourage agencies and project leaders to engage Section 106 early, prior to other development review requirements. Boards and commissions involved in reviewing city and county projects should require planning staff comments specifically addressing Section 106 in staff reports (even to the point of stating that Section 106 is not to be involved). It is simplest to establish a broad policy that (1) the HRC is to be invited into discussion of local government and local government-funded capital projects and earth-moving projects at the earliest possible opportunity whenever suspected historic or archeological resources might be involved, (2) whether or not state or federal funding might be involved, and (3) whether or not the resources have been determined to be significant. Discussion of the details of such a policy could take place as the city renews the HRC's programmatic agreement with the State Historic Preservation Office under its Certified Local Government status.

Routine public education that ordinary project development considerations should include historic preservation would help to develop a public culture ensuring that historic preservation is a value to be engaged early and effectively in project reviews. This includes careful explanation of existing procedures for city reviews in the various historic districts and commercial areas, for applicants for development projects. "Wayfinding" signs or perhaps simple street sign addendums (called "toppers") in Asheville that signal the existence of National Register Historic Districts would also be helpful in alerting property owners, developers, investors, foundations, visitors, and residents that certain properties deserve special consideration as the city continues to grow and develop. Montford, which is also a local historic district, already has several such signs erected with the support of the HRC.

....Today, "mid-century modern" businesses and homes such as this "airplane style" rancher from the 1950s and 1960s are just beginning to be subjects of local surveys.(Photos courtesy Heritage Strategies, LLC)

Strategies

2.17 **Establish a city policy that the HRC is to be invited into discussion of city and city-funded capital projects and earth-moving projects** at the earliest possible opportunity whenever suspected historic or archeological resources might be involved.

2.18 **Establish a program to install "historic district" street sign toppers or other markers in recognized Asheville historic districts** (local or National Register), especially in the downtown Asheville National Register historic district. (Repeated in Chapters 2 and 3)

Operation of the Historic Resources Commission

HRC has a duty to tend to the needs of historic resources throughout Asheville and Buncombe County. Its powers as a quasi-judicial body enabled under state law include administering project review in four local historic districts. This review consumes a great deal of commissioners' and staff time, and it is often the principal lens through which the public (and public officials) now view the HRC.

But the HRC must avoid being boxed in by this demanding role. It must also maintain ongoing knowledge of all historic resources across the region and build ongoing public awareness of and support for the investment in and protection of those resources. Chapter 3 emphasizes the importance of public outreach – of conveying clear, consistent messages, repeatedly, about the value of preserving historic resources to Asheville and Buncombe County. This goes well beyond project review for local historic districts. Moreover, other chapters that follow also call for considerable effort. To accomplish it all, even in phases over the ten years of this plan, will require a heightened level of effort on the part of the HRC and staff, plus partners and volunteers. Every activity undertaken by the HRC in the thirty-five years since it was established has met the highest standards. But it must do more, across more of the city and county – and it will need more resources to do so.

Strategies here are basic operational ones, to support the HRC's internal planning and development of adequate staffing and budgetary resources for its work.

Preservation in the public realm involves close attention to original plantings of street trees, which vary street by street by design. A cultural landscape survey can help to identify important landscaping patterns and other assets of the public domain that individual building surveys may not detect. (Photos courtesy Heritage Strategies, LLC)

Strategies for Operation of the Historic Resources Commission

2.19 Use the HRC's annual retreat and annual work plans to **refine and strategize for balanced outcomes: enhanced ability to influence historic preservation across the city and county** through surveys, public outreach, and technical assistance as well as design review.

2.20 **Recruit volunteers** to participate in HRC standing committees (further addressed in Chapter 3).

2.21 **Enhance staffing and budgetary resources available to the HRC.**

Smith-McDowell House, headquarters of the Western North Carolina Historical Association, one of Asheville's many nonprofit preservation partners. (Photo courtesy Heritage Strategies, LLC)

CHAPTER 3

PUBLIC OUTREACH AND ADVOCACY

INTRODUCTION

Later chapters in this plan address ways to build public appreciation for historic resources specific to the topics of neighborhoods, commercial districts, interpretation, and heritage tourism. This chapter covers the role of the Historic Resources Commission and others overall in addressing this issue and building public support for the historic preservation process.

WHY REACH OUT?

While there are many residents who have clearly valued Asheville's historic resources for many years, ensuring that most residents know and understand the city's historic character is an ongoing task for the HRC and other preservation advocates. As generations change, residents come and go, and officials retire, shared community memory about the tasks and values of historic preservation is easily lost.

Demands from both population growth and tourism will intensify pressures for change across all areas of the city and county. It will be valuable in this climate to gain public understanding of the value of historic resources in Asheville and how historic preservation processes and investment play out in the tradeoffs inherent in development and change. Decisions about whether, and how, to change historic business and residential environments need a stronger base of understanding.

There are multiple issues that need a careful strategy of public outreach and advocacy to be followed by the HRC in concert with supporting agencies and organizations.

First, in recent years, it appears that historic preservation in Asheville has tended to be regarded by the general public as the focus of a few dedicated individuals rather than a topic of broader interest. Historic preservation is a critical component of community character and a contributor to the environment supporting heritage tourism. This is a message that must be crafted carefully and delivered consistently to a broad audience.

Second, many residents may imagine that the city is more protected than it actually is. There is much apparent historic fabric, after all. There is no specific governmental involvement in protecting historic resources in non-designated historic areas, however – only surveys. There are just three historic residential neighborhoods and one commercial district with governmental preservation regulations. Even in those neighborhoods, demolition is by right after a brief delay, up to a year under the state statute enabling the HRC but in practice much less. Although a substantial portion of the downtown is listed in the National Register, the downtown has a design review process described as "mandatory review with voluntary compliance," which involves no participation by the HRC. Demolition in the downtown is by right.

Finally, beyond any general public lack of understanding of process and level of protection, there may be a lack of public understanding of the value of the historic resources themselves. It is critical that the community as a whole see the value of

historic resources – why would anyone care about the process if they do not care about the things to be protected and enhanced?

Conditions are ripe for messages about the value of historic resources and the preservation process. Objectively, many visitors and residents do value the experience of historic Asheville. Tour companies have grown in recent years in response to visitor demand. Both Biltmore (a National Historic Landmark, the nation's highest honor) and Biltmore Village (a local and a National Register historic district) are widely appreciated. The caretakers of the Basilica of St. Lawrence are now considering seeking National Historic Landmark recognition, as well. Nearly a thousand new hotel rooms are being built in the region in the next two years – strong indication of public interest in Asheville.

Downtown Asheville's unique historical qualities, however, are less well recognized. As the CVB likes to point out, the downtown is "home to the Southeast's largest collection of Art Deco architecture outside of Miami" – but the National Register nomination update fell back on the default "locally significant" determination and does not substantiate such a claim. The River Arts and West Asheville areas are only just beginning to assess their historic qualities as they consider how to accommodate more development.

Of equal importance in constructing messages for residents and leaders is the value of historic structures in fostering Asheville's unique business environments. Each of the four large, well-recognized, thriving historic commercial areas – the river-area industrial district now known as the River Arts district, West Asheville, Biltmore Village, and the downtown – offers a different experience for both residents and visitors. Historic structures are integral to that experience.

Strategies

The orientation of the HRC to community service and its articulation of historic preservation values sets an important tone. It is critical to craft and promote messages to maintain community interest in preservation opportunities and engagement in the values embedded in the art of community-based historic preservation.

HRC staff and commissioners are limited in the extent to which they can do even more than they are already achieving, however – enlisting partners in public outreach and advocacy is critical. One critical tool to bring these partners together – and which would equally support the collaboration needed to accomplish interpretation, education, and tourism initiatives in Chapter 8 – would be the web portal first recommended by an implementation committee formed after the completion of the Downtown Master Plan (that plan is described further in Chapter 6).

Key messages could include:

- "Historic resources have been and will always be vital to this region's success."
- "Tax credits for historic resources offer a major economic opportunity for this community to attract developers and investment."
- "The greenest building is the one already built."
- "Historic structures foster Asheville's unique business environments and offer great investment opportunities."
- "Historic preservation is part of the art of community-building and placemaking that makes Asheville unique."

From left, Brendan Ross, HRC Chairperson, and Stacy Merten, HRC Director, in the field during the preservation planning process. The HRC relies on partners in the nonprofit, for-profit, and governmental sectors to succeed. (Photo courtesy Heritage Strategies, LLC)

Strategies outlined below will generally support more specific recommendations in Chapter 2 and Chapter 4 through 8 addressing the operations of the HRC, neighborhoods, commercial areas, Buncombe County, interpretation, and heritage tourism – and vice versa.

3.1 Establish an **annual work program for the HRC's standing committees** for education and community outreach and for landmarks and research, focusing on activities to promote messages about the importance of historic resources.

3.2 Balance Commission meetings' focus on Certificates of Appropriateness with **publicly aired attention to all goals and strategies in this plan**.

3.3 Establish a partnership among the HRC, PSABC, WNCHA, CVB, and others to **establish a web portal for easy access to heritage organizations and projects** in the region. (Repeated in Chapter 8)

3.4 Undertake or support studies to **elevate Asheville's and the region's architectural significance** and communicate results to the public:

3.4A Research the possibility **of establishing downtown Asheville as a district of state or national significance** vs. local only.

3.4B Support **nomination of the St. Lawrence Basilica as a National Historic Landmark.**

3.4C Explore potential for **HABS summer projects** to bring intern teams to the region.

3.5 **Develop brochures and web pages highlighting themes where the Asheville region shines** – especially Art Deco architecture and landscapes related to health and wellness.

3.6 Establish a program **to install "historic district" street sign toppers or other markers in recognized Asheville historic districts** (local or National Register), especially in the downtown Asheville National Register historic district. (Repeated in Chapter 2)

3.7 Continue to support or encourage the writing of **high-quality guidebooks** such as the one recently published for Albemarle Park.

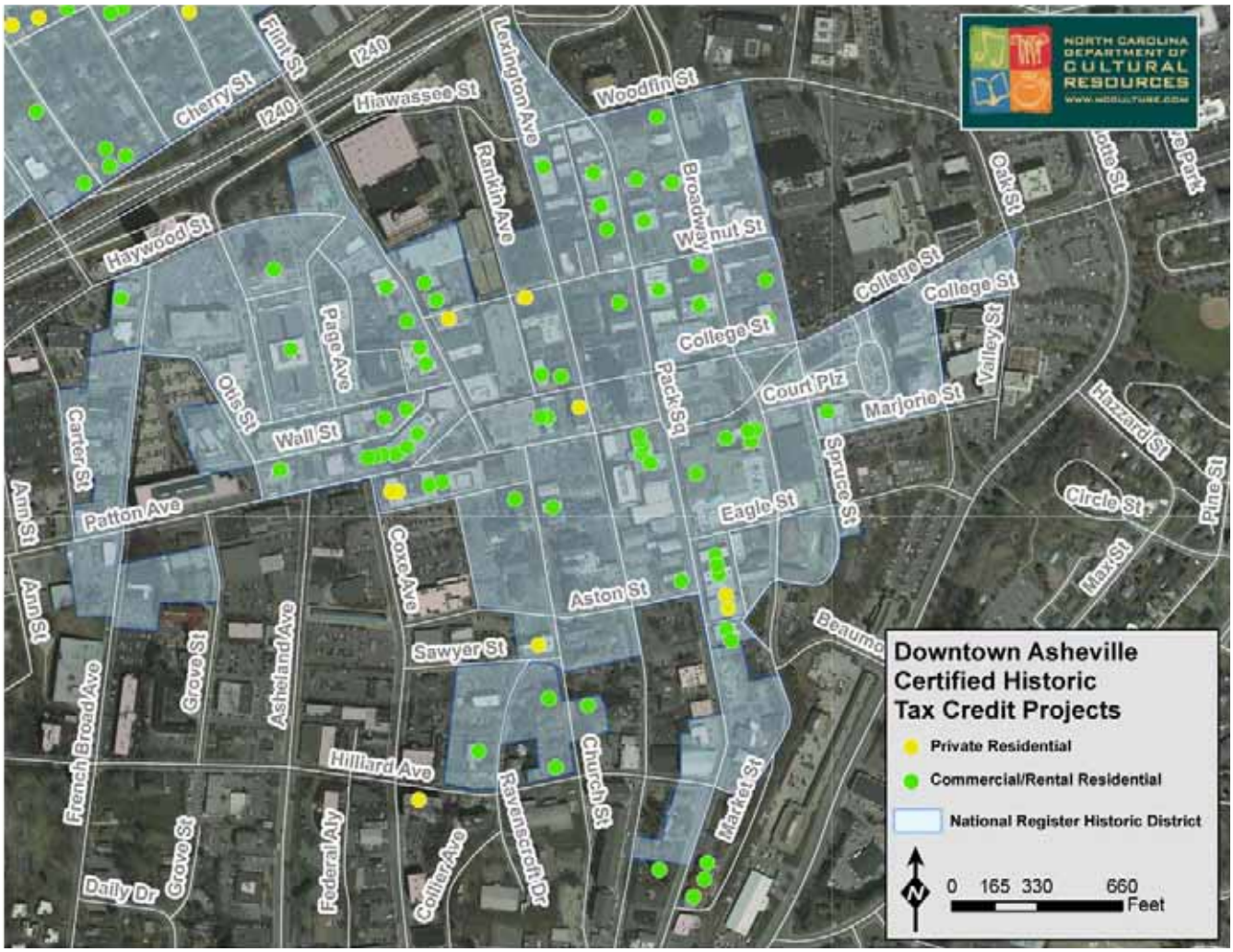
3.8 **Increase funding available to the HRC** to support public outreach, education, and research in the form of additional staff resources, funds for projects to heighten visibility of historic resources, and possibly small grants to partner agencies and organizations.

3.9 Sponsor a **high school essay contest or prize for History Day** to celebrate Asheville's architecture, history, and historic preservation.

3.10 **Offer training to real estate professionals** concerning Asheville's historic qualities and historic preservation procedures. (May be combined with training on historic tax credits, as discussed in Chapter 4.)

3.11 **Consider a recognition program** designed as a first step toward encouraging owners to seek landmark designation. (Repeated in Chapter 2)

3.12 **Recruit volunteers** to participate in HRC standing committees. (Repeated in Chapter 2)



CHAPTER 4

HISTORIC TAX CREDITS

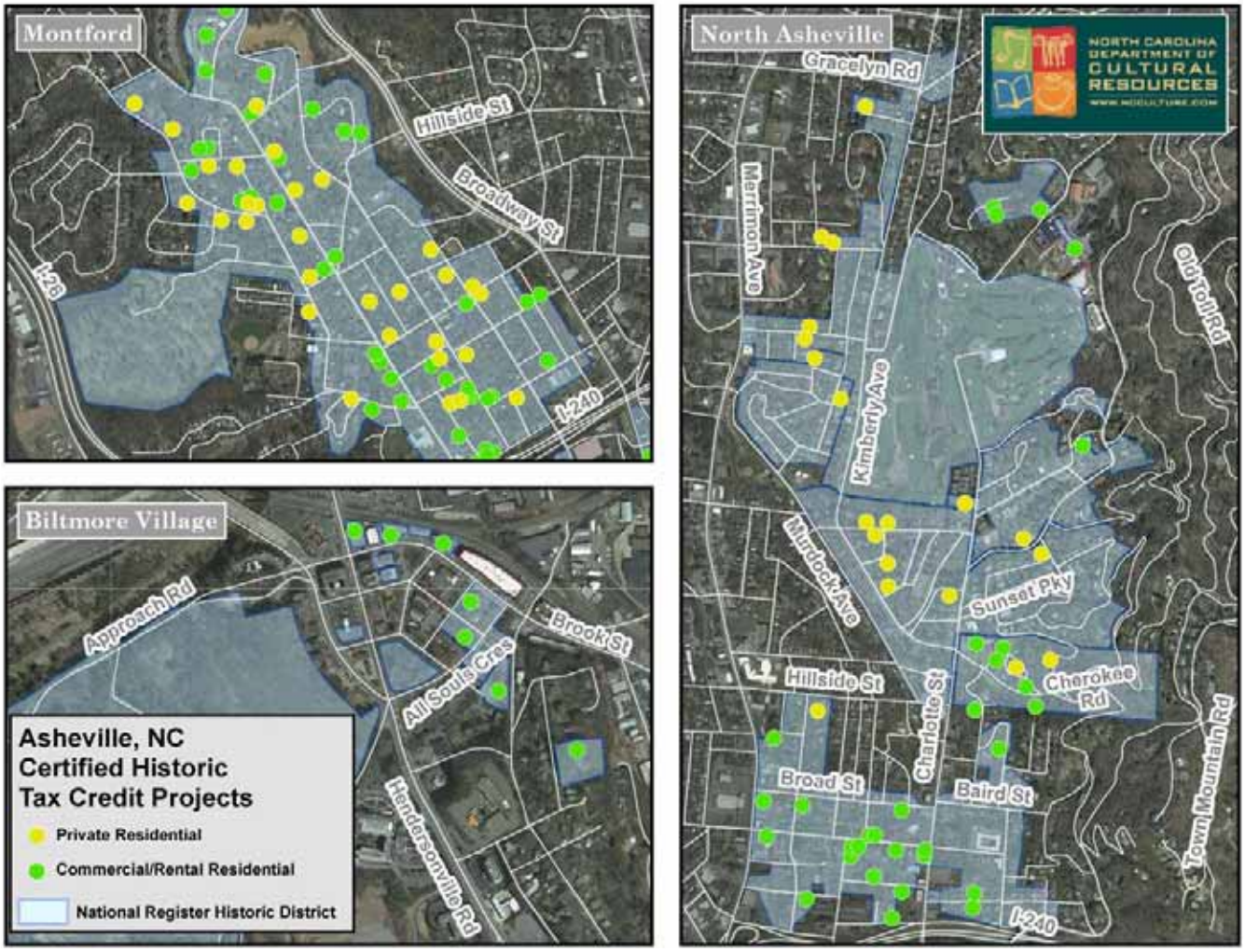
By breathing life into vacant warehouses, factories, hotels and more, the federal historic tax credit brings new hope and stability to neighborhoods, setting the stage for additional investment.

— Stephanie K. Meeks, President, National Trust for Historic Preservation

INTRODUCTION

Income tax incentives for the rehabilitation of historic structures listed in the National Register of Historic Places are critical tools for historic preservation and economic development, and have been so across the state for decades. Property owners in Asheville have made particularly effective use of the historic tax credit (HTC). Buncombe County is the second-highest user of the federal tax incentives for historic rehab in the State of North Carolina, which itself is the third-highest beneficiary of the federal program among all states. From 2001 to 2012, figures provided to the National Trust for Historic Preservation from the National Park Service (NPS) show that forty-seven projects with more than $82 million in qualifying rehabilitation expenditures were completed in Asheville alone.

A large proportion of Buncombe County's tax credit activity has occurred in Downtown Asheville, and in the National Register Historic Districts of Montford, Biltmore Village, and North Asheville – revitalization of these neighborhoods may be directly attributed to the availability of HTCs as an investment incentive.



The local return on this investment is considerable. According to the National Trust, "$1 million invested in historic rehabilitation produces markedly better economic impact in terms of jobs, wages, and federal-state-and-local taxes than a similar investment in new construction, highways, manufacturing, agriculture, and telecommunication."

How the Historic Tax Credit Works

Federal and state tax credit programs offer considerable incentives to taxpayers who undertake substantial rehabilitation of qualified historic, income-producing buildings and industrial sites that are listed in the National Register of Historic Places. Historic commercial properties are eligible to receive a forty percent return on qualified rehabilitation expenditures in the form of combined federal and state income tax credits (20 percent federal, 20 percent state). The state "mill credit" was instituted for historic industrial buildings and complexes, and buildings associated with public utilities and agricultural production. In Asheville and Buncombe County, this enhanced state tax credit allows the developer of a large-scale rehabilitation to accrue a 30 percent state tax credit on top of the 20 federal tax credit – potentially reducing the taxpayer's tax liability by as much as 50 percent of qualified project costs.

The state tax credits, which took effect in 1998 but are slated to end on December 31, 2014, also offer 30 percent for the rehabilitation of non-income-producing historic properties, including private residences, so long as rehab expenses exceed $25,000 within a 24-month period and the building is listed in the

National Register at the time of project certification. There is no equivalent federal credit for owner-occupied residential rehabilitations.

Applications for income-producing structures are subject to a joint review by the State Historic Preservation Office and the NPS, with final authority resting with the NPS. All rehabilitation work must meet the Secretary of the Interior's Standards for Rehabilitation (Appendix B). Applications for non-income-producing historic structures are reviewed solely by the State Historic Preservation Office, subject to oversight by the North Carolina Historical Commission.

The federal government also offers a 10 percent tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936 so long as certain percentages of walls and internal structural framework are retained. There is no formal review process for rehabilitations of non-historic buildings.

A 10, 30, 40, or 50 percent tax credit essentially allows the property owner or developer to recoup a portion of project costs. The tax credits may offset the property owner's income tax liability, or may be transferred to a corporate investor through a process called syndication. The returns to the federal, state, and local governments for this "discount" is made up in higher property values (and thus greater tax revenues from that source), more jobs (and income tax revenues from that source), and more income in the pockets of the project-generating taxpayers who are likely to recycle their extra funds into other valuable local projects.

"From its implementation in 1998, North Carolina's Historic Preservation Tax Credit program has done far more than preserve valuable historic structures. While retaining irreplaceable assets, bringing new life to downtowns and inspiring sustainable development patterns, it has also had a tremendous impact on the state's economy," says Becky Holton, author of a 2008 report for the University of North Carolina at Chapel Hill, *A Profitable Past, A Priceless Future: The Economic Impact of North Carolina's Historic Tax Credit*. The report documents the "catalytic effect of historic rehabilitation in the state and the multiplied returns to the North Carolina economy" – more than $1.4 billion in revenues, 14,100 jobs and $438 million in additional employee compensation. The report estimated that the "cost to the state of roughly $3.6 million per year in foregone revenues has stimulated approximately $160 million in new economic activity annually."

"Historic preservation is smart growth, and smart investment," notes Preservation North Carolina, a statewide advocate for the North Carolina credit. "Since 1976, over 2,000 completed 'certified rehabilitation' projects have been reviewed by the N.C. State Historic Preservation Office, representing over one billion dollars of investment in historic properties. The spinoff from all this activity includes job creation, downtown and neighborhood revitalization, improved community appearance, and greater community pride."

Why the HTC Is Important

The state tax credits – both for owner-occupied residential projects and large scale industrial projects – are scheduled to expire at the close of 2014. Full loss of the state HTC will halve the existing incentive for historic rehab of commercial buildings, although working to obtain a 20 percent federal tax credit is still a worthy investment in an environment where many other investments yield single-digit returns and ordinary savings accounts are at zero. The state's tax credit sunset will also remove any preservation incentive for rehabilitation of owner-occupied residences, including upper floor condo units so prized in downtown revitalization. (Credit for the development of these condos by commercial developers, which would then sell them to owner-occupants, would still be available.)

The state tax credit sunset poses a threat to continued private investment in Asheville's historic buildings. Other historic preservation programs described in

Historic Tax Credits in Asheville

Rehabilitation of North Carolina's historic buildings increased dramatically following the expansion of the state tax credit for historic buildings and residences in 1998. Since that time, with the state tax credits enhancing the existing federal credit, 2,154 building rehabilitation projects have been completed in North Carolina, representing private investment in historic buildings exceeding $1.56 billion.

Asheville and Buncombe County rank first in the North Carolina for completed tax credit rehabilitations, with 173 complete commercial and rental residential projects. Many of the rehabilitation projects benefiting from state and federal tax credits are located in Asheville's downtown core, and a significant concentration is in Biltmore Village. These building projects represent an estimated total estimated rehabilitation expenditure of $146 million. Buncombe ranks fifth in the state (behind more populous urban areas such as Charlotte, Durham, and Greensboro) for completed residential rehabilitations, with total estimated rehabilitation expenditures of $18 million. Many of these residential rehabilitations have occurred in the downtown as upper floor condo units, and also as single family homes.

Grove Arcade, circa 1940. (Photo courtesy North Carolina State Historic Preservation Office)

this plan are important, with regulatory and educational elements comprising two legs of a well-balanced system. The economic incentive for historic preservation provided by the HTC, however, is a critical third leg that provides essential stability and encouragement. It is a proven way to continue to achieve major historic preservation while encouraging compatible economic growth.

The trend to date has shown HTC-supported rehabilitation to be a major form of private investment in Asheville. From 1979 to 2014, 173 income-producing buildings and more than 100 residential units have been rehabilitated and qualified for HTCs in Buncombe County, including the majority of the commercial rehabilitations in the Downtown Asheville National Register Historic District, sixty-eight. These rehabilitation projects represent more than $146 million invested in Buncombe County's historic buildings. Yet the downtown district alone includes 257 historic structures, and many apparent rehabs have addressed only the needs of the ground floor retail space. There are many more opportunities for Asheville to benefit from tax credit stimulus for downtown investment.

While the city and county offer a lasting property tax reduction of 50 percent for designated local landmarks (if the owner applies each year to the tax office), this is a modest incentive compared to the HTC, particularly if the state credit can be restored. The city and county, led by the Historic Resources Commission, should study what independent steps they might take at the local level to improve conditions for investment in historic buildings, focusing on commercial properties. Los Angeles, in partnership with the National Trust for Historic Preservation, has led a major study of how to reduce barriers to investment in historic commercial structures.

The lack of visibility in recent years of historic preservation's large and immediate impact on private investment in the revitalization and growth of the city of Asheville is a concern. Only with such recognition – a need addressed in the preceding chapter – will it be possible to build support for additional local programs.

Strategies

4.1 **Work to reinstitute state Historic Tax Credits through advocacy to North Carolina legislators**, including supporting local and statewide advocacy organizations such as PSABC and PNC that provide leadership in advocacy efforts.

4.2 Provide information to support such advocacy by **refining an Asheville-specific and Buncombe County-specific database of properties that have used the HTC and by working with the Chamber of Commerce and city permitting agencies to develop data** concerning the actual level of stimulus

Grove Arcade, circa 1965. (Photo courtesy North Carolina State Historic Preservation Office)

achieved. Combine this information with cogent messages about the remaining opportunities for investment in Asheville (see next strategy).

4.3 In downtown Asheville, using a map of buildings that have used the tax credit, **perform a windshield-level survey of these buildings to investigate how many might qualify for additional HTC support for rehab** (on, say, upper floors), and **determine the number and characteristics of other buildings in the district that have not made use of the HTC and which may be eligible.**

4.4 To mitigate the loss or reduction of the state HTC, **redouble outreach to property owners to encourage individual landmark designation** where appropriate, in order to provide property tax reduction as an incentive for completion of high-quality rehab and/or simple maintenance (partial repeat from Chapter 2).

4.5 **Provide technical assistance to property owners and investors unfamiliar with the use of the HTC** in the form of information, encouragement, and general guidance. Test outreach and training methods with property owners to devise the best means of supporting their properties' rehab needs. Identify private sector consultants capable of advising investors and assisting with the HTC process.

4.5 **Offer training to real estate professionals and others advising property owners** concerning opportunities for the historic tax credit in Asheville. (May be combined with training on Asheville's historic qualities and historic preservation procedures, as discussed in Chapter 3.)

4.6 **Explore other options for local added incentives for and reducing barriers to rehabilitation**: consult with local banks about designing special terms for loan packages; examine the possibility of using state and federal funds strategically for public improvements that support qualified private and non-profit projects that are in the community interest; investigate the need for protocols and mitigation guidelines for code compliance to establish a clear and simple process for adaptive reuse in accordance with national standards customized to individual circumstances.

Grove Arcade, Battery Park Avenue between Page and O'Henry

The Grove Arcade is one of Asheville's architectural treasures, and its rehabilitation represents a landmark achievement in Downtown's revival. Built in the 1920s as a public market by chill tonic magnate and ubiquitous Asheville-area developer E.W. Grove, the building was converted into a federal office building during World War II, and vacated in the 1980s. Asheville government, business, and community leaders collaborated to acquire the building from the GSA with preservation covenants held by Preservation North Carolina. Structuring and financing of the project was complex, entailing partnerships among the City, private for-profit developers, the non-profit Grove Public Market Foundation, and HTC investors. The rehabilitated building opened to the public in 2002, containing retail, restaurant, office, and apartment units. The Grove Arcade is the largest historic building rehabilitation in western North Carolina and among the largest in the state. (Photos of "after rehab" appear on the first page of Chapter 2)

SIDEBAR: Tax Benefits for Historic Preservation Easements

A historic preservation easement is a voluntary legal agreement, typically in the form of a deed, which permanently protects a historic property. Through the easement, a property owner places restrictions on changes to the historic property. A qualified organization that holds the easement works with the owner to create the terms of the easement and insure its lasting effects.

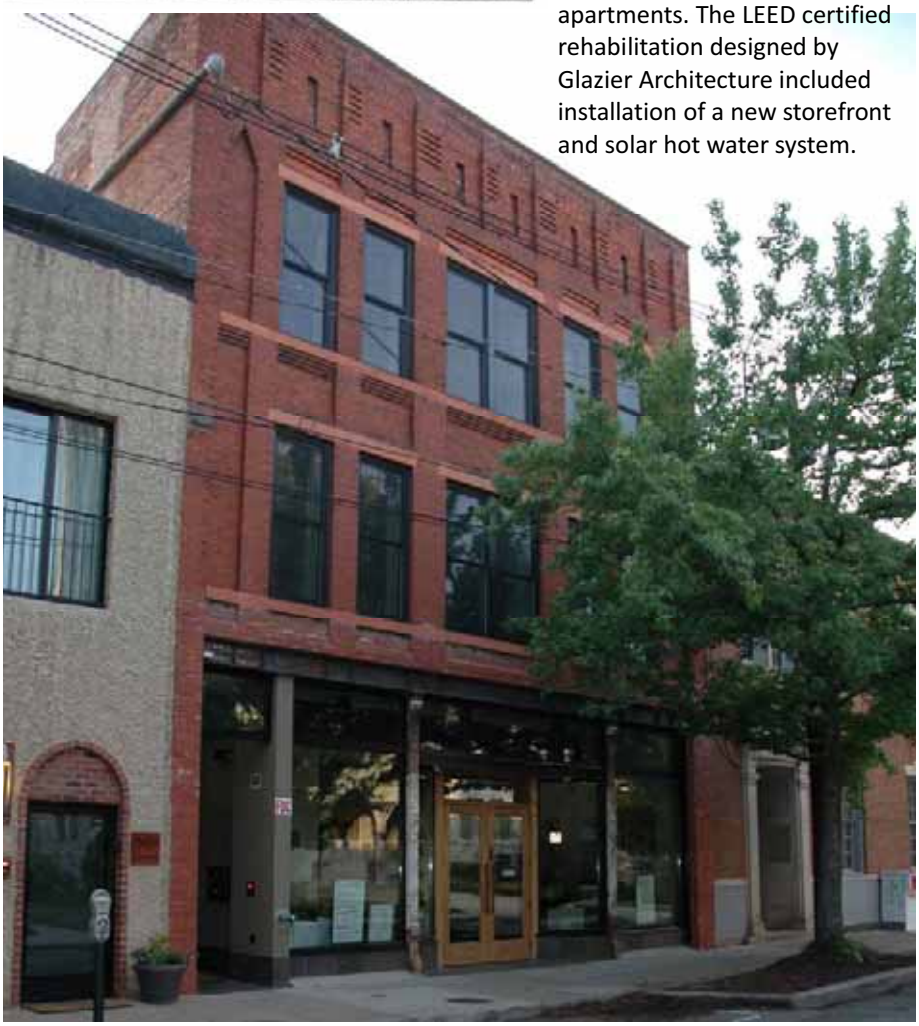
A historic property owner who donates an easement in perpetuity may be eligible for tax benefits, such as a federal income tax deduction for a charitable contribution. The Preservation Society of Asheville and Buncombe County and Preservation North Carolina are both familiar with this and other creative means of preserving historic properties through voluntary real estate transactions.

Properties in Asheville that enjoy permanent protection through easements include: the Young Men's Institute; Ravenscroft; the Grove Arcade; the Minnie Alexander House; Wall Street properties; the Lillian Exum Clement Stafford House, The Gudger House, Sallie Lee Cottage, Rice-Brown House, and The Manor Inn and Richmond Hill (since lost to fire). Properties outside Asheville in Buncombe County under a preservation easement include the S. J. Ashworth House (Fairview), Reynolds Mansion (Woodfin), Brigman-Chambers House (Reem's Creek), and Old Town Hall (Black Mountain). (Many farms in Buncombe County are protected by agricultural easements, which work similarly.)

For more information, consult the Preservation Society's website, www.psabc.org.

James M. Campbell Building, 18 Church Street

This 1890s commercial building housed a variety of retail uses, including carpet, bicycle, and auto part sales, and the International Order of Odd Fellows occupied the top floor meeting hall for several decades. By the 1980s, a bank had gutted the lower floors and removed the storefront glass. Asheville residents Brian and Tiffany Lee rehabilitated the building in 2010-2011 to house The Altamont, a black box theater and performance venue, with upstairs apartments. The LEED certified rehabilitation designed by Glazier Architecture included installation of a new storefront and solar hot water system.



Chapter 5

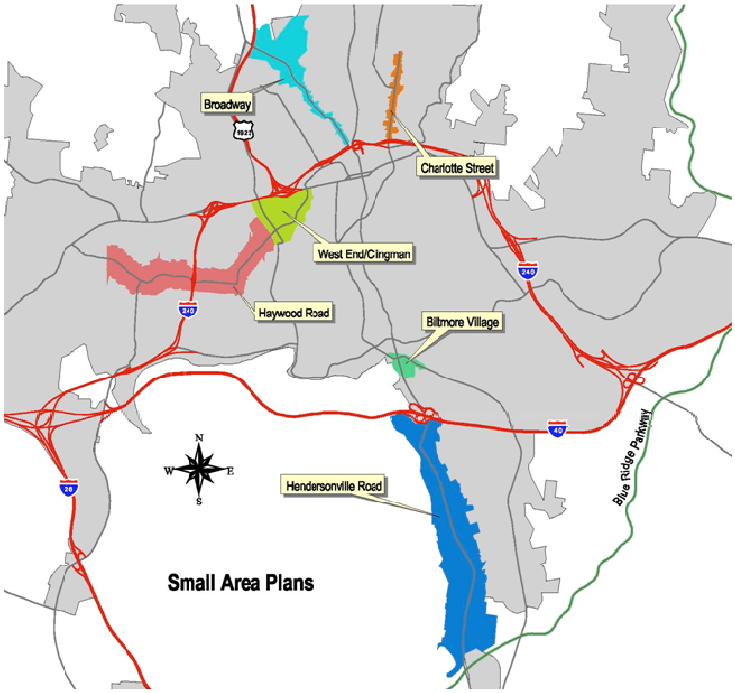
Asheville's Historic Neighborhoods

Introduction

Many of Asheville's significant historic resources are clustered in neighborhoods with distinctive community environments. This chapter reviews how neighborhoods are currently perceived and treated and how neighborhood character can be recognized, respected, and enhanced under differing circumstances. Key strategies involve (1) supporting small area planning that incorporates attention to historic preservation and encourages consideration of National Register or local historic district designation, and (2) developing an alternative to local historic district designation known as a "neighborhood conservation overlay district."

In preservation terms, the question is how to maintain the character of existing historic neighborhoods (regardless of any official historic designation) as the city's population, tourism, and supporting land uses all grow. Meeting these needs as the city continues to grow could pose threats to historic structures. Buildings might be adapted or enlarged inappropriately or removed in order to build more intensively. Even new infill development, if poorly designed, can affect a neighborhood. Growth can also have other negative impacts that harm residential neighborhoods, such as increased traffic and noise.

While a locally designated historic district is designed to help address many (though not all) such issues, in Asheville, many neighborhoods have traditionally been reluctant to seek designation. In part, this is because of economic hardship, as preservation of historic structures is regarded as (although not necessarily always true) as more expensive. And in part, a historic district adds to the regulatory burden for property owners and developers, an important concern in the way Asheville has developed its review of projects in both residential and commercial areas. The "neighborhood conservation overlay district" allows neighborhoods to



strike a balance to create just enough planning and regulation to address quality of life issues, but not too much. A good planning process will allow neighborhood dialogue to work through these issues and create a customized approach appropriate to each.

Chapter 8 recommends developing a "neighborhoods trail" version of Asheville's Urban Trail as a new way to connect neighborhoods to the arts and support Asheville's other efforts to weave connections among neighborhoods into its city transportation and parks/greenway frameworks.

Neighborhood Planning in Asheville

Asheville has a tradition of neighborhood activism. More than sixty neighborhoods are documented (see map) and the city has a special coordinator in the mayor's office to work with them in addressing their needs and concerns.

To date, however, formal planning for neighborhoods on a fine-grained level has been uneven.

The city's 2005 comprehensive plan, *Asheville 2025*, includes no plan or procedures for addressing neighborhood-level planning needs uniformly across the city. As documented in that plan's Appendix A, many participating in the planning process expressed desires for working more expansively at a neighborhood level – fourteen of the ninety-four comments under "land use" and "other" expressly mentioned the word "neighborhood," including this one under "other": "More effective neighborhood planning (examples: involve neighborhoods earlier in the process, WECAN process)." Four other mentions of "neighborhood" occurred in the lengthy list of comments on transportation needs.

Asheville 2025, however, does urge both the police and parks and recreation departments to work on the neighborhood level, and calls for small-area planning for "the area around and including the Health Center" (p. 157) and areas around the University of North Carolina at Asheville (p. 158; both statements are in the land use and transportation section).

Asheville has developed a modest practice of "small area," corridor, or neighborhood planning, having completed and adopted plans for the following parts of Asheville, as found on the city's website:

- Broadway Corridor
- Charlotte Street
- Haywood Road Corridor
- River Redevelopment Plan
- Shiloh Neighborhood Plan
- West End/Clingman Avenue ("WECAN")
- Wilma Dykeman RiverWay Plan

Although not specifically included in the city's list or map of small area plans, the Downtown Master Plan could be considered a small area plan – which in fact itself calls for more-detailed planning and management by dividing the Downtown planning area into smaller districts (see also Chapter 6).

At least three of these plans are less about neighborhoods where people live and more about corridors that impact multiple residential neighborhoods, especially Charlotte Street and Broadway Corridor. These are examples of an important approach for resolving one of the issues raised in public discussion for this master plan, the potential impact of expanding commercial corridors on surrounding residential neighborhoods. (See Chapter 2, Recommendation 2.7.) The Haywood Road Corridor is a hybrid, addressing both West Asheville as a single neighborhood and the road corridor that serves the area. The River Redevelopment Plan and the Wilma Dykeman RiverWay Plan, intended to work together, are an important pair of plans about a mixed use area, including plans for considerably enhancing residential opportunities there.

The strategic operating plan for the city currently calls for an update of the WECAN plan, which is now going on twenty years old.

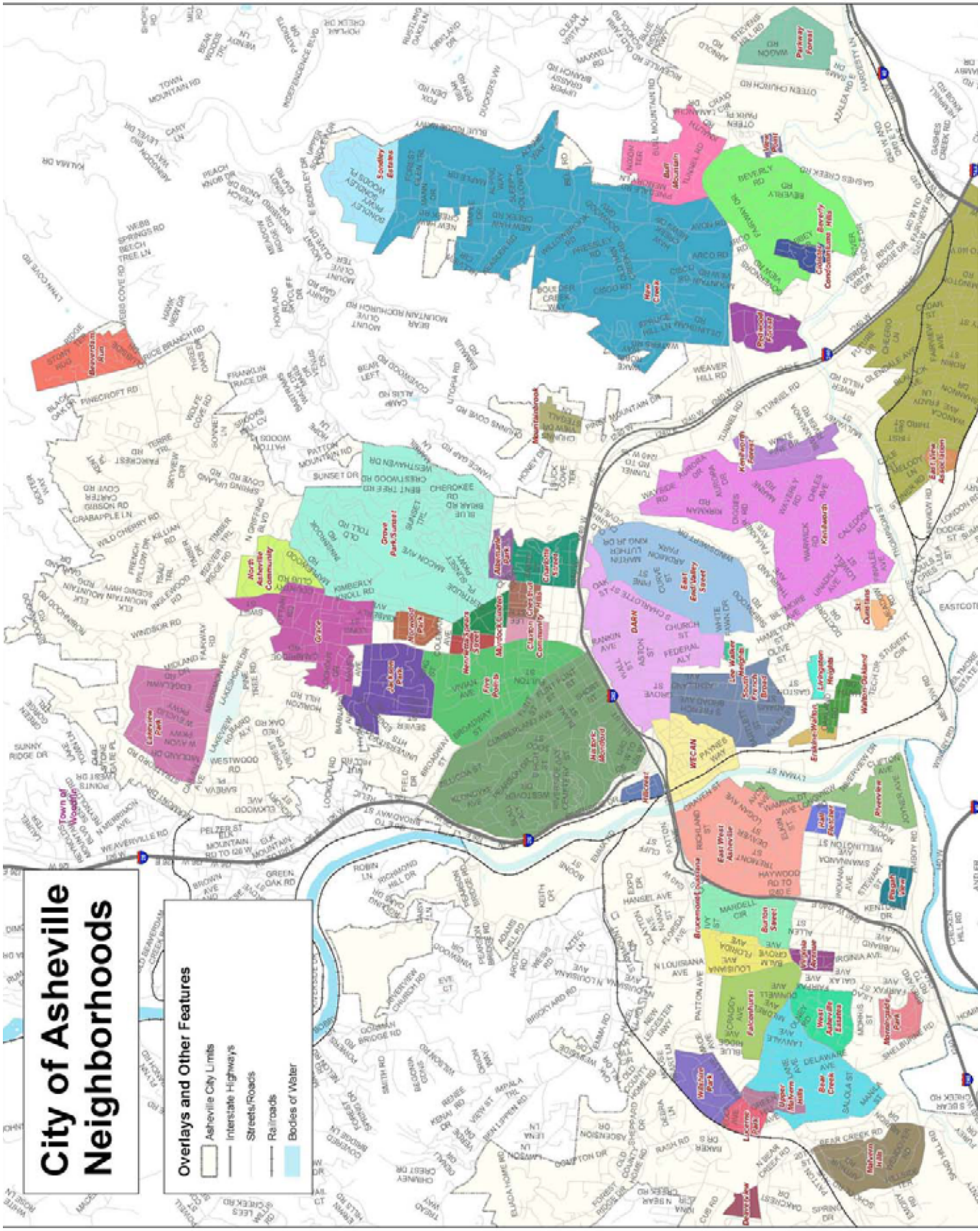
The Burton Street neighborhood also has a plan. In 2010, the Burton Street Community Association worked with the Asheville Design Center, the Western North Carolina Alliance, and the Appalachian State Geography Department's summer program to create a neighborhood plan. Perhaps because the city was not directly involved in the plan's development, it has not been officially adopted.

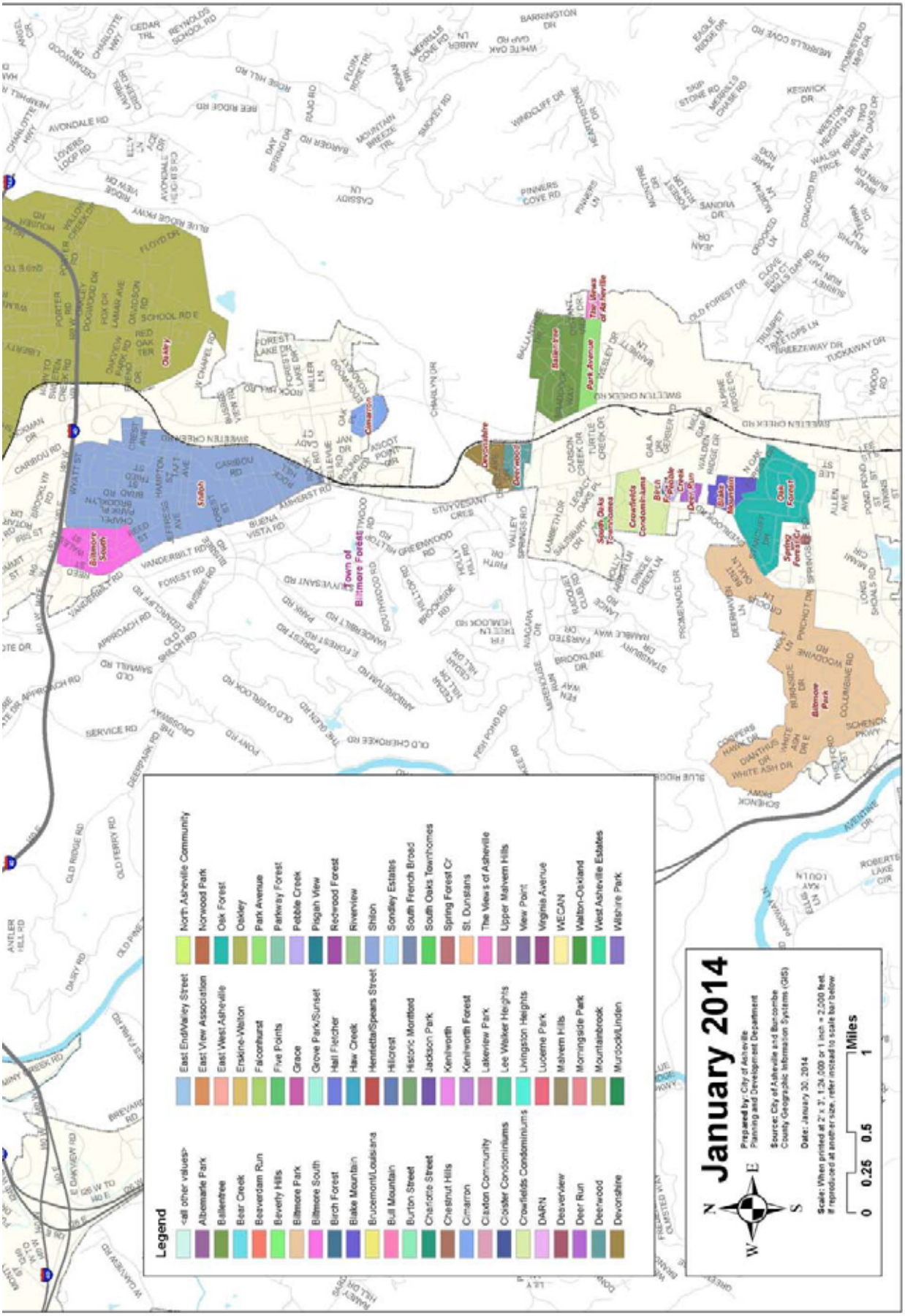
Development and adoption of these kinds of small-area plans can take time. There is a precedent in Asheville for proceeding on the basis of good ideas with or without adoption, however. The West Haywood vision plan was only just recently adopted by the city, but additional planning based on that plan began well before adoption (that is, pursuit of form-based code development, a major recommendation of the vision plan). And the lack of city leadership in early planning is not necessarily an indicator that further planning and support might not be in the offing. As described on the city's website, the Wilma Dykeman RiverWay Plan was initiated by the nonprofit group RiverLink in 1989 and later adopted by both the city and the county.

Historic Districts in Asheville

Fourteen residential and commercial neighborhoods have been designated as National Register historic districts and/or as local historic districts (see map and table, Chapter 2; except as noted, all listed here are National Register only):

- Albemarle Park (local and National Register)
- Biltmore Village (local and National Register)
- Chestnut-Liberty
- Clingman Avenue
- Downtown
- Grove Park
- Montford (local and National Register)
- Norwood Park
- Proximity Park
- Riverside Industrial
- Saint Dunstan's (local historic district only)
- Sunset Terrace
- West Asheville-Aycock School
- West Asheville-End of Car Line


City of Asheville Neighborhoods
Overlays and Other Features
Asheville City Limits
Interstate Highways
Streets/Roads
Railroads
Bodies of Water


Legend
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Albemarle Park
Ballentree
Bear Creek
Beaverdam Run
Beverly Hills
Biltmore Park
Biltmore South
Birch Forest
Blake Mountain
Brucemont/Louisiana
Bull Mountain
Burton Street
Charlotte Street
Chestnut Hills
Cimarron
Claxton Community
Corder Condominiums
Crowfields Condominiums
DARN
Deaverview
Deer Run
Deerwood
Devonshire
East End/Valley Street
East View Association
East West Asheville
Erskine-Walton
Falconhurst
Five Points
Grace
Grove Park/Sunset
Hall Fletcher
Haw Creek
Henrietta/Spears Street
Hillcrest
Historic Montford
Jackson Park
Kenilworth
Kenilworth Forest
Lakeview Park
Lee Walker Heights
Livingston Heights
Lucerne Park
Malvern Hills
Morningside Park
Mountainbrook
Murdock/Linden
North Asheville Community
Norwood Park
Oak Forest
Oakley
Park Avenue
Parkway Forest
Pebble Creek
Pisgah View
Redwood Forest
Riverview
Shiloh
Sondley Estates
South French Broad
South Oaks Townhomes
Spring Forest Cr
St. Dunstans
The Views of Asheville
Upper Malvern Hills
View Point
Virginia Avenue
WECAN
Walton-Oakland
West Asheville Estates
Wilshire Park
January 2014
Prepared by: City of Asheville
Planning and Development Department
Source: City of Asheville and Buncombe
County Geographic Information Systems (GIS)
Date: January 30, 2014
Scale: When printed at 2" x 3", 1:24,000 or 1 inch = 2,000 feet.
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Asheville's many neighborhoods come in all sizes and styles. (Photos courtesy Heritage Strategies, LLC)

As noted in Chapter 2, most of these districts – and other areas with clusters of significant but officially unrecognized historic resources – are not protected by local regulations addressing their special character. For the most part, only the local Unified Development Ordinance (including demolition by right) and code enforcement apply. The four local historic districts are subject to review processes by the Historic Resources Commission as authorized under Asheville's municipal ordinance and are intended to help preserve and enhance their unique character.

Issues, Opportunities, and Recommendations

Neighborhood Character and Quality of Life

It is important to identify and recognize neighborhood character so that it can be protected and enhanced, in order that it continues to contribute to quality of life, community memory, and a sense of local place, including the arts as a part of everyday life. This includes not only structures but also how the landscape in the public domain is cared for – including trees, sidewalks, street furnishings, and public art.

The challenge of maintaining neighborhood character as owners maintain and improve their properties can be a large one, even without the added challenge of new construction. New construction in neighborhoods must be assumed. Added density in existing neighborhoods is an official city strategy for providing affordable housing and accommodating residential growth. Such a "smart growth" strategy respects existing, under-utilized local infrastructure and recognizes an important way for the city to grow, prosper, and sustain itself. Where possible, historic structures should be adapted for multi-family housing (a policy already followed in several cases throughout Asheville). Most residential neighborhoods, however, lack larger structures suitable for multi-family adaptive use.

As the city's policy for added residential density implicitly shows, as Asheville grows its population with a limited land base, more intense land use is to be expected. (See sidebar on population growth, Chapter 1.) Both population growth and the need for greater affordability are givens, as is a rising level of tourism. As the city is primarily low-density and there are many non-historic structures and areas where redevelopment would be desirable, there is plenty of room for more infill and intensive development, generally speaking.

As noted in a sidebar on the future of Asheville's growth provided in Chapter 1, growth can instead be good news if its energy is channeled well. Old buildings can be repurposed and rehabilitated. Compatible, affordable new housing can be built on vacant lots, helping to stabilize more neighborhoods with more investment. More people can help pay the bills for the same infrastructure, and support local businesses.

Neighborhood residents frequently oppose higher density infill development when they see it as incompatible with the character of their neighborhoods. This problem can arise in a wide range of older neighborhoods, with and without designation. More extended neighborhood planning could engage residents in managing density and other issues – going well beyond historic structures; help identify locations where added density would be welcome; and help identify ways to achieve compatible new construction.

New construction in Montford, a local historic district, successfully blends in with the style of the neighborhood. (Photo courtesy Heritage Strategies, LLC)

In addition, the planning, public outreach, and education should also allow continued identification of neighborhoods for designation to the National Register of Historic Places and for local historic district designation, where appropriate.

For neighborhoods that engage in such planning but that do not wish to seek official historic designation, use of Neighborhood Conservation Overlay Districts (NCODs) could be one implementation step. NCODs are based on an existing North Carolina law, the same section that allows the overlay district administered by the Downtown Commission. They allow identification of character-defining features and development of customized design guidelines to preserve the important qualities as identified by the neighborhood and local governing body. Similar to locally designated historic districts but less restrictive, NCODs allow neighborhoods to focus on particularly important features or characteristics (which need not even be historic). Administration (not necessarily by the HRC, although that is one option) is worked out according to a local jurisdiction's criteria concerning resources and administrative workability.

Enlarging on Asheville's experience of small-area plans and applying ideas here over time to most or all neighborhoods would allow periodic comprehensive planning to be more strategic, with detailed planning delegated to small-area and other focused planning.

Strategies

With its existing *Asheville 2025* city development plan nearing the ten-year mark since its completion in 2005, the city is about to embark on an update to the comprehensive plan. . As it does so, it has a major opportunity for a shift to a new level of attention to neighborhood planning.

Much of Asheville contains older structures. Many unsurveyed neighborhoods are expected to contain historic resources even if they may not be eligible as historic districts. Thus, the HRC conceivably could affect many neighborhoods across the city, and over the life of this plan, and with additional surveys to be undertaken, perhaps it will – at the least through outreach to property owners to provide encouragement for good stewardship through information and technical assistance. *This historic preservation master plan, however, focuses only on neighborhood planning for predominantly residential neighborhoods already listed in the*

Neighborhood Conservation Overlay Districts – A Potential New Tool for Asheville's Neighborhoods

A neighborhood conservation overlay district (NCOD) is a zoning tool used to preserve, revitalize, protect, and enhance significant older areas within a community beyond what is specified in the standard code. The conservation overlay regulations are applied in addition to standard zoning regulations. NCOD regulations will differ from neighborhood to neighborhood depending on the area's character and needs.

NCODs versus Historic Districts: Both a NCOD and a historic district are overlay districts; however, a NCOD will typically regulate fewer features and will focus more on significant character-defining features, such as lot size, building height, setbacks, streetscapes, and tree protection. Unlike historic districts, NCODs rarely consider specific elements, such as windows, building materials, colors, and decorative details.

In addition, most NCODs do not include demolition delays, a tool utilized in historic districts.

The following information is provided in order to give readers an idea of how the state legislation applicable in Asheville has been made to operate in other North Carolina cities.

Criteria needed for a NCOD: Chapel Hill has the following requirements:

- Area must include one block face (all lots on one side of a block, at a minimum)
- Area must have been developed at least 25 years before applying for an NCO
- 75% of the land in proposed area must be presently improved
- Area must create a consistent setting, character, or association by possessing at least one of the following:
  - ◊ Scale, size, type of construction, or distinctive building material
  - ◊ Lot layouts, setbacks, street layouts, alleys or sidewalks
  - ◊ Special natural or streetscape characteristics (i.e. creek beds, parks, gardens, street landscaping)
  - ◊ Land use patterns, including mixed or unique uses or activities
  - ◊ Abuts or links designated historic landmarks and/or districts
  - ◊ Area must be mostly residential in nature and character

Steps to forming an NCOD: Following are steps detailed by the City of Winston-Salem.

- Pre-application process (to determine eligibility)
- ·Submit to planning staff; include:

National Register or others identified as eligible. Even with enlisting consultants and partners as appropriate to help with this work, the HRC will need more staff time to accomplish this. If Asheville commits to intensifying outreach to still more neighborhoods, even more staff resources would be needed.

Neighborhood planning has great benefits. For historic preservation, neighborhood-based planning and outreach can result in improved community-based understanding and dialogue concerning opportunities for surveys of historic resources and follow-up measures for greater recognition, stewardship by private owners, and community-based protections. It can also improve overall planning outcomes by enlisting deeper local knowledge. It is an excellent way for building greater appreciation for neighborhood and city-wide needs, resulting in greater public support, more efficient city investment, and more effective dialogue – in advance, at a neighborhood level – about important, but potentially conflicting values in terms of housing affordability, density and use, infill development, and compatible design. In addition, the process may bring to light more volunteers, partners, and private resources.

No matter the level of resources to be made available over any given timeframe, implementation will take time. Neighborhood expectations and participation must be managed accordingly. Existing neighborhood plans in Asheville have been carefully crafted and have taken considerable time and resources to complete. Thus, we recommend simpler steps as pre-planning strategies that can energize neighborhoods and help to recruit supplementary resources – partners, fundraising – and stimulate early action addressing high-priority needs without necessarily pursuing entire plans.

In addition, neighborhood initiatives should tap into residents' desire for sustainability, creativity, and opportunities for residents to contribute to improving their community. "Make historic preservation cool" was the advice from the focus group reviewing neighborhood needs – which went on to add, "The problem is that historic preservation tends to [attract] older people. [We] need to engage younger people by including environmental issues, arts, kids, streetscapes, walkability, broader issues; people like design diversity in design [and] livability." For this reason, we strongly urge incorporating community story-telling and the arts into the more commonly understood version of neighborhood planning. This is another means of advancing historic preservation and building a sense of identity and community (as further addressed in Chapter 8).

For a "cool" name, call this initiative "Complete Neighborhoods" – playing off the widely admired "Complete Streets" concept.

5.1 **Undertake one to three pilot projects to engage in neighborhood planning** (predominantly residential neighborhoods already listed in the National Register or others identified as eligible) to work out the most effective and streamlined approach to the ideas sketched here as a two-stage process:

5.1A. Conduct a neighborhood needs assessment: Working out the specifics of this process should involve the planning staff and other city leaders, perhaps in partnership with many potential partners (e.g., Asheville Design Center, Appalachian State's Geography Department, and others interested in supporting planning in Asheville). Investigate needs and ideas in the following areas:

- Arts and historic resources;
- Livability and community character, including adjacent neighborhoods' land uses, in particular addressing compatible

changes in use and density of development to meet housing and other community needs;

- Public safety;
- Mobility and complete streets (transportation, streetscaping, pedestrian access, etc.);
- Infrastructure (including measures to improve impacts of runoff on water quality in local streams);
- Affordable housing;
- Community cohesion; and
- Play/recreation/green space.

5.1B Following the completion of the neighborhood needs assessment, **facilitate a "worklist on a page" workshop session** with each community association. Based on the needs assessment, create a simple action list. Following are ideas for discussion:

- Community strengths, weaknesses, opportunities, and threats;
- Top-priority needs;
- One to two early actions (to be accomplished over one to two years);
- What the neighborhood can do for itself;
- How the neighborhood could meet its needs outside its own boundaries;
- What resources the neighborhood can call upon, in terms of volunteers, funds, and partnering organizations beyond the city's contribution;
- What the city can do to assist;
- The level of interest in engaging in formal historic preservation activities, including: surveys, National Register listings, protection for community character (either a new Neighborhood Conservation Overlay District option or the existing option of local historic districting), and addressing needs of owners seeking help in stewardship of their historic properties;
- Ways to organize further to advance the work plan, action, and long-range planning, including the neighborhood's own next steps and assignments; and
- Ways to begin collecting neighborhood stories.

5.2 **Undertake a cultural landscape reconnaissance survey of Asheville neighborhoods** to support understanding of neighborhood character and help identify professional surveyors' sense of priorities for formal historic resource surveys in order to direct the HRC's annual work planning and support selection of neighborhoods interested in engaging in neighborhood planning. (Repeated in Chapter 2, Recommendation 2.3; see Chapters 2 and 7 for discussion of cultural landscape studies.)

5.3 **Use the neighborhood needs assessment and neighborhood "worklist workshops" as one basis for the city's next comprehensive plan.** Comprehensive planning can supplement HRC work plans in setting criteria

- ◊ Boundary of proposed district (identify each property within the district)
- ◊ Written endorsement by the Neighborhood Association Executive Committee and a copy of the current by-laws
- ◊ Original petition (signature of 55% of property owners in district)

If this is approved – the following steps may continue:

- Inventory
  - ◊ Description of natural and built features of area/ neighborhood (two maps supplied by planning staff – National Register district neighborhoods may be included)
  - ◊ Planning staff to review to make sure properly completed
- Conservation Standards list
- Voluntary Guidelines list (if desired by area/petitioners)
- Final Submission, Notification, and Adoption (Neighborhood Association is to monitor/ maintain district – city staff is involved for building permit/ rezoning/subdivision of land)

Shiloh is among the neighborhoods that have completed small area plans. Shiloh's plan, however, did not prevent later infill construction out of character with the neighborhood (below). Neighborhoods may use small area planning to consider such mechanisms as a locally approved historic district or the new idea of a Neighborhood Conservation Overlay District (see sidebar on page 43) o carry out the goals for neighborhood development identified through neighborhood dialogue. (Photos by Heritage Strategies, LLC)

and priorities for completing HRC neighborhood plans where these are desired, and other neighborhood programming as appropriate.

5.4 **Develop greater city funding and staff capacity** to support neighborhood needs assessment and neighborhood "worklist workshops" and undertake formal neighborhood-based and small-area plans. Enlist partnering organizations in the planning process.

5.5 **Add "neighborhood conservation overlay district" to tools for implementing small area plans**. (See sidebar.)

5.6 **Consider special overlay district zoning for "gateways" to selected districts affecting historic neighborhoods. (**Repeated in Chapter 2)

5.7 **Develop implementation and coordination strategies for city agencies to respect and support policies put forth in adopted small area plans.**

Housing Repair and Affordability

Not all property owners have the skills and appreciation to care for older buildings and materials. Ready access to the knowledge and resources required to care for their older properties would assist many owners. For lower-income homeowners, in particular, the burden of maintenance needs to be minimized. Preservation costs more, or appears to, for homeowners. In fact, older homes with older materials can be simpler to repair – sanding and painting is cheaper, even if more labor-intensive, than installing siding or new windows, for example. (As another example, it used to be that owners chose to paint their houses white in part because it was easier to match for partial re-painting.) Following are strategies tailored to local needs and possibilities.

In-depth knowledge about the extent of the challenges, needs, and customer base could assist in documenting the need for additional grant funding to create more robust programs in Asheville and help to refine the following strategies.

Strategies

5.8 **Conduct a needs assessment** to consult potential customers and those agencies and organizations currently providing services, financing, and assistance to owners of older buildings.

5.9 Support the Preservation Society of Asheville and Buncombe County (PSABC) and other preservation partners in developing a **continual hands-on training program for owners of historic properties in caring for historic buildings**. Conduct a needs survey among property owners to support development of programs. Conduct homeowner workshops where qualified craftsmen demonstrate how to maintain and repair historic fabric, directly in neighborhoods to maximize accessibility and neighborhood support.

5.10 Support PSABC and other preservation partners in creating a program to **provide advice to homeowners from historic preservation professionals on appropriate design changes to historic buildings.**

5.11 Support A-B Tech and other preservation education partners in developing **hands-on training for specialty trades and repair skills related to historic buildings.** Develop a volunteer outreach program for property owners in need of direct assistance, whose properties would enjoy assistance from class projects.

5.12 Continue PSABC's program of maintaining a **list of qualified contractors** and artisans working with historic buildings and trades.

5.13 Organize an **annual historic homeowner trade and design show** where private sector craftsmen display their services and work and where preservation-related products can be shown and demonstrated.

5.14 Explore special property tax rebates, grants, forgivable loans or other **financing mechanisms to support critical home repairs by historic-property owners with limited incomes.**

5.15 **Publicize the availability of assistance to low-income residents** through the city's HOME program and Habitat for Humanity's Home Repair program.

Shaping Downtown

3 Inaugurate an urban design framework to extend Downtown's sense of place and community.

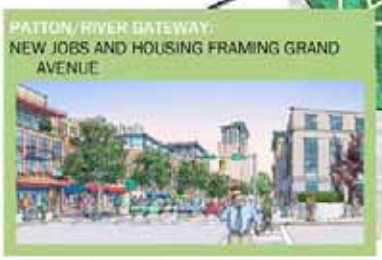
Downtown's traditional core already reflects the new paradigm for America's downtowns: walkable streets, public gathering places, mixed uses, and mixed demographics. Consciously extend these qualities throughout the study area to promote a strong sense of community—and attract new residents, merchants, entrepreneurs, and investors.

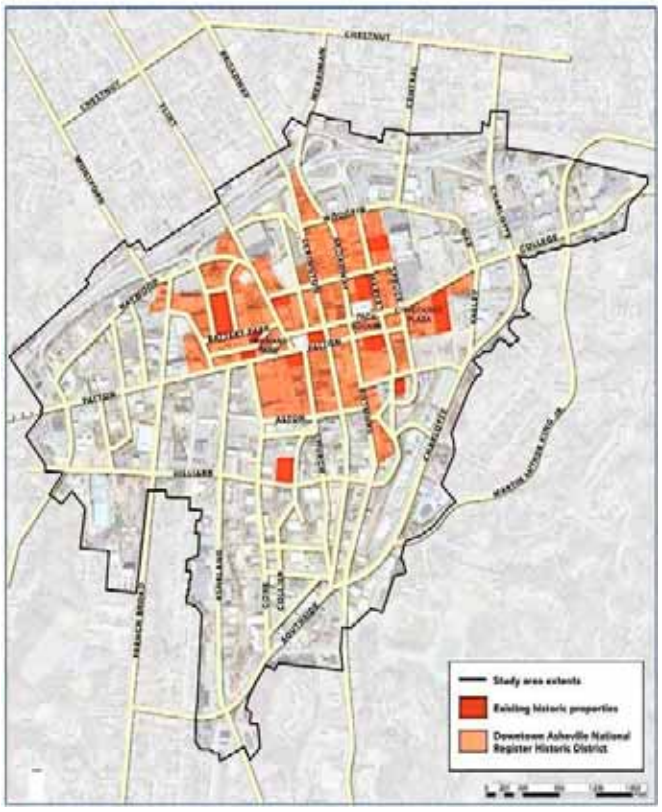
A. Shape the character of existing and emerging neighborhoods in five main districts focusing on identity, land use, scale, access, views, and parks.

B. Safeguard the National Register district while encouraging sensitive, high-value development there and elsewhere.

C. Coordinate plans for Downtown and its adjacent neighborhoods.

D. Implement and update streetscape improvement goals of the *Asheville Pedestrian Thoroughfare Plan* and *Downtown Streetscape Plan*.





Asheville's Downtown Master Plan provides a starting point for this Historic Preservation Master Plan, in considering the needs of the Downtown Asheville National Register Historic District. The district is a smaller area than the area administered by the Downtown Commission (map, left).

Chapter 6

Asheville's Business Districts

Introduction

When asked to consider Asheville's business districts, most readers are likely to think first of Asheville's distinctive Downtown commercial district – including a thirty-three-block area listed in the National Register of Historic Places. They will probably also think of long-time destination Biltmore Village – both a National Register and locally regulated historic district. More recently, the creative energies that are on view in Downtown and Biltmore Village have spilled over into other places – the River Arts District, West Asheville, and other smaller commercial areas.

The good news is that historic preservation has generally been woven into the actions many have taken to develop their businesses and properties in all of these districts as a matter of prudent practice.

It is easy to see that Downtown's business "ecosystem" – supportive of independent small businesses friendly to tourism and the arts mixed with a wide variety of other users drawn to Downtown for its existing qualities – is dependent on its buildings. Older, smaller scale buildings are important to the successful business mix that exists there now, and their preservation enhances the likelihood of its continuation. The same is true of the other major commercial areas, each of which has evolved in response to the possibilities of its "recyclable" buildings as well as its location and customers.

The S&W Cafeteria, beloved Downtown icon, designed by Douglas Ellington. (Photo courtesy Heritage Strategies, LLC)

For 21st century Asheville, these commercial "nodes" offer an armature for the sculpting of a growing city with many more residents and businesses serving many more visitors and other kinds of economic activities, well beyond the current 85,000 residents and 3.1 million overnight visitors (see sidebar on Asheville's predicted growth, Chapter 1). Rather than focus on a single core, Asheville will be

able to distribute the energies of growth across a variety of nodes and pioneer additional development in the areas in between.

Asheville has operated for decades under a fairly cohesive unwritten, non-regulatory community-wide agreement that historic preservation has great value, and many property owners have proudly followed through as excellent stewards. With anticipated growth, generational changes in ownership, and various financial pressures on property owners, however, comes the danger that this pattern could unravel. Except for Biltmore Village, which has operated for many years under local historic district regulations that require project review, these districts are not especially well equipped to mitigate potential harm from that one bad-apple idea for development or re-development that could spoil the barrel.

A critical insight in this chapter is that historic preservation offers a range of possibilities for addressing this concern – Asheville's choice is not necessarily "either-or," to have a locally regulated historic district like Biltmore Village's or to do without entirely, as in all other commercial areas. A finer-grained look at best historic preservation practices as applied to Asheville's needs here points the way to possibilities for a more nuanced dialogue about project review.

As discussed in Chapter 8, Asheville's lively commercial districts have benefitted substantially from historic preservation, regional heritage tourism, and the arts. Additionally, as discussed in Chapter 4, Asheville has long been North Carolina's leader in the use of the federal and state tax credits for approved commercial rehabilitation projects. Those credits have contributed substantially to the dollars available for private development of older buildings. Asheville needs to do all it can to encourage continued strong use of the historic tax credit (HTC), both state and federal, and strengthen its efforts to backstop the HTC with other policies and mechanisms wherever possible.

This chapter reviews how commercial districts are currently perceived and treated and how their character can be recognized, respected, and enhanced beyond the HTC. As with the historic neighborhoods addressed in Chapter 5, historic preservation offers key insights, but is not the only issue to address. Historic preservation is best addressed in the context of the many issues each area confronts, from traffic to the recruitment of economic development to placemaking. And, in fact, these commercial districts are neighborhoods, perhaps increasingly so if "smart growth" continues in Asheville, with one principle of encouraging mixed uses, especially residential and commercial. Thus ideas in Chapter 5 for small area planning may apply here, as discussed below.

Key strategies involve (1) strengthening the Downtown Commission's review of projects affecting historic buildings recognized under the prestigious National Register of Historic Places, and (2) strengthening the Downtown, period, that is, attention to the teamwork required in a new era of Downtown's development and

that of the other districts. Their economic health is critical in maintaining the economic vitality that supports historic preservation.

Background

Asheville has focused a great deal of its planning energies on supporting economic enhancement and growth in the downtown commercial area, including the creation five years ago of the Downtown Master Plan (DMP). West Asheville has recently adopted a vision plan and is working on a pilot project to implement a "form-based" code. The River Arts District is on the threshold of new growth thanks to major investment in planning, infrastructure, and private development.

The city's economic development strategy for commercial areas has been to play to their strengths – responding to their individual distinctiveness and the energy from existing businesses with a focus on placemaking and enabling them to grow as destinations through planning, process, and projects. Establishment of the River Arts District Commission – and the Downtown Commission before it – to focus leadership and continual community-based planning energies is an example of "process." Following is a brief discussion of the status of the four major historic commercial areas, Downtown, Biltmore Village, River Arts, and West Asheville.

Downtown

In the same timeframe that many communities have experienced revitalization, Asheville's Downtown has pursued its special blend of revitalization accomplished through focus on a unique historic district, the involvement of innovative and entrepreneurial leaders, and the economic leadership of small businesses, the arts, and tourism.

The renaissance of Downtown's story starts with the classic story of decline and disrepair followed by the rediscovery of its architectural jewels, and the subsequent involvement of visionary entrepreneurs and community leaders who laid down a foundation of possibilities in the 1970s and 1980s. In addition to these pioneers, four major factors contributed to Downtown's revival.

First, historic preservation played a critical role in this story from the beginning, with the establishment of the Historic Resources Commission in 1979 by Asheville and Buncombe County and its publication (with the help of the State Historic Preservation Office) in 1981 of *Cabins & Castles,* That guidebook highlighted architectural assets in the Downtown and throughout the city and county. The Asheville Revitalization Commission, formed in 1977, also issued a plan in 1978. When a national developer unexpectedly arrived in town in 1980 with a development idea, featuring a "downtown mall" (larger than the Asheville Mall) and a convention hotel and office tower, that would have removed eleven blocks (seventeen acres), many were ready to listen.

The public's 2 to 1 vote against a bond referendum to support the project, however, settled the community's commitment to Downtown's existing, historic resources, as Leslie Anderson (and co-authors) recalled in a 2006 article for *Popular Government*:

> The proposed downtown mall provoked an important debate about the future of downtown and caused the citizens of Asheville to organize and become involved in downtown issues. However, in the wake of the referendum, there were deep, open wounds created by fiery, targeted civic discourse....Civic energy was depleted. Ironically, out of this difficult period emerged an important positive legacy: a catalyzing of the historic preservation movement in Asheville. Loudly and clearly,

Historic Recognition of Downtown Asheville

Thirty-three blocks of the commercial core of Downtown Asheville and closely associated residential areas are listed as part of a Historic and Architectural Multiple Resource Area (MRA) nomination, commonly called the Downtown Asheville National Register Historic District. The nomination includes the historic district and eleven non-contiguous individual resources and catalogues approximately 244 contributing resources and sixty noncontributing resources. The district is deemed locally significant and was listed under Criterion C for architecture; it also meets Criterion A for commerce.

In 2012, the end point of the listing's period of significance was extended from circa 1940 to 1961. (The period of significance begins in the 1840s.) Good examples of Commercial Style and Modernist-influenced commercial buildings in the original district that were previously outside the period of significance are now contributing resources within the district. This expansion of the Downtown Asheville Historic District augments the original district by reflecting the continuity of development in the commercial heart of Asheville through the mid-twentieth century.

Since the federal historic tax credit program began in 1976 and the state program in 1998, sixty-eight contributing historic buildings in the Downtown Asheville National Register Historic District have been rehabilitated according to the Secretary of the Interior's Guidelines, at a reported value of nearly $142 million in 2014 dollars.

voters sent the message that they favored saving downtown's existing building stock over constructing new buildings.

Such support encouraged the city to establish strong commitment to revitalization. Ultimately, the city and private partners recruited millions of dollars in local, state, and federal revitalization funding to support many public and public-private projects.

Second, the boost provided by the federal Historic Tax Credit (HTC), created in 1976, became evident soon after. When North Carolina's companion HTC took effect in 1998, Downtown was ready for a second great leap forward. For the next ten years, as documented in Chapter 4's further discussion of the HTC, Downtown boomed.

Third, what also made an enormous difference in those early years was that the city established modest, concentrated staffing in the form of what was ultimately known as the Downtown Development Office (DDO). The office began in 1981 with the hiring of one staff person to focus on economic development for the Revitalization Commission. The city even housed the DDO's staff (kept deliberately small, to encourage partnerships with other city agencies and the private sector) in the midst of the lively business scene that was taking hold.

Though Asheville was too large to qualify for selection as a Main Street community, the DDO modeled its work on the proven Main Street Four-Point Approach®, which guides communities to (1) organize for success, (2) improve design, (3) promote their Main Street, and (4) enhance their economic base. The National Main Street program operates today in some 2,000 historic commercial areas across the country.

For more than fifteen years, the DDO helped property owners and business owners collaborate and exceed their individual efforts. As Leslie Anderson, DDO manager from 1986 until 1996, has said, "Downtown Development Office staff played a variety of roles, including project managers, planners, business recruiters, matchmakers, nonprofit managers, cheerleaders, party-givers, fundraisers, parking managers, marketers, and dreamers. The office had responsibility for coordinating projects and communicating with all partners and the general public. The staff coordinated some city projects directly, assisted other city departments in their projects, and supported allied organizations in their activities."

Fourth, during the same timeframe as the establishment of city staffing focused on the Downtown and with some of the same players involved, the city developed considerable expertise in offering city-sponsored events, and enabling other events to take place. As the National Main Street Center points out on its website, special events are a critical element of the "promotion" point.

The development of a city-county tourism program in this same timeframe also played a critical supporting role, as discussed further in Chapter 8. But while today we can see that Downtown was the key potential destination outside Biltmore, Biltmore Village, and the Grove Park Inn, back in 1981 it was far from attractive.

Today, events in Downtown and elsewhere are so widespread, continuous, and successful that the city's long-time anchor event Bele Cher was recently discontinued in favor of more dispersed events and more events sponsored by non-city agencies. The Asheville Downtown Association, which was founded during the early years of the DDO, now produces a number of major events, including Easter on the Green, Downtown After 5, Asheville Oktoberfest, the Pritchard Park Cultural Arts summer series, and the Asheville Holiday Parade and JingleFest.

Ten years into the sustained period of investment in historic structures that bloomed after 1998, the city realized the desirability of consolidating Downtown's gains. It

Biltmore Village is a local historic district. The designation includes design guidelines for infill that is compatible with the intent of this small historic commercial village. Visitors love the historically inspired version of their favorite source of French fries! (Photo courtesy Heritage Strategies, LLC)

saw an even more vibrant future, but also recognized potential conflicts looming between the homegrown downtown business community with its unique "vibe" and big, outside players seeking a piece of this new action. Thus was born a major plan, the Downtown Master Plan (DMP). The expectation at the time was that the economy was on a continuous upswing. At the end of 2008, however, economic activity ground to a halt nationwide with the start of the Great Recession. Asheville suffered comparatively less than many other cities, perhaps because small businesses dominate the local economy, a factor in economic resilience. Since 2008, the city has seen the completion of several new projects, Indigo and Aloft hotel properties among them; others entered a long gestation period, only just now beginning to emerge. The DMP, true to its intent, has served as a guide to a number of changes over the past five years. As expected growth takes hold (see the sidebar on Asheville's future growth in Chapter 1), potential conflicts could still loom.

Biltmore Village

Biltmore Village was constructed in the 1890s and 1900s by George Vanderbilt as the "manor village" for workers and businesses related to Biltmore. It largely possesses a quintessential English Tudor Revival style with heavy timbers and Asheville's delightful version of "pebble dash" stucco – developed by Richard Sharp Smith, supervising architect for the Biltmore Estate, who went on to develop many other buildings across the city.

Biltmore Village retains a "village" feel with its small-scale buildings, walkable streets and sidewalks, and mature street trees. A railroad station, today a simple family restaurant, marks the spot where George Vanderbilt first alighted in the village of Best and fell in love with the Asheville region. Not far from the station and largely out of view from the village, and separated from it by active rail line, is the Swannanoa River. The river flows west to join the French Broad in its northerly flow toward Tennessee, and the village was built on flood plain.

Biltmore Village was one of the state's earliest designated National Register historic districts, and the second to be so designated in Asheville, in 1979 (after Albemarle Park). It was designated as a locally protected historic district in 1987. Design guidelines for the district were put in place in 1988 and are still in use. The Biltmore Village Development Plan was completed in 1992. A Business Improvement District (BID) also once covered the area, raising funds from a special assessment on properties that provided funding to reintroduce the splendid, uniquely designed light fixtures that once lined the Village streets.

A number of prominent construction projects have been built under the review guidelines. Today a popular tourist destination, the historic district offers visitors a

unique modern McDonald's reflecting the Tudor Revival style, in stark contrast to the standard corporate architecture of the chain. The Amoco gas station and pump shelter and a Hardee's, both near the iconic All Souls Episcopal Church (1896, by Richard Morris Hunt) were constructed with compatible materials and colors. A recently constructed boutique hotel, the Grand Bohemian, reflects the style and spirit of the original village – among much other new, compatible construction.

Because it is next to the entrance to Biltmore, this area is highly attractive to the estate's visitors, estimated at a million a year, whose profile includes generous disposable income. Consequently, some of the nation's best known higher-end franchises, from Ruth's Chris Steakhouse to Talbot's and Chico's clothing stores, have found comfortable locations here, side by side with popular local restaurants and retail operations. The district clearly demonstrates the symbiosis among buildings, businesses, and the economic dynamism offered by tourism – and the benefits of using a unique style as the basis for guiding continued, compatible development. Because so much has been accomplished under the guidance of the historic district, few property owners appear to chafe under the regulatory environment in which they operate. In fact, its success was held up as a model for considering local historic district designation for Downtown during the public scoping done for this plan.

River Arts District

The Downtown turned out to be a hidden asset when Asheville needed it most – after a lackluster economic afterglow from the retirement of the city's longstanding municipal debt in 1977, followed by the nation's economic doldrums of the 1980s. The River Arts District, a 1920s-30s industrial district listed in the National Register in 2004, is providing a second-generation version of the same story as the Downtown's. As a gritty industrial district lacking high architectural style, it is perhaps an even more surprising revival, the product of much work over many years.

The district is situated along the east bank of the French Broad River, downstream from its confluence with the Swannanoa; it is just 1.1 mile from the district's traffic circle at Haywood Road and Roberts Street to Downtown's Patton-Lexington Avenue intersection. Proximity to a water source and the availability of level building sites lured the city's early industry down to the area, after the railroad's arrival in 1880. According to the district's National Register nomination, "The Southern Railway constructed its passenger and freight depot, along with a roundhouse and maintenance facility, to the south of the nominated district and stimulated the development of the area as Asheville's primary commercial and industrial district. The river district bustled with numerous manufacturing plants, textile mills, coal and lumber yards, wholesale businesses, and warehouses, along with various retail establishments and scattered dwellings."

Although the location, resources, and visionaries are quite different, the district's story of revival is similar to Downtown's. Instead of entrepreneurs, pioneering environmentalists envisioned a greenway along the French Broad, and instead of restaurateurs (in the beginning, anyway) and retailers, artists first filled vacant old (industrial) buildings. In the process, Asheville as a whole embraced the emerging possibilities. The city began major planning and investment to clear brownfield sites (saving an iconic stack from an old ice house in the process), deal with transportation challenges in the area (rail use remains active), complete the greenway and make other pedestrian connections, and enable new high-density residential and commercial construction on vacant land. It is also currently working to save a bridge in the district that appeared in the movie *Thunder Road*. Close by the district – across the river and further away from the ageing railyard – New Belgium Brewing has broken ground on a state-of-the-art facility. A River Arts District Commission was established to enable planning and was recently merged with the River District Design Review Commission.

West Asheville

As surprising in its own way, and just as unique, as Downtown and the River Arts District, West Asheville is a sprawling former small town of modest homes and commercial buildings exhibiting a strong 1930s-1940s flavor. It is divided from Asheville proper by the French Broad River. Downtown and West Asheville are roughly the same distance from the River Arts District. Haywood Road, a major thoroughfare leading west from Downtown, forms the spine of the area. Two small historic districts along the road were listed in the National Register in 2006, West Asheville End of Car Line Historic District and the recently expanded West Asheville-Aycock School Historic District. A few single sites have been listed separately in the National Register and others have been listed by the North Carolina SHPO for further study. A considerable number of residential and commercial properties have also been surveyed in the area; in 2004 a large residential neighborhood, Horneyhurst Historic District, was entered into the study list.

According to the West Asheville-Aycock School Historic District nomination to the National Register, the two districts represent "a rare concentration of historic

How Do Form-Based Codes Relate to Historic Preservation?

As explained by Phillip Walker in a recent issue of *Planning*,

> The primary difference [between a local historic district and a form-based code, or FBC] is that historic district guidelines are applied as a design review 'overlay' district that is superimposed over the underlying 'base' zoning, leaving all land-use and density provisions of the base zoning intact. Design-related standards supersede those of the underlying zoning, including building setback and height requirements. In contrast, FBCs become the new base zoning by addressing land use and design in a more comprehensive and integrated manner, with use issues taking a back seat to physical form.

However, Walker adds,

> While FBCs may be able to trace their bloodlines to historic district guidelines, they are an inadequate substitute for historic district overlay zoning for a community's most important historic areas. 'I would never recommend that form-based codes should completely replace historic districts in locations worthy of historic district regulations, but they can be a very complementary tool and make the preservation effort more objective,' notes Daniel Parolek, principal of California-based Opticos Design and a leading practitioner of FBCs.

commercial and civic buildings on Haywood Road, the established spine of the West Asheville community. Significant individual historic resources also remain along Haywood Road, including several churches and the former Friendly Grocery, but these are separated from the two districts and from one another by substantial gaps of modern infill buildings or heavily altered historic structures. Built along the route of the old Western Turnpike from Asheville to Waynesville in Haywood County, Haywood Road takes its name from its western destination. West Asheville, an incorporated town through much of the 1890s and again in the 1910s, was annexed by the City of Asheville in 1917. Haywood Road developed as the principal commercial corridor in West Asheville, and beginning in 1911 it also served as the route of a streetcar line from Asheville's bustling Depot Street area. The streetcar turnaround point was located in the 700 block of Haywood Road until streetcar service ceased in 1934."

Today the entire area comprises a clearly revitalizing commercial road backed by pedestrian-scale neighborhoods filled with charming small homes and large street trees. Both homes and commercial buildings represent affordable space for householders and businesses priced out of other areas with higher rents and mortgages. The artistic sensibilities of the entrepreneurs who have found their way to this area have resulted in both historic preservation and a delightful eclecticism in presenting their businesses and attracting and serving their customers. It is, in its own special way, as unique and exciting as both the Downtown and the River Arts District – at a much smaller scale, and therein may lie the challenge, as developers with deeper pockets and larger-scale ideas join in.

Happily, as with both Downtown and the River Arts District, the city has responded with innovative planning. A small area plan done some years ago with the participation of both residents and business owners encouraged a major model project to develop a customized form-based code for the area (see sidebar). Work began in 2013 with consultant Lee Einsweiler of Code Studio. The emerging product demonstrates a clear commitment to historic preservation, recognizing the need to reconcile the actual development pattern of the area with existing zoning under Asheville's Unified Development Ordinance. That code currently permits development that does not conform to the current pattern in terms of scale, setback, and other concerns, which could all too readily spoil the area's collective appeal.

Issues, Opportunities, and Recommendations

Historic Preservation in Downtown Asheville

New development carries with it certain trends that make it more likely to be incompatible with Downtown Asheville's historic character than compatible. As technology, engineering, materials, demand, and tastes have changed, and as Asheville in particular has grown at long last into the larger city envisioned at the turn of the 20th century, with its great popularity for investment, the way that commercial buildings are conceived, designed, and constructed has changed. They are more likely to be larger in scale than many existing buildings, and standard approaches are influenced more by developers' experience in suburban office parks than by consideration of Asheville's particular qualities. Accommodating the automobile – parking, circulation – will be a continued challenge as traffic volume increases with downtown growth.

Recognizing the special nature of Asheville's Downtown and communicating that nature as a part of popular culture is one way to address this issue – putting owners, investors, and developers on notice that the qualities that have evolved in the Downtown over time deserve consideration and that the Downtown's continued evolution should lead to further enhancement of those qualities. This can be expressed in interpretation and public investment in placemaking as well as in

policy and procedure, and in continued public dialogue about the value of Asheville's historic resources.

Design review embedded in the regulatory process, the topic of this section, is another way to ask owners, investors, and developers to consider the special nature of Asheville's Downtown.

The Downtown historic district is universally acknowledged today as one of Asheville's premier assets. Yet, it remains more vulnerable to change than many of the nation's great historic districts – in such places as Denver, Pittsburgh, Kansas City, Seattle, or Portland.

As one commentator stated during scoping for this master plan, "at present the greatest limiting factor to [protecting] downtown is the lack of teeth given to [historic preservation]. There is nothing to stop the owners of our most treasured buildings from tearing them down." While this is true, even historic district or landmark designation can only delay demolition, by up to a year, under state enabling legislation for the local program. Demolition of a commercial building anywhere in the city requires a simple permit and a fee of $150; in the Downtown, for buildings 5,000 square feet or larger, review by the Downtown Commission is a requirement before a permit can be issued.

There is also little to prevent adverse changes to buildings that are kept standing but redeveloped or expanded. The Downtown Commission's design review guidelines lack substantive language for historic preservation; only buildings whose owners have sought local landmark status undergo review by the HRC, as discussed in Chapter 2.

The Downtown Commission is responsible for reviewing changes to the larger area that includes the National Register district (considered part of the "Downtown Core" within the commission's larger charge). The commission employs design review in all cases of change – new construction, rehabilitation, maintenance, and additions. The guidelines are carefully crafted to walk the difficult regulatory line of preventing the worst cases in terms of design and materials, without unduly limiting creativity – which is, after all, inherent in Asheville's architectural legacy

and desirable for new construction as it adds to Asheville's "layers of history" over time.

Without getting into the difficult task of commenting specifically on individual guidelines, the principal difficulty is not the guidance itself, but the fact that the Downtown Commission lacks the ability to make its judgments based on these guidelines a matter of legal requirement. "Mandatory design review, voluntary compliance" is the shorthand way Ashevillians universally use to describe the process. The Commission's leverage exists in the permitting process – no permits are issued until complete review is accomplished, and variances and conditional uses are tools within this process (meaning when the applicant asks for certain conditions, the Commission has more leverage). The process was strengthened following review during development of the Downtown Master Plan.

Strategies for Strengthening Downtown Design Review

For the purposes of coordination and conserving administrative resources, we recommend that the Downtown Commission, rather than the Historic Resources Commission, be strengthened in its policies and procedures to encourage historic preservation in the Downtown by private owners, investors, and developers. This includes formalizing a close relationship with the HRC.

The key insight in strategies here is that the choice is not "either-or" – to have a historic district, or not. A locally designated historic district is generally considered the best practice for achieving historic preservation in historic commercial areas. Asheville has a good example of this practice, in Biltmore Village. For the Downtown, however, our approach to achieving historic preservation is more nuanced. Strategies below break down ideas typically embedded in local historic district administration and consider how to incorporate them individually and selectively into Downtown Commission and HRC policies and procedures.

One way to strengthen the Downtown Commission's ability to make design judgments is to employ Neighborhood Conservation Overlay Districts using the state law described in Chapter 5. This approach enables customized design guidelines targeting those concerns that specifically pertain to the designated area. The Downtown Commission can be empowered as the review body. The operative state statute, in fact, derives from the same part of the statute as that which empowers the Downtown Commission. The five sub-areas delineated in the DMP might provide guidance in delineating specific areas in which to employ this approach: Traditional Downtown, Beaucatcher Gateway, Patton/River Gateway, Eagle/Market, and South Slope (see map).

For limited areas where the Downtown Commission specifically determines that a greater level of historical review would benefit the character of the Downtown, establishing smaller local historic districts under the HRC is feasible. This recommendation has arisen from analysis of requests to landmark the Jackson Building and generally protect the area around Pack Square.

Strategies are listed below in rough order from those that are relatively simple to accomplish to stronger actions that will require considerable community dialogue and policy-making in order to tailor final decisions to meet local needs and build consensus.

6.1 Insure timely availability of information to support the decision-making process:

6.1A Require an **application for changes to an existing building to identify the status of the building** in relation to the National Register Historic District (this is simple for applicants; see http://gis.ncdcr.gov/hpoweb/).

6.1B Obtain a **recommendation from the HRC** to the Downtown Commission prior to issuance of a demolition permit. (Repeated in Chapter 2)

6.1C Provide **HRC consultation** in the decision-making process when National Register properties are directly affected.

6.1D Establish city policy that **staff reports** to the Downtown Commission will consider the impacts on the Downtown National Register district of proposed action by the Commission. (Repeated in Chapter 2)

6.1E Require applications for new development to **identify historic structures in the proposed project's surroundings**; specifically **consider historic context** in the design (as is currently the case); and **provide visual representation** of the project's context.

6.2 Establish a program to **install "historic district" street sign toppers or other markers in recognized Asheville historic districts** (local or National Register), especially in the downtown Asheville National Register historic district. (Repeated in Chapters 2, 3, and 8)

6.3 **Strengthen outreach to property owners** to encourage individual local landmark designation where appropriate. (Repeated in Chapters 2 and 4)

6.4 **Strengthen the Downtown Commission's current guidance with respect to historic preservation**, specifically by adopting the Secretary of Interior's Standards for Rehabilitation for alterations to existing structures that

contribute to the National Register Historic District. Allow staff-level review of alterations proposed to follow the Secretary's Standards to reduce developers' timeframes. Where the Standards are not proposed to be followed for a project involving an existing downtown historic structure, proceed with the existing process (Downtown Commission review following receipt of a recommendation from the HRC *per* 6.1C above).

6.5 **Strengthen the Downtown Commission's ability to make design judgments for projects directly affecting the National Register resources.** Consider establishing one or more Neighborhood Conservation Overlay Districts as described in Chapter 5, which enables customized design guidelines targeting those concerns that specifically pertain to the designated area. The Downtown Commission can be empowered as the review body.

6.6 Investigate **establishing small local historic districts** where the Downtown Commission has determined that involvement of the HRC would add protection to their historic character.

Promoting the Economic Health of Downtown Asheville

Continuing Downtown's economic success is a second key issue here. The economic vitality enjoyed by Asheville's Downtown is what built it in the first place, what revitalized it in recent decades, and what will keep it alive in the years ahead. Historic preservation literally requires this economic vitality (no dollars, no maintenance) – and the symbiosis between the business community and historic buildings, as noted earlier, is considerable (the buildings bring the businesses alive, and vice versa). Thus, it is incumbent on all concerned about historic preservation to pay attention to economic conditions in the Downtown.

Asheville's Downtown is moving rapidly into what could be called a fourth phase of revitalization and growth. The first three phases, over nearly four decades, can be characterized as (1) Startup (1977 – 1997); (2) Visible Success (1998 – 2008); and (3) Growth Consolidation and Planning (2009 – present). Here is what the 2009 Downtown Master Plan says about what we are calling the third phase:

> Recent market and development trends have ushered in a new era: Downtown is no longer desperate for investment (as it was for much of the period from the Great Depression through the early 1990s); instead Downtown may be challenged by development. The new opportunity is to manage growth for community benefit. The economic downturn [that began in 2008] reduces urgency, but national trends and renewed interest in urban living point to the ongoing desirability of Downtown Asheville as a place to live, work, and visit. This is an occasion to consider new methods in managing growth, reviewing projects and land uses, and logically protecting key assets before large-scale investment resumes. Downtown deserves more robust development controls to protect its essential qualities while it also assures that project sponsor investment risks and burdens remain reasonable. (p. 19)

Call the third phase a quiet phase in the classic sense of a university's capital campaign, where plans are laid and many goals are met behind the scenes with the cooperation of important donors before the fundraisers march forth to public view. Having accomplished much planning and implemented a number of recommendations from the DMP, Downtown is emerging into the fourth phase, "Much Growth."

Meanwhile, many of the leaders from the first and second phases have retired or otherwise left the scene. The Downtown, therefore, is in danger of losing or discounting institutional memory and critical experience earned across nearly two generations. In this fourth phase, Ashevillians must re-learn to communicate values and re-commit to the planning and supportive partnerships that are critical to the city-wide cooperation that will be needed to grow Downtown as envisioned in the DMP. To mix our metaphors here, from academia to sports, what is needed is nimble teamwork.

Strategies for Strengthening Downtown Economic Vitality

Chapter 4 addresses the critical need to support, in every possible way, the economic incentives for the rehabilitation of historic structures in the Downtown (and elsewhere). Here, we recommend further planning and investigation targeting the special needs of the Downtown.

6.7 **Evaluate progress on the Downtown Master Plan** to identify critical next steps. Consider reconvening the implementation task forces, which went to work with considerable enthusiasm toward the end of the DMP planning process. Once this Historic Preservation Master Plan is adopted, ask them to consider the DMP's status in light of recommendations in this historic preservation master plan. Consider the following points:

- What steps in the DMP have been accomplished? If they do not conform to DMP recommendations, what conditions led to alterations in those recommendations during the implementation process? What is left to be accomplished?
- What have been the results of the task forces' work, what unfinished tasks remain on their agendas, and how can those unfinished tasks be addressed? (For example, the historic preservation task force called for a historic preservation website "portal," now a recommendation here in Chapters 3 and 8.)
- Looking back at the considerable teamwork needed to bring Asheville's Downtown to its present level of high achievement, what are present needs and potential mechanisms for encouraging great collaboration in the coming years?
- Given specific changed conditions in the past five years, where does the DMP need tuning up and additional information? (For example, the DMP recommended updating the parking study.)
- What direction, resources, and partners are needed to accomplish the five small-area plans envisioned by the DMP?

6.8 Form a study committee to **examine how to address the DMP's critical tasks of "downtown advocacy & coordination" and "clean & safe," intended to support business development and retention.** How are DMP recommendations being implemented, and what further support they need? Since the Business Improvement District (BID) as recommended by the DMP has not been implemented, what other options are possible? Should a downtown development coordinating office or "Main Street Program" be established by the city or a partner in the tradition of the old DDO?

6.9 **Study progress on the DMP's recommendations for achieving additional housing in the Downtown**, to enhance its livability and affordability. How can historic structures be adapted to support this goal? What other planning

is needed to support city and private efforts to gain more housing in all parts of the Downtown as considered in the DMP?

Historic Preservation in Other Commercial Areas

Historic preservation is in good use in multiple forms in the other three commercial areas described in this chapter and we trust that historic preservation can be incorporated into other city policies and plans that affect other commercial areas. The following points document observations for long-term attention by the HRC and the city:

- **Biltmore Village** faces several pressing issues not easily addressed directly through historic preservation. In particular, the district needs additional planning to address continuing issues involving parking, through traffic, and bicycle and pedestrian access – despite such recent improvements as re-striping the parking. If Biltmore changes its policy of car-entry-only at its main entrance, entire traffic and pedestrian patterns will respond. River flooding and commercial expansion outside the district also may put additional pressure on the historic resources within the district. Finally, although a mid-century modern bank building on the edge of the district may be a mismatch within the overall style of the district, it should be evaluated for its architectural significance in terms of statewide context. The HRC should be prepared to deal with proposals for change to this structure as the banking industry continues to evolve.

- **The River District Redevelopment Commission** may benefit from some of the recommendations for the Downtown Commission; the River Commissioners should observe evolving practice in the Downtown, especially to provide consistency in the development process. A walking tour guide to the district's remaining historic buildings might deepen the public's and owners' appreciation for the district's stories as well as its simple industrial buildings (see Chapter 8). The greatest impact this area may have on historic preservation is to help steer more growth to the South Slope in an effort to fill in the mile's worth of distance between the Downtown and this area – impacts that can be addressed through the neighborhood planning described in Chapter 5. (Note that the DMP specifically identifies surrounding/intervening neighborhoods for historic preservation, including the area between Downtown and the River Arts District.)

- In **West Asheville**, historic preservation has been woven into community appreciation and conversation currently focused on a revision to local development and zoning via a new form-based code (see sidebar earlier in this chapter). Portions of the area may ultimately need actual application of historic preservation techniques, even after the code update – but this may be most effectively assessed for now through vigorous neighborhood planning as described in Chapter 5. Issues there also include figuring out ways to address the overhead wiring and poles afflicting the commercial district and watching out for parking and pedestrian access issues.

- **Other commercial areas throughout Asheville** need equal sympathy and public appreciation for historic resources. The cultural landscape survey recommended in Chapters 2 and 5 should focus first on these areas, in particular to help with setting priorities for more in-depth surveys of historic resources and for streetscape plans. Merrimon Avenue was specifically mentioned as an area of potential conflict and should be slated for early investigation in the implementation of a cultural landscape assessment.

CHAPTER 7

UNDERSTANDING AND PRESERVING BUNCOMBE COUNTY'S HERITAGE

"People to match our mountains"

- Buncombe County's motto, in use since 1927

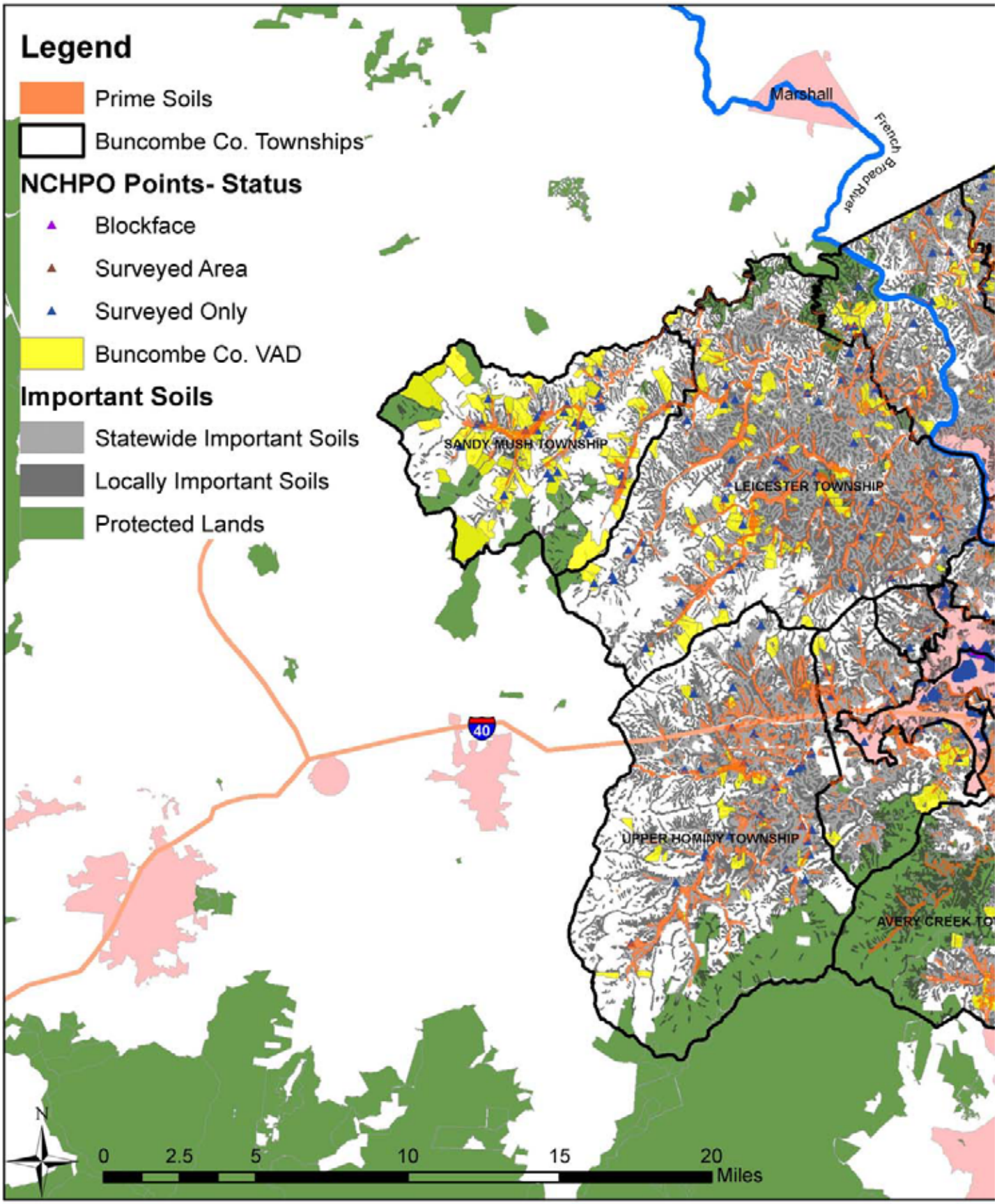
INTRODUCTION

Buncombe County has significant heritage resources and landscapes of its own while also providing a critical regional context for the City of Asheville. A significant portion of the county includes historic landscapes of considerable quality under the stewardship of owners who treasure their heritage. While there is some understanding that the county's rural resources are both important and threatened – by sprawl, abandonment, demolition, and inappropriate changes, to name the most obvious – that awareness has not yielded concerted local action to deal with the threats.

In 2007, the county wrote a farm plan, *Buncombe County Agricultural Development and Farmland Protection Plan* (hereafter referred to as "the Farm Plan"). It was supported by a grant of $58,000 from the Asheville Merchants Association. The Farm Plan opens with this statement of need:

> Buncombe County...holds a unique place in the economy and culture of Western North Carolina. Its urban hub, Asheville, ...dominates the whole mountain region as center of transportation, markets, and services. It also enjoys some of the flattest topography between the Blue Ridge and the Smoky Mountains, which accounts for its early importance as an agricultural center and, ironically, now, for an urban sprawl that threatens to overwhelm what remains of its rural heritage....The Asheville Merchants Association, by [its grant...], has

(Photo of Sandy Mush area courtesy Heritage Strategies, LLC)


Legend
Prime Soils
Buncombe Co. Townships
NCHPO Points- Status
Blockface
Surveyed Area
Surveyed Only
Buncombe Co. VAD
Important Soils
Statewide Important Soils
Locally Important Soils
Protected Lands
Marshall
French Broad River
SANDY MUSH TOWNSHIP
LEICESTER TOWNSHIP
UPPER HOMINY TOWNSHIP
AVERY CREEK TO
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N
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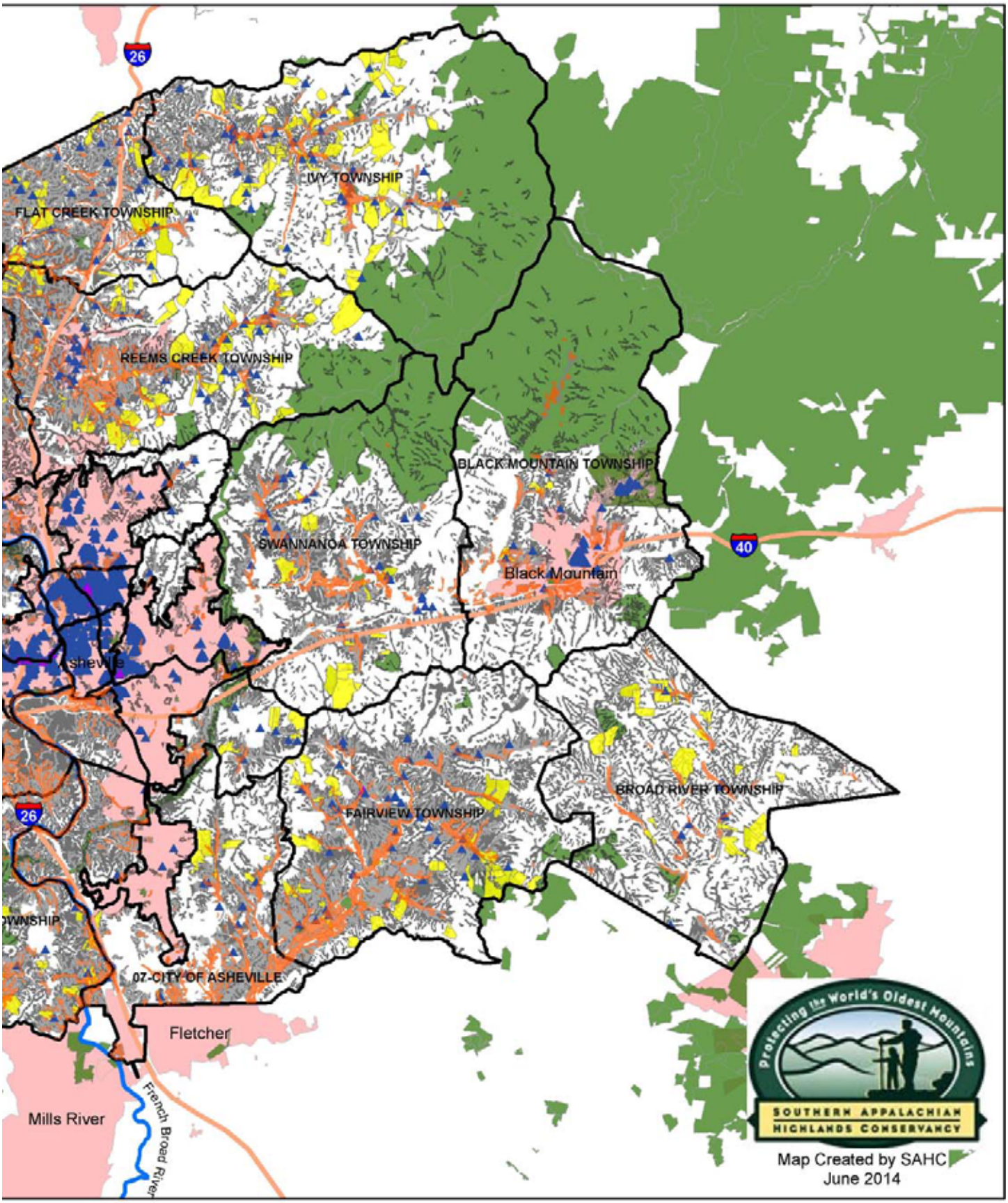
2.5
5
10
15
20
Miles


26
IVY TOWNSHIP
FLAT CREEK TOWNSHIP
REEMS CREEK TOWNSHIP
BLACK MOUNTAIN TOWNSHIP
SWANNANOA TOWNSHIP
40
Black Mountain
Asheville
BROAD RIVER TOWNSHIP
FAIRVIEW TOWNSHIP
26
07-CITY OF ASHEVILLE
Fletcher
Mills River
French Broad River
Protecting the World's Oldest Mountains
SOUTHERN APPALACHIAN HIGHLANDS CONSERVANCY
Map Created by SAHC
June 2014

> also recognized the contribution to our prosperity of agrarian landscapes that remain, fertile, biologically diverse, uncluttered to the eye, and productive enough to support the people who work them.

The Historic Resources Commission of Asheville and Buncombe County is responsible for public policy affecting historic resources in the unincorporated areas of Buncombe County as described in Chapter 2. Thus the HRC's efforts to educate the public, support surveys, and encourage stewardship of significant private property all pertain to Buncombe County as well as Asheville. The HRC with funding from the City of Asheville, Buncombe County and the North Carolina Department of Cultural Resources completed an acclaimed survey of Buncombe County's historic resources in 1978. One result of that survey was *Cabins & Castles*, a book republished by the HRC in 2008, which is still a popular seller in local bookstores.

A key strategy offered in this chapter is that, given the age of the county's historic resources survey – nearly forty years – an update is overdue. Such a survey could incorporate volunteers, modern standards (beginning with cultural landscape overviews), and state-of-the-art technology. Once the county has up-to-date information in hand, it will be in a position to evaluate whether and how it wishes to address the needs of historic resources beyond the HRC.

Background

The Farm Plan notes a number of factors eroding Buncombe County's agricultural heritage: "The real estate market is the primary force eroding the position of agriculture in Buncombe [and...] many of the 'challenges' to preserving farmland are symptoms of this fact." These challenges include the age of farmer-owners (58 was Buncombe's average in 2007, slightly more than today's national average of 55); the money involved and the difficulties of planning transitions among multiple heirs (making "liquidation the most efficient way to settle an estate"); and "conversion of farmland to other uses and the ongoing fragmentation of larger tracts of land, even in the areas where agricultural land use still predominates." (p. 17)

Buncombe County maintains a voluntary program to preserve farmland as an economic base for agriculture. As delineated in the 2007 Farm Plan, the county's methods include "purchase of development rights, 'present use valuation' that keeps property tax rates low, voluntary donation of easements in return for income tax benefits, establishment of Voluntary Agricultural Districts which carry certain 'right to farm' protections, various environmental programs such as Conservation Reserve designation and the certification of stream buffer zones, and zoning." (pp. 20-21) The Farm Plan also includes "priorities for enhancing farming as a viable enterprise," non-land-use-based methods of addressing the economic forces that underlie the challenge of maintaining farming.

The county's choice to protect the agricultural community's land base and economic activities only through voluntary means is congruent with choices made by many farming communities across the nation. Farmers, land owners, developers, and others involved in real estate often fear that regulatory action to protect farming as an economic activity will limit options for land use and therefore downgrade property values. It is not the purpose of this plan to comment on additional methods that might be available for protecting Buncombe County's farmland and farms. Any such additional protection, however, would have the added benefit of encouraging continued use and evolution of the county's rural cultural landscapes, historic structures included.

Hickory Nut Gap Farm, Fairview (Photo courtesy Heritage Strategies, LLC)

Issues, Opportunities, and Recommendations

Developing Improved Information about Buncombe County's Historic Resources

The most urgent need in Buncombe County is to provide a sound basis for further decisions on how to provide additional investments, incentives, and protections in stewarding the county's historic landscapes and structures. The outstanding, existing foundation that documents Asheville and Buncombe County's history and historic resources has become outdated in the county. In order to strengthen efforts to advocate for and present the county's history for enjoyment by current and future generations of residents and visitors alike, it is time to refresh existing information. (Chapter 3 discusses advocacy further; Chapter 8 discusses presentation of the county's history to residents and visitors.)

Undertaking a survey supports Buncombe County's well-known commitment to preserving agricultural lands as documented in the Farm Plan. As most of the historic resources in the county are related to its agricultural heritage, its efforts to protect farmland and develop economic opportunities for farmers are commendable for helping to keep the economic forces in play that produced and sustained this heritage. Information from the survey could assist in setting further priorities in planning for agricultural land protection and may even provide support for National Register nominations that could allow some commercial farm buildings to benefit from historic tax credits.

Strategies

Update Buncombe County's historic resources survey is a high priority overall in this plan. Such a strategy allows the HRC to devote time and attention to the needs of the county as a whole. Funding may be available through the Blue Ridge National Heritage Area's matching grants program (which supports agricultural heritage as a major theme of the program).

The historic resources survey in Buncombe County that provided the basis for the information in *Cabins & Castles* was performed in 1977-78, making the information nearly forty years old. Although much site information may well remain valid, it is likely that a considerable number of structures have been lost. Plus, more buildings have become eligible for survey (becoming more than fifty years old since the last survey), and many structures may have been overlooked in an era when outbuildings were not always described. Moreover, the survey predated the development of a set of "best practices" recommended by the NPS for describing rural cultural landscapes, as noted in the background above. In the intervening years, as well, new technologies have made it easier to assemble information across broad areas like Buncombe County – from Geographic Information Systems (GIS) mapping to more recent developments in surveying using special software and handheld equipment.

The newer technologies have the further benefit of providing great potential for making appropriate use of volunteers under professional guidance. Well-informed volunteers developed through surveys can provide additional helping hands for further public outreach in support of incorporating historic preservation into Buncombe County planning, policies, and investments.

In order to organize the large task of surveying Buncombe County, a cultural landscape reconnaissance of Buncombe County townships is recommended – this is a brief review of landscape patterns by professionals trained to employ NPS guidelines and other relevant methodologies selected in collaboration with the SHPO. A reconnaissance would enable an understanding of historic context and rural character across the county as it evolved in response to underlying historic and modern trends and help to set priorities for more in-depth historic resource surveys. Historic resource surveys should be undertaken over time, township by township, as funds become available; perhaps one or two such surveys might be packaged with the reconnaissance survey as pilot studies for a first-phase project. Townships will work well as survey units because they generally follow watershed boundaries, which in this mountainous terrain heavily influenced settlement patterns (a proposition that a county-wide reconnaissance can also test and refine).

Oral/video history interviews with Buncombe County elders and their families would supplement the survey work and increase the material available for follow-up public education and interpretive projects. Such interviews could include members of churches, rural community residents, farmers, and others with memories of earlier times (and of tales learned from their elders).

7.1 **Undertake a cultural landscape reconnaissance of Buncombe County** to provide a first level of study, including historic context, and establish the best ways to undertake a more in-depth series of historic resource surveys in phases.

7.2 Based on the reconnaissance, **undertake segmented, phased surveys of county historic resources, making strategic and efficient use of volunteers.**

7.3 Undertake **oral/video history interviews** to support the surveys and provide material for public education.

What Is a Rural Cultural Landscape?

The rural portions of Buncombe County can be described as a series of cultural landscapes composed of natural, built, agricultural, and forestry resources that have evolved over time.

The National Park Service (NPS) published its *Guidelines for Evaluating and Documenting Rural Historic Landscapes* in the 1980s after the completion of the major rural survey of Buncombe County. These "best practices" define a rural historic landscape as "a geographical area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, buildings and structures, roads and waterways, and natural features." The guidelines identify eleven landscape characteristics that indicate the evidence of human use or activity:

7.4 Use the surveys to identify and pursue additional candidate sites and buildings for **National Register nominations and local landmark designations.**

7.5 **Use findings from surveys and interviews to educate Buncombe County residents** about their heritage and the value of protecting historic resources.

7.6 Develop **specialized tours in Buncombe County** of sites and landscapes of historic, architectural, and agricultural interest (see Chapter 8 for more).

Coordinating Historic Preservation with Agricultural Land Protection

Buncombe County's efforts to protect agricultural landscapes could benefit from in-depth information developed from surveys conducted to identify the county's rural heritage. This information could provide additional rationales for the use of local, state, and federal funds for the protection of farm and forest land.

To reinforce this benefit, it would be useful to pursue additional agricultural development planning by undertaking a new farm plan, including advisors drawn from among historic preservationists knowledgeable about the needs of rural landscapes. Asheville's increasing enthusiasm for local foods has had a notable impact on farm enterprise, which could only benefit from additional economic and agricultural development planning. There is time now to plan a ten-year update to the current plan for issuance in 2017. There may be enough lead time to consider this project for Buncombe County's annual work plan in 2015, which in turn would

- Land uses and activities;
- Patterns of spatial organization;
- Response to the natural environment;
- Cultural traditions;
- Circulation networks;
- Boundary demarcations;
- Vegetation related to land use;
- Buildings, structures, and objects;
- Clusters of buildings, structures, and objects;
- Archeological sites; and
- Small-scale elements.

allow enough lead time to organize wide participation of county residents (and perhaps to complete several more township historic resource surveys after the recommended first-phase project described in the preceding section).

In addition, as further outlined in Chapter 8, efforts to develop tourism could contribute to the growth of heritage tourism and "agri-tourism" in the county as well as in the city.

Strategies

7.7 Incorporate survey findings into Buncombe County's **priorities for investment in agricultural land protection**, as appropriate.

7.8 **Update Buncombe County's Farm Plan**, An Agricultural Development and Farmland Protection Plan for Buncombe County.

Chapter 8

Building Public Appreciation and Encouraging Heritage Tourism

The Asheville Urban Trail interprets the city's heritage with artistic brio. The plaque accompanying this installation, "Past and Promise." reads" Until electricity was introuced in the late 1880s, gas and kerosene lamps provided lighting in Public Square – now Pack Square. Hore-head fountains, fed from a reservoir on Beaucatcher Mountain, were affixed to lampposts at the east and west endsd of the square. The bronze figure, Childhood, represents the promise of Asheville's future. (Placed in honor of Elain McPherson – artist, poet, and tailor – who loved at 19½ Biltmore Avenue and who played on Pack Square as a young child.) (Photos courtesy Heritage Strategies, LLC)

Introduction

Fostering publicly accessible, interpreted historic sites and programs about the region's heritage is integral to Asheville's and Buncombe County's historic preservation program. Web-based programs such as the National Park Service's Travel Itinerary developed in concert with the Historic Resources Commission highlight the significance of history and historic assets to the region's character and identity. A robust, celebratory program to increase public awareness of Asheville's history helps grow the base of support for the historic preservation program as a whole.

This chapter outlines how partners in history, tourism, and the arts can better present Asheville's and Buncombe County's stories through coordinated interpretive programming, including interpretive placemaking through the arts. Working together, these partners can assure that heritage is seen as a core component of Asheville's and Buncombe County's identity, quality of life, and visitor experience.

Asheville has promoted its heritage in a general sense and visitors clearly appreciate Asheville's and the region's historic and architectural qualities – as

Thomas Wolfe Memorial, a National Historic Landmark. (Photo courtesy Heritage Strategies, LLC)

measured by the success of touring companies as well as visitor surveys (of which more below). Moreover, Biltmore is one of the nation's premier historic attractions. Of the city's more than 9 million visitors each year (day and overnight), 1 million visit Biltmore.

The region, however, has yet to take full advantage of making history and historic preservation central to its appeal as a visitor destination. Individual sites operate generally on their own, not having reached the point in their evolution and capacity-building that they are working to build larger shared audiences and a common identity.

National Register of Historic Places Travel Itinerary

Starting in 1995 the National Register began development of an educational outreach program to capitalize on the research and information developed through National Register nominations, creating travel itineraries that enable residents and visitors to enjoy historic resources according to a particular theme, route, or place. Asheville's can be viewed at http://www.nps.gov/nr/travel/asheville/. The itinerary also includes a small number of sites listed in the National Register found in Black Mountain, Fairview, and Weaverville. It was produced by the National Register in partnership with the City of Asheville, Buncombe County, the Asheville Convention & Visitors Bureau, the Thomas Wolfe House, the North Carolina State Historic Preservation Office, and the National Conference of State Historic Preservation Officers. See Appendix F for a full list of Asheville sites and districts featured in the itinerary.

Fortunately, the region enjoys several key assets in addressing this challenge. For one, the Blue Ridge National Heritage Area holds promise for encouraging the greater collaboration and cross-marketing that would weave a stronger interpretive and historic presence for the entire region. In addition, the Urban Trail provides an outstanding foundation for a new generation of efforts to celebrate both history and the arts. Moreover, recent establishment of the African American Heritage Commission is added recognition of the importance of celebrating community heritage. Finally, the region enjoys a number of high-quality individual sites, as discussed further below.

Key strategies described in this chapter include (1) building a more substantial, collaborative presentation of Asheville's stories, by enlisting interpretive attractions and others who hold keys to Asheville's stories and hidden assets, plus the arts community and the tourism system; and (2) enlisting Asheville's history and historic sites in addressing K-12 school curriculum requirements, including the civics of historic preservation, tourism, and city planning.

Background

Heritage tourism contributes to Asheville's and Buncombe County's economic vitality as a segment of tourism as a whole. The National Trust for Historic Preservation pioneered investigation into "cultural heritage tourism" in the late 1980s. The trust defines this kind of tourism as "traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes historic, cultural and natural resources." The national market remains large and growing. In 2012, Mandala Research estimated that the market would grow to 41.6 million travelers in 2013 from a 2009 high of 33.9 million.

Interpretation informs residents about Asheville's and Buncombe County's history, character, and traditions. Through stories, visual and performing arts, events and festivals, and other creative means, interpretation provides meaning and creates awareness about local history and relates themes and stories to authentic places. Through interpretation, residents learn about Asheville's and Buncombe County's

Table 8-1 Characteristics of Heritage Travelers vs. All Visitors

Heritage Travelers:		All Visitors:
Stay longer	5.2 nights	3.4 nights
Spend more	$994 per trip	$611 per trip
Spend $1,000 per trip	19%	12%
Stay in taxable lodging	62%	55%
Are older	49	47
Are retired	20%	16%
Have graduate degrees	21%	19%

SOURCE: Table compiled and designed by Heritage Strategies, LLC. Dollars from 2008: *The Cultural and Heritage Traveler, 2009 Edition,* conducted by Mandala Research, LLC for the National Trust for Historic Preservation, U.S. Cultural and Heritage Tourism Marketing Council and U.S. Department of Commerce; Remaining statistics are from 2003: report by Travel Industry Association of America and Smithsonian Magazine, *The Historic/Cultural Traveler, 2003 Edition*, http://www.nasaa-arts.org/artworks/culture_profile.shtml.

special places and develop awareness and respect for the city's historic assets and community-building efforts over time.

Interpretation and heritage tourism complement one another. While the economic goals associated with heritage tourism are focused primarily upon visitors, the interpretive presentation created through a heritage tourism initiative can also have a significant impact upon residents, helping to build community pride and long-term support for historic preservation programs and values.

Historic preservation can benefit greatly from teaming with tourism, as both must work to enhance and promote a place's image and identity to achieve their aims. Moreover, tourism seeks to make a positive contribution to a region's overall economic picture. An engaging interpretive program, a vital historic downtown center, residents who value their city's character, a place that visitors like to be – these are positive factors in attracting new businesses, helping existing businesses grow, and increasing the number of jobs overall within the region. Thus, tourism illuminates an important link between historic preservation and the overall health of a region.

Heritage travelers are among the most desirable leisure visitors – they tend to stay longer and spend more (Table 8-1). This means fewer visitors are needed for the same level of desired economic impact from tourism. In fact, according to Mandala Research, "the cultural and heritage traveler is the most productive travel segment of the travel industry, generating over 90% of the economic benefit of all U.S. leisure travelers."

Heritage visitors want a complete experience, expect high quality, and like to linger in the restaurants and other places where residents tend to gather. They want to experience authentic places. They want to learn about a place and combine their visits to interpretive sites with interesting dining and shopping opportunities in historic commercial areas. In one notable statistic among many studies of heritage tourism, Mandala Research found that 65 percent of these travelers say they seek experiences where the "destination, its buildings and surroundings have retained their historic character."

Asheville's Urban Trail

According to ExploreAsheville.com, "the Asheville Urban Trail has often been called Asheville's 'museum without walls.' Started by a small group of citizens interested in helping revitalize downtown, the Urban Trail consists of thirty stations of bronze sculpture around downtown. Each station has a plaque illuminating some of the very interesting history of downtown's development and the various notable people who once lived here. Mostly local artists helped to create the whimsical bronze sculptures and other art works that are found at each station. The tour is a 1.7-mile walk that begins and ends at Pack Place and takes about two hours to complete in its entirety."

Buncombe County Sites and Byways

Buncombe County has six significant historical interpretive sites:

- Black Mountain College Museum + Arts Center;
- Blue Ridge Parkway Visitor Center;
- Carl Sandburg Home National Historic Site;
- Cradle of Forestry;
- Swannanoa Valley Museum;
- Zebulon Vance Birthplace State Historic Site.

In addition, Buncombe County has several scenic byways where interpretation can be made available to a greater degree:

- French Broad Overview (Madison and Buncombe Counties);
- Drovers Road (Buncombe and Henderson);
- Black Mountain Rag (Buncombe, Rutherford, and Henderson).

Blue Ridge National Heritage Area

Asheville and Buncombe County are located within one of the nation's forty-nine National Heritage Areas, the Blue Ridge National Heritage Area in western North Carolina. It was designated by Congress and the President in 2003 "in recognition of the unique character, culture, and natural beauty of the Blue Ridge Mountains and Foothills in western North Carolina." Threaded by the Blue Ridge Parkway, a unit of the National Park System, the area includes twenty-five counties and tribal lands of the Eastern Band of the Cherokee Nation. The heritage area's managing entity is the Blue Ridge National Heritage Area Partnership, which stewards the federal funds that support the designation, builds partnerships in the region, attracts matching funds, and implements projects.

The Basilica of St. Lawrence is studying the idea of seeking National Historic Landmark recognition for this magnificent cathedral. (Photo courtesy Heritage Strategies, LLC)

Existing Conditions – Presenting Stories from Asheville's and Buncombe County's Heritage

The eclectic listings offered by the Asheville/Buncombe County tourism website, ExploreAsheville.com, include a total of fifty-one sites – from the Asheville Art Museum to the Zebulon Vance Birthplace State Historic Site. (See Appendix D for the list.) On this list there are thirteen museums or cultural centers and eleven historic sites and districts listed as attractions in Asheville, resulting in total of twenty (accounting for some overlap) historic sites and interpretive programs where visitors can learn about historic resources and stories in Asheville (and thus the region – see further discussion below of Buncombe County). However, this does not include several impressive non-museum/non-site-based interpretive programs such as the Moog Music factory tour and the "Asheville Architecture and History Walk," at least six different tour companies, and the Asheville Urban Trail and the programs of the Blue Ridge National Heritage Area, both described in nearby sidebars. In addition, the National Register itinerary developed for Asheville highlights still more historic sites, as also described in a sidebar.

The program includes a matching grant program, which in 2013 awarded $225,000 to eighteen recipients. The grants support "innovative projects across the region which preserve, protect, and promote the rich historical, cultural, and natural heritage of Western North Carolina while stimulating economic opportunity. Grants are available for the preservation, interpretation, development, and promotion of heritage resources in five thematic areas: agricultural heritage; Cherokee heritage; craft heritage; music heritage; and natural heritage....Of particular interest are projects that are regional or multi-county in scope; involve active partnerships between organizations; and leverage substantial matches from project participants and other grantors."

Existing Conditions – Heritage Tourism

Historic buildings are a fundamental factor in the quality of the visitor experience in Asheville. Asheville's and Buncombe County's tourism has always involved the environment, and the cityscape is a critical aspect of that environment, for all that the surrounding mountains exert their special appeal. It is, in fact, the juxtaposition of splendid buildings with splendid mountain views that makes Asheville's architecture so appealing. The constraint of topography has shaped that cityscape in exciting ways, virtually unique among American cities. (Black, p. 21)

Visitors, both those staying overnight and those visiting for the day (who are traveling more than fifty miles to reach Asheville), tell us that the city's historic sites and landmarks are one of the top two reasons they visit (see Appendix E). Table [XXX] offers other details of visitors' interests, several of which involve heritage experiences [for insertion in next draft].

Visitors' Primary Reasons for Visiting Asheville

- Biltmore Estate (29%)
- Mountains/Scenery (22%)
- Blue Ridge Parkway (9%)
- Downtown Asheville (5%)
- Festival/Event (3%)
- Grove Park Inn (2%)
- Outdoor Activities (3%)
- Arts and Crafts (2%)
- Culinary Experience (1%)
- Music/Perform Arts (1%)
- Microbrewery Scene (>1%)
- Amateur Sports (>1%) (Source: 2010 TNS Segmentation Study, http://bctda.org/wp-content/uploads/2012/08/2012-13-BCTDA-Annual-Plan.pdf, p. 8)

The Buncombe County Tourism Development Authority

Asheville and Buncombe County jointly benefit from a tourism system with the funds to pay not only for extensive, targeted marketing but also for the in-depth research that supports smart marketing. It also maintains a culture of open discussion of plans and performance, thereby enlisting the community at large in its efforts. This kind of system did not come about by accident, and it has long been in place, emphasizing excellence and quietly building a collaborative tourism powerhouse.

As noted on the BCTDA's website, "The Buncombe County Tourism Development Authority (BCTDA) is a quasi-governmental entity created by the room tax legislation first passed in 1983. The BCTDA oversees tourism marketing, sales and product development efforts and the expenditure of the county's four percent occupancy tax revenues [on lodging properties with five or more units].... The board contracts with the Convention & Visitors Bureau (CVB), a department of the Chamber of Commerce, as well as advertising agencies to implement marketing and sales strategies. The CVB promotes the destination through out-of-market advertising and other marketing initiatives, resulting in approximately 3.13 million overnight leisure visitors each year." The annual economic output of tourism grew 400 percent in Buncombe County before the end of the program's second decade and now totals more than $2 billion."

As the BCTDA itself emphasizes, "tourism builds community": The more than $2 billion generated by tourism in the Buncombe County economy "go beyond the hospitality sector, reaching industries across our region and impacting the quality of our school systems....More than 26,000 jobs are supported through the hospitality industry in Buncombe County."

Moreover, the investment in tourism product development yields attractions and experiences enjoyed by residents as well. A critical shift occurred in 2001, when the North Carolina legislature passed the Tourism Product Development Fund (TPDF) bill which increased the room tax by 1% (for a total of 4%) and dedicated the proceeds from the additional 1% to be used for capital expenditures for new tourism products that will generate substantial new room nights in Buncombe County. The BCTDA has since worked through the TPDF to award more than $13.5 million to 14 community projects since 2001. The extra one percent occupancy tax generates approximately $1.8 million for the TPDF per year."

The Buncombe County Tourism Development Authority's Mission Statement

To be a leader in the economic development of Buncombe County by attracting and servicing visitors, generating income, jobs and tax revenues which make the community a better place to live and visit.

The BCTDA's Vision

Asheville/Buncombe County will retain its unique, authentic and environmental charm while welcoming global visitors searching for personal enrichment and memorable experiences.

Issues and Opportunities for Interpretation

Approach

Currently, while Asheville has a valuable and large core set of resources, as described above, they could be linked more effectively. The tourism marketers are eager for more and better experiences to offer visitors, and the interpretive attractions are eager for larger audiences. Those who hold keys to Asheville's stories and hidden assets, however, must take the lead. Only the attractions themselves are best positioned to develop ways to collaborate and offer a better experience to visitors seeking to enjoy and learn about Asheville's and Buncombe County's heritage.

Involving the BCTDA and CVB in addressing the strategies discussed below is critical. Both tourism and interpretation need a keen awareness of audiences' characteristics and interests. Thanks to considerable strategic investment, the tourism industry of Buncombe County is deeply knowledgeable about the region's visitors. Moreover, the BCTDA and CVB recently stepped in to address a critical element of the visitor experience, wayfinding in downtown Asheville. With the interpretive and preservation community leading the way in creating a next-level heritage presentation, the BCTDA and CVB will be valuable partners indeed. Moreover, they may benefit directly as well, in finding new ways to keep their current branding effort fresh – planning with this need in mind could serve all parties well.

Assessment

The success of heritage tourism in Asheville overall is somewhat uneven. On the one hand, Biltmore alone draws one million visitors a year, offering both a world-class historic resource and a compelling visitor experience. Asheville's Urban Trail is unique, reflecting both stories and the region's artistic experience. The Downtown, River Arts, and Biltmore Village districts offer favorable impressions to which historic resources contribute considerably. Curious visitors can already find multiple ways to experience portions of the region's history more deeply.

On the other hand, there is a sense that overall interpretation is "canned" (in the words of one commentator participating in the planning process) and the visitor and citizen both see it as dusty and repetitive. For those sites and programs that have reached a level of success individually, their opportunity now is to work together. By collaborating, they can earn greater visitor recognition and accomplish stronger messages and greater brand alignment respecting heritage and historic resources and thereby gain even stronger participation by entities marketing Asheville.

Strategies

Building a next-level version of Asheville's collective interpretive presentation needs interpretive attractions' focus and commitment, through a carefully developed plan for enlarging the visitor's experience of Asheville and its interpretive possibilities. Such a plan should involve both tourism and arts leaders along with history and historic preservation leaders. It should pursue a vibrant, unique vision for Asheville's future as a place where a deep appreciation of heritage is integral to its attraction. The "best practices" methodology for such planning already exists – see [http://www.culturalheritagetourism.org/ - illustrations to be re-designed in final format].

Such a plan could go far in helping heritage resources gain both "market share" among visitors and essential local support. It would identify shared themes; opportunities for cross-marketing and building other linkages among various sites; and suggest ways to pay more attention to collaborative product development,

Tourism supports thousands of jobs in Asheville and Buncombe County. (Photo courtesy Heritage Strategies, LLC)

messaging, front-line staff training, and more social/digital media applications. The plan should also consider how to incorporate and display the community's commitments to historic preservation, and how to provide public enjoyment and celebrations as part of encouraging greater public appreciation of the region's historic resources. The interpretive and visitor experience plan should identify ways to enhance existing interpretive attractions and suggest new ones as appropriate.

The interpretive and visitor experience plan should include developing programs to engage K-12 school students. Models across the nation exist to help design a multi-year curriculum using Asheville's history and historic sites and support current curriculum requirements across the board (science, social studies, language arts, math, and more). Moreover, the civics of historic preservation, tourism, and city planning all have great potential to support multi-disciplinary learning, team learning, and learning about problem-solving methods. Including these topics in the curriculum would help to ensure that the next generation of community leaders and residents is knowledgeable about the city's heritage, how to care for it, and how to keep it alive for generations to come.

A plan for visitor experience and interpretation should recognize that Asheville's uniqueness as a tourist destination relies on the arts. The Urban Trail is an ideal example of the marriage of the arts and community interpretation. In all planning and program development relating to interpretation, in order to continue building Asheville's unique identity and experience, the relationship between community interpretation and the arts must be cultivated.

Heritage could also be engaged to a greater degree in public investment and placemaking efforts, particularly in downtown Asheville. Visitors can easily wander around the downtown without fully appreciating that the graceful and eclectic physical environment they are experiencing is a product of a long history and thoughtful community and private involvement. Specific recommendations below amplify on emphasizing "telling the story of our heritage" as investments are made to support tourism, the arts, placemaking, and the environment, through the Tourism Product Development Fund or otherwise (e.g., interpretation accompanying greenway development). In particular, now that Asheville's kiosks and other basic elements of the wayfinding plan have been installed, additional

improvements could be a next phase in building Asheville's wayfinding system and/or be considered as part of the interpretive presentation.

Largely overlooked in the lists provided by ExploreAsheville.com, the National Register Travel Itinerary, and others are the City Building and Buncombe County's courthouse. Recent improvements both attest to the city's and the county's considerable commitment to downtown preservation – and both have interiors worthy of visitor interest. In particular, the City Building's observation deck could be made more accessible, and its carillon could be revived as an ornament to the downtown music and festival scene (special policies are needed to address concerns about the type of music and access by volunteers, and an organization should be designated to manage this feature).

Context studies of particularly interesting topics for the region are recommended in Chapter 2 to enable surveyors to understand the significance of individual buildings within larger themes. Possible themes include agriculture, forestry, the arts, sanitariums, city-building, landscape architecture, the American Indian landscape, and early European settlement. Such studies also support interpretive initiatives, by helping to identify ways to link existing interpretive and historic sites, priorities for developing other sites, and programs to link multiple sites in more comprehensible ways.

Buncombe County can also contribute to efforts to create a larger interpretive experience. As the county and the HRC and other partners pursue recommendations discussed in Chapter 7 to survey the county's cultural landscapes and rural districts, they will be building opportunities for educating visitors as well as residents about the region's history and heritage resources. Either one by one, or as part of the interpretive and visitor experience plan, the county could consider interpretive improvements on scenic byways, special tours based on historic resource surveys and agri-tourism opportunities identified in planning support for the farm economy, and encouraging other linkages among county historic sites as opportunities arrive (e.g., through bicycle touring.).

Strategies appear below the next section, a discussion of heritage issues, because heritage tourism and interpretation are so closely related in this plan.

Issues and Opportunities for Heritage Tourism

Assessment

The BCTDA's and CVB's enthusiasm for Asheville's historic architecture is apparent on ExploreAsheville.com. And it is clear that history and heritage are a part of the Asheville experience that visitors expect, as demonstrated by the activities listed in Appendix E. Moreover, the BCTDA and CVB have diligently pursued such recognitions as "Distinctive Destination" designed to appeal to heritage travelers. Finally, while the word "historic" is not explicit in the BCTDA's vision statement, maintaining Asheville's "unique, authentic and environmental charm" would surely require "authenticity" to include historic character.

Heritage and history are hardly mentioned in current "brand alignment" statements about marketing plans, however. The BCTDA's annual plan for advertising calls for targeting "all audiences who fit the psychographic profile of a Traveler, defined as: People to whom travel is essential, who view travel as an investment in their development, who look to travel as more about enrichment than entertainment, who have a fearless curiosity about new experiences." The annual plan for public relations (outreach to those who influence travel, without purchase of advertising) calls for targeting "emerging and existing niche markets, especially culinary, budget, the arts and international travel, while maintaining emphasis on primary travel motivators (i.e. the mountains, Biltmore)."

Vance Birthplace State Historic Site, Reems Creek Valley: This pioneer farmsteadfeatures the birthplace of Zebulon Baird Vance. Vance's political career as Civil War officer, North Carolina governor, and U.S. senator is traced at the homestead. Also included is the history of Vance's famous mountain family. The five-room log house — reconstructed around original chimneys--and its outbuildings are furnished to evoke the period from 1795-1840. (Photo courtesy Heritage Strategies, LLC)

The CVB's travel blog features this description of things to enjoy about Asheville: "Asheville North Carolina is a vibrant city with a bohemian spirit. Known for its culinary cool, stunning panoramic vistas, and a thriving artistic community, you'll find yourself immersed in an unmistakable mountain vibe. From the burgeoning beer scene to an array of outdoor activities, follow along to discover what we love most about Asheville."

The challenge is this: Unless heritage resources are explicitly recognized locally as having critical value to tourism, one of the region's most lively economic sectors, they may not receive the due consideration they need from officials, owners, and residents for local protection and investment. And unless they continue to receive that local protection and investment, some may not remain (or grow into) effective contributors to the overall visitor experience.

Resolving this challenge is not the tourism marketers' responsibility. Thus, the preceding section on interpretation assessment identifies the BCDTA and CVB as critical supporting players for recommendations here, rather than the leaders. Their specific mission is to help the product appear fresh to an outside audience seeking novelty and unique experiences. They must work diligently to be responsive to changing tastes and patterns. They may encourage their stakeholders to develop more tourism experiences (through the Tourism Product Development Fund's matching grants for capital-intensive projects or by making web pages on ExploreAsheville.com available to stakeholders), but their mission is primarily to market the region.

Funding

Funding for a collaborative interpretive and visitor experience plan may be available from the federally funded Blue Ridge National Heritage Area and state-level arts and humanities funders. It will be critical for stakeholders to be united in seeking this funding, and to find local support from public and private donors and agencies. A first step in building such unity and exploring funding is for the stakeholders to meet, assess their needs and opportunities, and build a collective vision for why this approach helps them to meet their individual needs.

Strategies for Interpretation and Heritage Tourism

8.1 Build a next-level version of Asheville's collective interpretive presentation through a carefully developed **interpretive and visitor experience plan**.

The BCTDA's wayfinding system for Asheville and the region includes this historic district marker, which has not yet been widely implemented. (Photo courtesy Heritage Strategies, LLC)

Specifically address collaboration between the interpretive, arts, and tourism communities.

8.2 **Invest in K-12 initiatives to build knowledgeable and engaged community leaders at the earliest opportunities.** Use Asheville's history and historic sites to support K-12 curriculum requirements across the board (science, social studies, language arts, math, and more). Incorporate the civics of city planning, historic preservation, and tourism, all of which offer great potential to support multi-disciplinary learning, team learning, and problem-solving.

8.3 **Undertake historical context studies** to support interpretation (and surveys). (Repeated in Chapter 2)

8.4 **Invest in Asheville's story.** In the interpretive and visitor experience plan, identify capital projects and other programs for future public and public/private investment. Include consideration of "telling the story of our heritage" as investments are made to support tourism, the arts, placemaking, and the environment. Specifically:

8.4A **Invest in the Urban Trail.** Focus on the next-generation needs of the Urban Trail. Evaluate current use. Address long-term maintenance. Consider additional installations to support themes and activities identified in the interpretive and visitor experience plan. In formalizing an approach to such an update, consider renaming in such a way that a new name would focus visitors' attention on the trail's creative story-telling approach to Asheville's arts and heritage. (Hold a contest?)

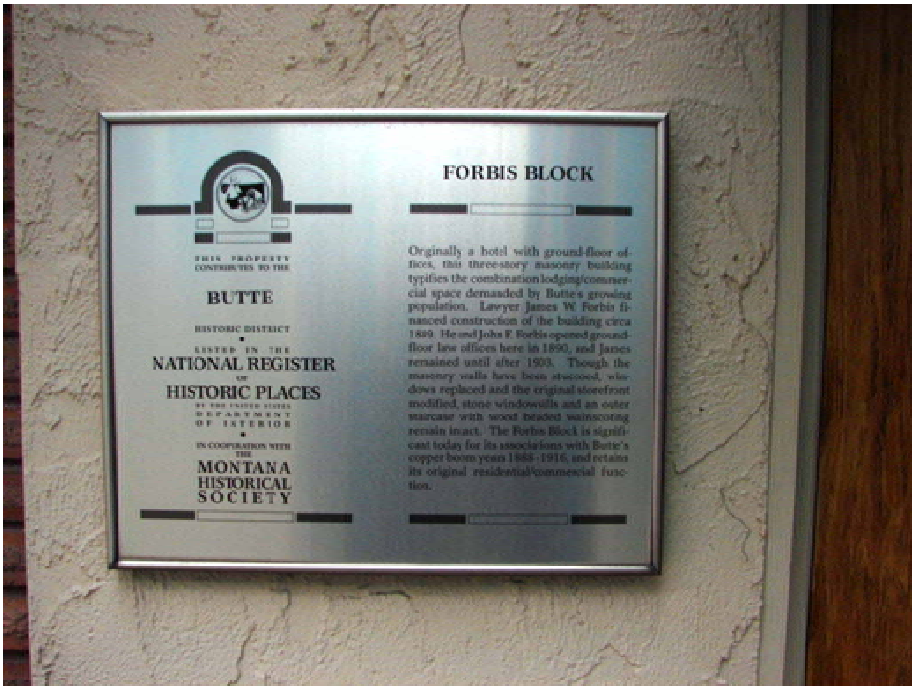
8.4B **Create more walking and driving tours** based on the interpretive and visitor experience plan.

8.4C **Create a "Neighborhood Trail" as a companion experience to the "Urban Trail."** Engage neighborhoods in an arts-based placemaking endeavor as a part of the neighborhood planning described in Chapter 3.

8.4D **Engage in other placemaking activities to illuminate Asheville's heritage.** Consider plaques or interpretive markers identifying National Register contributing properties and local landmarks and "historic district" street sign toppers or other markers in recognized Asheville historic districts (local or National Register), especially in the downtown Asheville National Register historic district. Such plaques or interpretive markers should be specially designed to express Asheville's unique qualities and experience, just as the Urban Trail and wayfinding system already do. (Street sign element is repeated from Chapters 2, 3, and 6)

8.4E Establish a partnership among the HRC, PSABC, WNCHA, CVB, and others to **establish a web portal for easy access to heritage organizations and projects** in the region. (Repeated in Chapter 3)

8.4F **Revise promotional materials and itineraries** to include the City Building and Buncombe County's courthouse and correlate other entries.



This simple and relatively inexpensive interpretive plaque was developed by the Montana Historical Society (the state's historic preservation office) and is made available to willing property owners in National Register historic districts across the state. This example is seen in Butte, a copper mining town in western Montana that is part of the nation's largest National Historic Landmark district. (Photo courtesy Heritage Strategies, LLC)

8.5 **Include Buncombe County in planning for next-level interpretive experiences** to support development of tours and research through context studies, oral/video history interviews, etc.

IMPLEMENTATION

The following tables provide at-a-glance compilations of strategies explained in Chapters 2 – 8, keyed to pages in the text. They are accompanied by indications of parties expected to be involved in their implementation and rough order of priority, broken down between "high" and "medium." High is considered first-phase, for implementation in the next one to five years. Medium is considered longer-term, for focus approximately three to ten years out. Actual implementation depends on resources, competing priorities, level of effort, and staging (some strategies will take some groundwork; others cannot be undertaken until others have been completed). Note: task of inserting page numbers from text in the left column is reserved for final version of this document]

Pg#	Strategies	Parties[1] (and others as appropriate)	Priority
	Chapter 2 – Historic Preservation Context		
	Strategies for Preservation Surveys and Historic Districts		
	2.1 **Continue to invest in historic resource surveys and National Register nominations for historic districts.** Develop an annual work program, aiming for at least one survey or survey update per year.	HRC, SHPO, PSABC	High
	2.2 **Tie the State Historic Preservation Office's "HPOWeb" database into city and county databases** (currently underway in Asheville) and maintain updates.	City, County, SHPO	High
	2.3 **Undertake a cultural landscape reconnaissance survey of Asheville neighborhoods** to support understanding of neighborhood character and help identify professional surveyors' sense of priorities for formal historic resource surveys in order to direct the HRC's annual work planning. Focus first on smaller commercial areas adjacent to already-identified historic neighborhoods, in particular to help with setting priorities for more in-depth surveys of historic resources and for streetscape plans. Merrimon Avenue was specifically mentioned as an area of potential conflict and should be slated for early investigation in the implementation of a cultural landscape assessment.	HRC, SHPO	High
	2.4 **Undertake historical context studies** to support surveys (and interpretation).	HRC, SHPO, PSABC, UNCA, WNCHA	Medium

[1] **KEY:**
AAAC – Asheville Area Arts Council
ADA – Asheville Downtown Association
AIA – American Institute of Architects
BRNHA – Blue Ridge National Heritage Area
CVB – Asheville Convention and Visitors Bureau, in collaboration with the Buncombe County Tourism Development Authority and Tourism Product Development Fund
EDC – Economic Development Coalition
HRC – Historic Resources Commission of Asheville and Buncombe County
NPS – National Park Service
PNC – Preservation North Carolina
PSABC – Preservation Society of Asheville and Buncombe County
SAHC – Southern Appalachian Highlands Conservancy
SHPO – North Carolina State Historic Preservation Office
TPDF – Tourism Product Development Fund
UNCA – University of North Carolina - Asheville
WNCHA – Western North Carolina Historical Association

Pg#	Strategies	Parties[1] (and others as appropriate)	Priority
	Chapter 2 – Historic Preservation Context		
	Strategies to Address the Loss of Historic Buildings		
	2.5 **Redouble outreach to property owners to encourage individual landmark designation** where appropriate. Create educational materials and conduct workshops; visit individual property owners.	HRC, PSABC	Medium
	2.6 **Consider a recognition program** designed as a first step toward encouraging owners to seek landmark designation.	HRC, PSABC	Medium
	2.7 Develop a short brochure or web page to **encourage more consideration of local historic districts**. Describe local historic district procedures and note which neighborhoods are already listed in the National Register, which neighborhoods have had surveys completed, and which are slated for surveying in the next few years.	HRC, PSABC, SHPO	Medium
	2.8 Concerning **demolition permitting**:		
	2.8A For buildings in the downtown Asheville National Register district (or other appropriate boundary established during the actions to carry out this strategy), require a **recommendation from the HRC to the Downtown Commission** prior to issuance of a demolition permit.	HRC/City	High
	2.8B For other National Register-identified buildings, require a **recommendation from the HRC to the Asheville Planning and Zoning Commission and the Buncombe County Planning Board** prior to issuance of a demolition permit.	HRC/City, HRC/County	High
	2.9 **Work with PSABC to promote the Historic Property Easement Program**, especially in areas where HRC and local government resources are limited and where a local historic district or local historic landmark designation is challenging or problematic.	PSABC, HRC	Ongoing
	Strategy to Address Conflicting Uses on Historic District Edges		
	2.10 Consider **special overlay district zoning for "gateways"** to selected districts affecting historic neighborhoods. (See also: Strategy 2.3)	City	Medium
	Strategies for Coordinating Public Policies and Practices in Asheville		
	2.11 **Establish a city policy to preserve historic, character-defining elements of the public realm city-wide.** Incorporate this policy as Public Works Strategy 1 found in Asheville 2025 (p. 159; or its replacement in the next comprehensive plan) is implemented.	HRC/City	High
	2.12 Establish a city policy that historic preservation is a "best practice" for sustainability and **incorporate use of the Secretary of the Interior's Standards for Rehabilitation in the public domain** wherever feasible.	HRC/City	High
	2.13 **Enlist the HRC and staff in city sustainability initiatives and guidelines**, to articulate and quantify the importance of energy savings through rehabilitation of existing buildings.	HRC/City	High
	2.14 Establish city policies to **support re-use of historic buildings for affordable housing** using the Secretary of the Interior's Standards for Rehabilitation wherever feasible.	HRC/City	Medium
	2.15 For the Planning & Zoning Commission, Downtown Commission, River Arts Commission, and the Housing Authority, **establish city policy that staff reports will consider the impacts on National Register districts and properties** of proposed action by these bodies.	HRC/City	High
	2.16 **Establish informal liaisons to other city and county bodies** whose work affects historic preservation, identified from among volunteer members of the HRC.	HRC	Medium

Pg#	Strategies	Parties[1] (and others as appropriate)	Priority
	Chapter 2 – Historic Preservation Context		
	Strategies to Support Section 106 and NC Environmental Reviews		
	2.17 **Establish a city policy that the HRC is to be invited into discussion of city and city-funded capital projects and earth-moving projects** at the earliest possible opportunity whenever suspected historic or archeological resources might be involved.	HRC/City	High
	2.18 **Establish a program to install "historic district" street sign toppers or other markers in recognized Asheville historic districts** (local or National Register), especially in the downtown Asheville National Register historic district.	City, TPDF, ADA, N'hood ass'ns	Medium
	Strategies for the Operation of the HRC		
	2.19 Use the HRC's annual retreat and annual work plans to **refine and strategize for balanced outcomes: enhanced ability to influence historic preservation across the city and county** through surveys, public outreach, and technical assistance as well as design review.	HRC	High
	2.20 **Recruit volunteers** to participate in HRC standing committees.	HRC	Medium
	2.21 **Enhance staffing and budgetary resources available to the HRC.**		

Pg#	Strategies	Parties	Priority
	Chapter 3 – Public Outreach and Advocacy		
	Strategies for Public Outreach		
	3.1 Establish an **annual work program for the HRC's standing committees** for education and community outreach and for landmarks and research, focusing on activities to promote messages about the importance of historic resources.	HRC, PSABC	High
	3.2 Balance Commission meetings' focus on Certificates of Appropriateness with **publicly aired attention to all goals and strategies in this plan**.	HRC	High
	3.3 Establish a partnership to **establish a web portal for easy access to heritage organizations and projects** in the region.	HRC, PSABC, WNCHA, CVB, and others	High
	3.4 Undertake or support studies to **elevate Asheville's and the region's architectural significance** and communicate results to the public:	HRC, SHPO, PSABC, UNCA, WNCHA	Medium
	3.4A Research the possibility **of establishing downtown Asheville as a district of state or national significance** vs. local only.	Add ADA	Medium
	3.4B Support **nomination of the St. Lawrence Basilica as a National Historic Landmark.**	Add St. Lawrence Basilica and NPS	High
	3.4C Explore potential for **HABS summer projects** to bring intern teams to the region.	Add NPS	Medium
	3.5 **Develop brochures and web pages highlighting themes where the Asheville region shines** – especially Art Deco architecture and landscapes related to health and wellness.	HRC, SHPO, PSABC, UNCA, WNCHA	Medium
	3.6 Establish a program **to install "historic district" street sign toppers or other markers.**	See 2.18	
	3.7 Continue to support or encourage the writing of **high-quality guidebooks** such as the one recently published for Albemarle Park.	HRC, SHPO, PSABC, UNCA, WNCHA	Medium

Pg#	Strategies	Parties	Priority
	Chapter 3 – Public Outreach and Advocacy		
	3.8 **Increase funding available to the HRC** to support public outreach, education, and research in the form of additional staff resources, funds for projects to heighten visibility of historic resources, and possibly small grants to partner agencies and organizations.	City, County	High
	3.9 Sponsor a **high school essay contest or prize for History Day** to celebrate Asheville's architecture, history, and historic preservation.	HRC, School Districts' History Day Coordinating Entities	High
	3.10 **Offer training to real estate professionals and others advising property owners** concerning Asheville's historic qualities and historic preservation procedures.	PSABC, HRC, SHPO	High
	3.11 **Consider a recognition program** to identify and praise existing good stewardship, perhaps a first step toward encouraging owners to seek landmark designation.	See 2.6	
	3.12 **Recruit volunteers** to participate in HRC standing committees.	See 2.20	

Pg#	Strategies	Parties	Priority
	Chapter 4 - Historic Tax Credits		
	Strategies for Supporting Historic Tax Credits		
	4.1 **Work to reinstitute state Historic Tax Credits through advocacy to North Carolina legislators**.	PSABC, PNC, HRC/Downtown Commission/City, Asheville Chamber/ EDC, ADA	High
	4.2 Provide information to support such advocacy by **refining an Asheville-specific and Buncombe County-specific database of properties that have used the HTC to develop data** concerning the actual level of stimulus achieved. Combine this information with cogent messages about the remaining opportunities for investment in Asheville (see next strategy).	PSABC, PNC, HRC/Downtown Commission/City, Asheville Chamber/ EDC, ADA	High
	4.3 In downtown Asheville, using a map of buildings that have used the tax credit, **perform a windshield-level survey of these buildings to investigate how many might qualify for additional HTC support for rehab** (on, say, upper floors), and **determine the number and characteristics of other buildings in the district that have not made use of the HTC and which may be eligible.**	PSABC, PNC, HRC/Downtown Commission/City, Asheville Chamber/ EDC, ADA	High
	4.4 To mitigate the loss or reduction of the state HTC, **redouble outreach to property owners to encourage individual landmark designation** where appropriate, in order to provide property tax reduction as an incentive for completion of high-quality rehab and/or simple maintenance.	See 2.5	
	4.5 **Provide technical assistance to property owners and investors unfamiliar with the use of the HTC** in the form of information, encouragement, and general guidance. Test outreach and training methods with property owners to devise the best means of supporting their properties' rehab needs. Identify private sector consultants capable of advising investors and assisting with the HTC process.	PSABC, HRC, SHPO	High
	4.6 **Offer training to real estate professionals and others advising property owners** concerning opportunities for the historic tax credit in Asheville. (May be combined with training on Asheville's historic qualities and historic preservation procedures, as discussed in Chapter 3.)	See 3.10	

Pg#	Strategies	Parties	Priority
	Chapter 4 - Historic Tax Credits		
	4.7 **Explore other options for local added incentives for and reducing barriers to rehabilitation:** consult with local banks about designing special terms for loan packages; examine the possibility of using state and federal funds strategically for public improvements that support qualified private and non-profit projects that are in the community interest; investigate the need for protocols and mitigation guidelines for code compliance to establish a clear and simple process for adaptive reuse in accordance with national standards customized to individual circumstances.	PSABC, PNC, HRC/Downtown Commission/City, Asheville Chamber/ EDC, ADA, SHPO	High

Pg#	Strategies	Parties	Priority
	Chapter 5 – Asheville's Historic Neighborhoods		
	Strategies for Supporting Historic Neighborhood Character and Quality of Life		
	5.1 **Undertake one to three pilot projects to engage in neighborhood planning** (predominantly residential neighborhoods already listed in the National Register or others identified as eligible) to work out the most effective and streamlined approach to the ideas sketched here as a two-stage process (see points for discussion in text):	HRC/City, N'hood ass'ns, PSABC, ADC	High (so long as more funding, staffing are provided)
	5.1A. Conduct a neighborhood needs assessment		
	5.1B **Facilitate a "worklist on a page" workshop session** with each community association. Based on the needs assessment, create a simple action list.		
	5.2 **Undertake a cultural landscape reconnaissance survey of Asheville neighborhoods** to support understanding of neighborhood character and help identify professional surveyors' sense of priorities for formal historic resource surveys in order to direct the HRC's annual work planning and support selection of neighborhoods interested in engaging in neighborhood planning.	See 2.3	
	5.3 **Use the neighborhood needs assessment and neighborhood "worklist workshops" as one basis for the city's next comprehensive plan.**	City	High
	5.4 **Develop greater city funding and staff capacity** to support neighborhood needs assessment and neighborhood "worklist workshops" and undertake formal neighborhood-based and small-area plans. Enlist partnering organizations in the planning process.	City	High
	5.5 **Add "neighborhood conservation overlay district" to tools for implementing small area plans.** (See sidebar.)	HRC/City, Downtown Commission	Medium
	5.6 **Consider special overlay district zoning for "gateways" to selected districts affecting historic neighborhoods.**	See 2.10	
	5.7 Develop implementation and coordination strategies for city agencies to respect and support policies put forth in adopted small area plans.	City	High

Pg#	Strategies	Parties	Priority
	Chapter 5 – Asheville's Historic Neighborhoods		
	Strategies for Addressing Housing Repair and Affordability		
	5.8 **Conduct a needs assessment** to consult potential customers and those agencies and organizations currently providing services, financing, and assistance to owners of older buildings.	HRC, PSABC, City's HOME program, Habitat for Humanity's Home Repair program	High
	5.9 Support PSABC and other preservation partners in developing a **continual hands-on training program for owners of historic properties in caring for historic buildings**. Conduct a needs survey among property owners to support development of programs. Conduct homeowner workshops where qualified craftsmen demonstrate how to maintain and repair historic fabric, directly in neighborhoods to maximize accessibility and neighborhood support.	PSABC, HRC, SHPO	Medium (subject to needs assessment)
	5.10 Support PSABC and other preservation partners in creating a program to **provide advice to homeowners from historic preservation professionals on appropriate design changes to historic buildings.**	PSABC, HRC, SHPO, local AIA chapter	Medium (subject to needs assessment)
	5.11 Support A-B Tech and other preservation education partners in developing **hands-on training for specialty trades and repair skills related to historic buildings.** Develop a volunteer outreach program for property owners in need of direct assistance, whose properties would enjoy assistance from class projects.	A-B Tech, PSABC, local trades organizations	Medium (subject to needs assessment)
	5.12 Continue PSABC's program of maintaining a **list of qualified contractors** and artisans working with historic buildings and trades.	PSABC	Ongoing
	5.13 Organize an **annual historic homeowner trade and design show** where private sector craftsmen display their services and work and where preservation-related products can be shown and demonstrated.	PSABC, HRC, CVB, local trades organizations	Medium
	5.14 Explore special property tax rebates, grants, forgivable loans or other **financing mechanisms to support critical home repairs by historic-property owners with limited incomes.**	HRC, PSABC, City's HOME program, Habitat for Humanity's Home Repair program	Medium (subject to needs assessment)
	5.15 **Publicize the availability of assistance to low-income residents** through the city's HOME program and Habitat for Humanity's Home Repair program.	HRC, PSABC, City's HOME program, Habitat for Humanity's Home Repair program	High

Pg#	Strategies	Parties	Priority
	Chapter 6 – Asheville's Business Districts		
	Strategies for Strengthening Downtown Design Review		
	6.1 Insure timely availability of information to support the decision-making process:		
	6.1A Require an **application for changes to an existing building to identify the status of the building** in relation to the National Register Historic District (this is simple for applicants; see http://gis.ncdcr.gov/hpoweb/).	City	High
	6.1B Obtain a **recommendation from the HRC** to the Downtown Commission prior to issuance of a demolition permit.	See 2.8A	
	6.1C Provide **HRC consultation** in the decision-making process when National Register properties are directly affected.	HRC/City	High

Pg#	Strategies	Parties	Priority
	Chapter 6 – Asheville's Business Districts		
	6.1D Establish city policy that **staff reports** to the Downtown Commission will consider the impacts on the Downtown National Register district of proposed action by the Commission.	See 2.15	
	6.1E Require applications for new development to **identify historic structures in the proposed project's surroundings**; specifically **consider historic context in the design** (as is currently the case); and **provide visual representation of the project's context.**	City	High
	6.2 Establish a program to **install "historic district" street sign toppers or other markers.**	See 2.18	
	6.3 **Strengthen outreach to property owners** to encourage individual local landmark designation where appropriate.	See 2.5	
	6.4 **Strengthen the Downtown Commission's current guidance with respect to historic preservation**, specifically by adopting the Secretary of Interior's Standards for Rehabilitation for alterations to existing structures that contribute to the National Register Historic District. Allow staff-level review of alterations proposed to follow the Secretary's Standards to reduce developers' timeframes. Where the Standards are not proposed to be followed for a project involving an existing downtown historic structure, proceed with the existing process (Downtown Commission review following receipt of a recommendation from the HRC *per* 6.1C above).	City	High
	6.5 **Strengthen the Downtown Commission's ability to make design judgments for projects directly affecting the National Register resources.** Consider establishing one or more Neighborhood Conservation Overlay Districts as described in Chapter 5, which enables customized design guidelines targeting those concerns that specifically pertain to the designated area. The Downtown Commission can be empowered as the review body.	City	High
	6.6 Investigate **establishing small local historic districts** where the Downtown Commission has determined that involvement of the HRC would add protection to their historic character.	Downtown Commission, HRC	Medium
	Strategies for Strengthening Downtown Economic Vitality		
	6.7 **Evaluate progress on the Downtown Master Plan** to identify critical next steps. Consider reconvening the implementation task forces, which went to work with considerable enthusiasm toward the end of the DMP planning process. Once this Historic Preservation Master Plan is adopted, ask them to consider the DMP's status in light of recommendations in this historic preservation master plan. (See points for discussion in text.)	Downtown Commission/City, PSABC, HRC, Asheville Chamber/ EDC, ADA, many others	(Conduct in association with next comp plan)
	6.8 Form a study committee to **examine how to address the DMP's critical tasks of "downtown advocacy & coordination" and "clean & safe," intended to support business development and retention.** (See points for discussion in text.)	Downtown Commission/City, PSABC, HRC, Asheville Chamber/ EDC, ADA, many others	(Conduct in association with next comp plan)
	6.9 **Study progress on the DMP's recommendations for achieving additional housing in the Downtown**, to enhance its livability and affordability. (See points for discussion in text.)	Downtown Commission, ADA, many others, including many housing partners	(Conduct in association with next comp plan)

Pg#	Strategies	Parties	Priority
	Chapter 7 – Understanding and Preserving Buncombe County's Heritage		
	Strategies for Developing Improved Information about Buncombe County's Historic Resources		
	7.1 **Undertake a cultural landscape reconnaissance of Buncombe County** to provide a first level of study, including historic context, and establish the best ways to undertake a more in-depth series of historic resource surveys in phases.	HRC/County, SHPO, PSABC, BRNHA, WNCHA, SAHC	High
	7.2 Based on the reconnaissance, **undertake segmented, phased surveys of county historic resources, making strategic and efficient use of volunteers.**	HRC/County, SHPO, PSABC, BRNHA, WNCHA, SAHC	High
	7.3 Undertake **oral/video history interviews** to support the surveys and provide material for public education.	HRC/County, PSABC, BRNHA, WNCHA, SAHC, NC Arts Council, UNCA, Appalachian State	High
	7.4 Use the surveys to identify and pursue additional candidate sites and buildings for **National Register nominations and local landmark designations.**	HRC/County, SHPO, PSABC	Medium
	7.5 **Use findings from surveys and interviews to educate Buncombe County residents** about their heritage and the value of protecting historic resources.	HRC/County, SHPO, PSABC, BRNHA, WNCHA, SAHC	Medium
	7.6 Develop **specialized tours in Buncombe County** of sites and landscapes of historic, architectural, and agricultural interest (see Chapter 8 for more).	HRC/County, SHPO, PSABC, BRNHA, WNCHA, SAHC	Medium
	Strategies for Coordinating Historic Preservation with Agricultural Land Protection		
	7.7 Incorporate survey findings into Buncombe County's **priorities for investment in agricultural land protection**, as appropriate.	County, Soil & Water Conservation District, SAHC	High
	7.8 **Update Buncombe County's Farm Plan**, An Agricultural Development and Farmland Protection Plan for Buncombe County.	County, Soil & Water Conservation District, SAHC	Medium

Pg#	Strategies	Parties	Priority
	Chapter 8 – Building Public Appreciation for Heritage and Encouraging Heritage Tourism		
	Strategies for Interpretation and Heritage Tourism		
	8.1 Build a next-level version of Asheville's collective interpretive presentation through a carefully developed **interpretive and visitor experience plan**.	WNCHA, BRNHA, HRC, PSABC, CVB, AAAC, many other partners from the interpretive, arts, and tourism communities.	High

Pg#	Strategies	Parties	Priority
	Chapter 8 – Building Public Appreciation for Heritage and Encouraging Heritage Tourism		
	8.2 **Invest in K-12 initiatives to build knowledgeable and engaged community leaders at the earliest opportunities.** Use Asheville's history and historic sites to support K-12 curriculum requirements across the board (science, social studies, language arts, math, and more). Incorporate the civics of city planning, historic preservation, and tourism, all of which offer great potential to support multi-disciplinary learning, team learning, and problem-solving.	School districts, PSABC, HRC, CVB, City, County, SHPO	Medium
	8.3 **Undertake historical context studies** to support interpretation (and surveys).	See 2.4	
	8.4 **Invest in Asheville's story.** In the interpretive and visitor experience plan, identify capital projects and other programs for future public and public/private investment. Include consideration of "telling the story of our heritage" as investments are made to support tourism, the arts, placemaking, and the environment. Specifically:	City, County, WNCHA, BRNHA, HRC, PSABC, CVB, TPDF, AAAC, ADA, many other partners from the interpretive, arts, and tourism communities	Medium
	8.4A **Invest in the Urban Trail.** Focus on the next-generation needs of the Urban Trail. Evaluate current use. Address long-term maintenance. Consider additional installations to support themes and activities identified in the interpretive and visitor experience plan. In formalizing an approach to such an update, consider renaming in such a way that a new name would focus visitors' attention on the trail's creative story-telling approach to Asheville's arts and heritage. (Hold a contest?)	Above led by Urban Trail	Medium
	8.4B **Create more walking and driving tours** based on the interpretive and visitor experience plan.	See 8.4	High
	8.4C **Create a "Neighborhood Trail" as a companion experience to the "Urban Trail."** Engage neighborhoods in an arts-based placemaking endeavor as a part of the neighborhood planning described in Chapter 3.	Above led by Urban Trail, AAAC, n'hood ass'ns	Medium
	8.4D **Engage in other placemaking activities to illuminate Asheville's heritage.** Consider plaques or interpretive markers identifying National Register contributing properties and local landmarks and "historic district" street sign toppers or other markers. Such plaques or interpretive markers should be specially designed to express Asheville's unique qualities and experience, just as the Urban Trail and wayfinding system already do.	See 8.4; see 2.18 re street sign toppers	Medium
	8.4E Establish a partnership among the HRC, PSABC, WNCHA, CVB, and others to **establish a web portal for easy access to heritage organizations and projects** in the region.	See 3.3	
	8.4F **Revise promotional materials and itineraries** to include the City Building and Buncombe County's courthouse and correlate other entries.	See 8.4	High
	8.5 Include Buncombe County in planning for next-level interpretive experiences to support development of tours and research through context studies, oral/video history interviews, etc.	See 8.4	Medium

END NOTES

[Note: task of inserting corresponding superscript numbers in text is reserved for final version of this document]

1. http://www.preservationnation.org/information-center/economics-of-revitalization/rehabilitation-tax-credits/additional-resources/Study_201005_HistPresSouthWest.pdf
2. *First Annual Report on the Economic Impact of the Federal Historic Tax Credit*, by Edward J. Bloustein School of Public Policy, Rutgers University, March 2010, Exhibits 2.4 and 2.5; http://www.preservationnation.org/information-center/economics-of-revitalization/rehabilitation-tax-credits/jobs/Rutgers-Report.pdf
3. Rutgers 2013 Report Highlights, http://www.preservationnation.org/take-action/advocacy-center/additional-resources/RutgerReport_highlights_final_web.pdf
4. Tax credit data from North Carolina State Historic Preservation Office, August, 2014
5. http://www.preservationnation.org/forum/library/public-articles/preservation-jobs-findings.html
6. http://my.preservationnation.org/site/DocServer/Economic_Benefits_of_HP_April_2011.pdf?docID=9023
7. http://www.mnpreservation.org/2013/02/08/the-greenest-building-is-the-one-already-built/
8. See http://www.achp.gov/docs/DoD%20Cost%20Benefit%20Report.pdf; as the result of this study DoD – the world's largest property owner – is in the process of emphasizing the re-use of older buildings as its bases are modernized; see also other reports found at http://www.achp.gov/sustainabilitylinks.html.
9. http://www.preservationnation.org/forum/library/public-articles/preservation-jobs-findings.html
10. "New Jobs Hit WNC Faster than Expected – Asheville 5x5 Tops Ambitious Goal," *Black Mountain News*, March 10, 2014 - http://www.blackmountainnews.com/article/20140310/NEWS01/303100062/New-jobs-hit-WNC-faster-than-expected; and http://www.ashevillecvb.com/wp-content/uploads/2013/07/Asheville-2012-Visitor-Final-Report-v.3.pdf, reporting 3.1 million overnight "person-trips" in 2012, an increase of 12% over the 2.76 reported in 2005. http://www.citizen-times.com/story/money/business/2014/05/03/tourism-focus-shifts-experiences-asheville-offers/8674207/ explains that 1,000 new hotel rooms are already slated for construction in the next two years.
11. Some projections are higher; Pew Research states that the population of the United States is projected to rise to 438 million in 2050, from 296 million in 2005 (http://www.pewsocialtrends.org/2008/02/11/us-population-projections-2005-2050/). Projections are heavily reliant on assumptions about international migration to the U.S.
12. https://www.google.com/search?q=A+Legal+Primaer+for+NC+HP+Commns+2008.pdf&rlz=1C1RNKB_en&oq=A+Legal+Primaer+for+NC+HP+Commns+2008.pdf&aqs=chrome..69i57j69i64l2.2002j0&sourceid=chrome&ie=UTF-8#q=A+Legal+Primer+for+NC+Historic+Preservation+Commissions+2008.pdf, p 3

13. This language comes from the Nelson Camp property ordinance passed by Buncombe County, the most recently landmarked building, http://buncombecounty.org/Governing/Commissioners/ArchivedAgenda/20111206/documents/NelsonCamp11911.pdf
14. *The State of North Carolina 2013-2022 State Historic Preservation Plan: Legacy – A Gift from the Past for a Better Tomorrow*, p. 1, aka "NC 2022 Preservation Plan"
15. http://www.nps.gov/history/hdp/
16. http://www.nps.gov/history/hdp/standards/index.htm
17. http://www.loc.gov/pictures/collection/hh/
18. http://www.nps.gov/history/nhl/themes/themes-allnew.htm
19. http://www.nps.gov/history/hps/treasures/
20. http://www.nps.gov/nr/twhp/
21. Number includes Biltmore Avenue Amendment to Downtown Asheville Historic District (1989); Ravenscroft Amendment to Downtown Asheville Historic District (1990); Downtown Asheville Historic District Boundary Increase III, Boundary Decrease & Additional Documentation (2010); and eight additional structures nearby nominated individually – see Appendix C.
22. Includes Kimberly Amendment to Grove Park Historic District (1990)
23. http://www.achp.gov/aboutachp.html and http://www.achp.gov/106summary.html, which is also the source for the following paragraph; see also http://www.achp.gov/work106.html and *Protecting Historic Properties: A Citizen's Guide to Section 106 Review,* available at http://www.achp.gov/docs/CitizenGuide.pdf
24. www.doa.state.nc.us/clearing/faq.aspx; Wording of this paragraph is indebted to a PowerPoint presentation available at http://www.hpo.ncdcr.gov/er.htm, accessed 3/4/2014, and created by Renee Gledhill-Earley, Environmental Review Coordinator, for the 31st Annual State Construction Conference, March 22, 2012.
25. North Carolina State Historic Preservation Office database, assembled by the Asheville office, with special thanks to Annie Laurie McDonald.
26. http://www.citizen-times.com/story/money/business/2014/05/03/tourism-focus-shifts-experiences-asheville-offers/8674207/, accessed May 4, 2014
27. http://www.preservationnation.org/take-action/advocacy-center/policy-resources/Catalytic-Study-Final-Version-June-2014.pdf
28. *http://www.preservationnation.org/take-action/advocacy-center/additional-resources/2013_Rutgers_Report_Highlights.pdf*
29. http://www.thrivenc.com/newsandevents/nc-dept-commerce-issues-2013-economic-development-tier-rankings. See http://www.hpo.ncdcr.gov/credits.htm and http://www.nps.gov/tps/tax-incentives/before-you-apply.htm
30. http://www.hpo.ncdcr.gov/credits.htm
31. http://www.presnc.org/Preservation-Answers/Tax-Credits-Economic-Impact
32. http://www.presnc.org/Preservation-Answers/Tax-Credits
33. Tax credit data from North Carolina State Historic Preservation Office, August, 2014
34. *Asheville City Development Plan 2025: A Vision for the Future Development of Asheville Concentrating on Land Use, Transportation, Air and Water Quality, and*

Economic Development, referred throughout this historic preservation master plan as *"Asheville 2025."*

35. Police, Goal I: ""Partner with the community to enhance the quality of life and resolve neighborhood concerns" (p. 211); Parks and Recreation, Goal II: "Design and build park facilities that address the unique needs of the population they serve and that respect the heritage and character of the neighborhoods in which they are located," with Strategy 3 for this goal being "Research and understand the unique placemaking characteristics of the neighborhoods and community as a whole and incorporate that through design" (p. 230).

36. This sidebar is drawn directly from http://www.presnc.org/neighborhood-conservation-overlay-districts/#sthash.W9u3TbXO.eF6R2oHp.dpuf, with thanks to The Historic Preservation Foundation of North Carolina, Inc. Learn more about NCODs at:
http://www.preservationnation.org/information-center/law-and-policy/legalresources/preservation-law-101/resources/Conservation-District-Programs.pdf [suggested by State Historic Preservation Office]
https://www.ci.oceanside.ca.us/civica/filebank/blobdload.asp?BlobID=26033 [after a fruitless search for the direct viewing of NC's enabling legislation!]
http://www.cityofws.org/portals/0/pdf/planning/publications/misc-reports/NCO_Manual_20090414.pdf
http://www.sanantonio.gov/planning/pdf/Neighborhoods/NCDs/NCD_Enabling_Ordinance_-_UDC_Section_35-335.pdf
https://www.preservationalliance.com/wp-content/uploads/Conservation-District-Description.pdf
http://www.cura.umn.edu/sites/cura.advantagelabs.com/files/content-docs/CD_Reporter_Final.pdf

37. "Public Leadership of Asheville's Downtown Revitalization," by Leslie Anderson, Anita Brown-Graham, and Jennifer Lobenhofer, in *Popular Government*, Spring/Summer 2006, pp. 4-15, at p. 6.

38. "Public Leadership of Asheville's Downtown Revitalization," by Leslie Anderson, *et al.*, in *Popular Government*, Spring/Summer 2006, at pp. 6-7.

39. "Promotion takes many forms, but the goal is to create a positive image that will rekindle community pride and improve consumer and investor confidence in your commercial district. Advertising, retail promotions, special events, and marketing campaigns help sell the image and promise of Main Street to the community and surrounding region. Promotions communicate your commercial district's unique characteristics, business establishments, and activities to shoppers, investors, potential business and property owners, and visitors." (http://www.preservationnation.org/main-street/about-main-street/the-approach/#.U2z6zdLktQg)

40. Originally surveyed in 1977-78, thirty blocks of the historic commercial core of downtown Asheville were listed in the National Register of Historic Places in 1979. Approximately 250 historic resources comprised this original district. In 1989, two properties along Biltmore Avenue near its intersection with Sycamore Street were added to the Downtown Asheville Historic District. The following year, the National Park Service (NPS) approved a 2.5-acre addition, the Ravenscroft Amendment, which included 13 contributing resources. The most recent expansion of the historic district came in 2011, with the inclusion of 21 contributing resources over 9.35 acres. Approximately half of the expanded historic district included North French Broad Avenue. The other half extended southward along Biltmore Avenue from Sycamore Street State Historic Preservation Office. A small boundary decrease was necessitated by the demolition of the Pisgah Building at the northwest corner of Patton Avenue and Otis Street on the west side of the original district and the subsequent construction of a large federal office

building in 1994 that is mostly outside the district but occupies a portion of this corner lot. The total number of 244 contributing resources come from a combination of 236 contributing resources identified in an Excel chart provided in July of 2014 to Heritage Strategies, LLC, by Andrew Edmonds, GIS tech with the State Historic Preservation Office combined with eight additional sites (BN0024, BN0027, BN0028, BN0029, BN0030, BN0033, BN0034, BN0036) identified separately at http://www.hpo.ncdcr.gov/NR-PDFs.html#B, accessed August 15, 2014. Mr. Edmonds comments on his methodology in his email conveying the Excel chart: "Primary and secondary structures are also listed...where the nomination form mentions them, or where I have calculated them based upon the descriptions in the inventory...These numbers should be viewed not as absolute, but as ballpark. Contributing and noncontributing status can be fluid and demolitions/infill can radically change the composition of older districts."

41. Tax credit data from North Carolina State Historic Preservation Office, August, 2014

42. Philip Walker, AICP, "Yoking Form-Based Codes and Historic Districts: How to Get the Best Combination," *Planning*, March 2014, http://www.planning.org/planning/2014/mar/yokingformbasedcodes.htm (access by APA members only).

43. *An Agricultural Development and Farmland Protection Plan for Buncombe County*, compiled by Sam Bingham, November 2007, p. 3, http://www.farmlandinfo.org/sites/default/files/BC_FarmPlan.pdf

44. http://www.nps.gov/nr/publications/bulletins/nrb30/nrb30_3.htm

45. "Small-scale elements, such as a foot bridge or road sign, add to the historic setting of a rural landscape. These features may be characteristic of a region and occur repeatedly throughout an area, such as limestone fence posts in Kansas or cattle gates in the Buffalo River Valley of Arkansas. While most small-scale elements are long-lasting, some, such as bales of hay, are temporal or seasonal. Collectively, they often form larger components, such as circulation networks or boundary demarcations. Small-scale elements also include minor remnants--such as canal stones, road traces, mill stones, individual fruit trees, abandoned machinery, or fence posts--that mark the location of historic activities, but lack significance or integrity as archeological sites." http://www.nps.gov/nr/publications/bulletins/nrb30/nrb30_5.htm

46. "According to the 2002 Census of Agriculture, 50 percent of the farmers are 55 years of age or older, up only three percent from 1997. Average age of the principal operator is 55.3." (http://www.agday.org/media/factsheet.php)

47. http://www.culturalheritagetourism.org/howToGetStarted.htm; http://mandalaresearch.com/images/stories/free_download_CH_2013.pdf

48. http://www.mandalaresearch.com/images/stories/pressreleases/press%20release%202013%20cultural%20and%20heritage%20traveler%20study.pdf

49. 2013 study conducted by Mandala Research for the U.S. Cultural & Heritage Tourism Marketing Council, in conjunction with the U.S. Department of Commerce. Heritage Travel, Inc., a subsidiary of The National Trust for Historic Preservation, and its website www.gozaic.com (both no longer in existence) was lead sponsor of the study. See www.mandalaresearch.com.

50. http://www.asheville-mountain-magic.com/asheville-architecture.html

51. For more information, see Asheville's city website, which has complete coverage: http://www.ashevillenc.gov/Departments/ParksRecreation/CulturalArts/CulturalArtsPublicArttheUrbanTrail/UrbanTrailWalkingTour.aspx

52. http://bctda.org/about/; and http://bctda.org/wp-content/

uploads/2012/08/2012-13-BCTDA-Annual-Plan.pdf, p. 4

53. http://bctda.org/; and D.K. Shifflet, Economic Development Research, p. 8 of http://bctda.org/wp-content/uploads/2012/08/2012-13-BCTDA-Annual-Plan.pdf

54. http://bctda.org/wp-content/uploads/2012/08/2012-13-BCTDA-Annual-Plan.pdf, p. 5 and http://bctda.org/

55. See http://www.exploreasheville.com/press-room/press-kit/fact-sheet/ and http://www.exploreasheville.com/press-room/press-kit/architectural-treasures/

56. From 2000 - 2011, the National Trust for Historic Preservation's Dozen Distinctive Destinations program provided an annual list of twelve cities and towns that showcased the best practices for creating an authentic visitor experience. "By combining dynamic downtowns, cultural diversity, attractive architecture, cultural landscapes, and a strong commitment to historic preservation, sustainability and revitalization – each of the Dozen Distinctive Destinations offer something truly unique. In each community, residents have joined together and taken action to protect their town's character," reports the National Trust (http://www.preservationnation.org/travel-and-sites/distinctive-destinations/dozen-distinctive-destinations.html). Asheville was named a Distinctive Destination in year three of that program, 2002. The National Trust has decided to devote its resources to other strategies and thus the program no longer is growing, but the trust maintains the list and the recognition remains prestigious.

57. http://bctda.org/wp-content/uploads/2012/08/2012-13-BCTDA-Annual-Plan.pdf, p. 18

58. http://blog.exploreasheville.com/

NOTE: Appendixes that follow will be fully formatted following approval of the preliminary draft.

APPENDIX A – SURVEYS COMPLETED IN ASHEVILLE AND BUNCOMBE COUNTY, NC

- 1976: McKeldon Smith, architectural historian with the State Historic Preservation Office, conducted a comprehensive survey of Asheville's Historic Montford District, listed in the National Register in 1977.
- 1977-78: David Black and James Sumner. *The Historic Architectural Resources of Downtown Asheville, North Carolina*, Asheville, NC: Historic Resources Commission of Asheville and Buncombe County and the North Carolina Division of Archives and History, 1979 (excerpted in *Cabins & Castles*, p. 173). 166 entries. Led to the first National Register listing of downtown Asheville in 1979.
- 1977-78: Comprehensive architectural survey of Buncombe County by Doug Swaim, leading to 1980 publication of *Cabins & Castles: The History and Architecture of Buncombe County, North Carolina* (Asheville, NC: Historic Resources Commission of Asheville and Buncombe County and the North Carolina Division of Archives and History, 1981, 2008 reprint). Still a popular resource, this well-documented book includes 646 entries (including streets and historic districts, so there are many more structures involved[1]) and many photos.
- 1977: Survey and listing of the Albemarle Park Historic District in the National Register of Historic Places.
- 1983: Survey and listing of the Chestnut Hill Historic District in the National Register.
- 1987-1989: Survey and listing of the Grove Park Historic District in the National Register.
- 1990: Survey and listing of the Kimberly Amendment to the Grove Park Historic District in the National Register.
- 1991: Richard and Jane Mathews, survey of The Manor and Cottages, further documenting Asheville's Historic Albemarle Park District.
- 1993: Harry Weiss and Davyd Foard Hood, survey of the Hillside-Mount Clare area in response to NCDOT's proposed improvements along Broadway north of I-240, recording more than 400 principal resources.
- 1998: Liz Claud conducted a survey (sponsored by the HRC) documenting more than 1,600 properties in areas of north Asheville, West Asheville, and the Shiloh neighborhood.
- 2004: Survey and listing of the Riverside Industrial Historic District in the National Register.
- 2007: Acme Preservation Services. *Asheville Survey Update: Phase I Summary Report* (report to the City of Asheville, completed in May of 2011). This most recent survey included an assessment of buildings previously surveyed and made sure to include secondary structures, many of which were overlooked previously. More than 4,000 previously recorded resources were studied, "representing

[1] Surveyed areas (and number of entries): Asheville, Central (62); Asheville, Biltmore Village; Asheville, Downtown Historic District; Asheville, East (37); Asheville, Montford; Asheville, North (97); Asheville, South (5); Asheville, West (21); Asheville Township (24); Avery's Creek (5); Biltmore Estate (); Biltmore Forest (20); Black Mountain (36); Broad River (7); Fairview (33); Flat Creek (22); French Broad (19); Ivy (41); Leicester (57); Limestone (12); Lower Hominy (12); Reems Creek (52); Sandy Mush (27); Swannanoa (28); and Upper Hominy (26).

the cumulative recording of properties over the past forty years" (p. 10), and a searchable, state-of-the-art database was compiled. The survey resulted in a total of 4,079 records, expanding from the 1,760 records provided by the NC Division of Cultural Resources from its years of files. "Searching the database reveals that 239 previously recorded resources have since been demolished. The percentage of demolished properties is far less than has been seen in other recent county survey updates in North Carolina....Forty-two properties were categorized as substantially deteriorated and more than 1,000 were considered to be substantially altered. The number of properties categorized as rehabilitated was 629 and more than 2,450 properties were classified as unchanged [although this may be high due to uncertainty of preceding photographic records]." (p. 10) The data from this survey are currently being incorporated into the city's standard geographic information systems (GIS) database, which will make it searchable for developers and property owners seeking information about their historic properties.

- 2008: Survey and listing of the Norwood Park and Proximity Park Historic Districts in the National Register.
- 2012 Acme Preservation Services. *Asheville Survey Update: Phase II Summary Report* (report to the City of Asheville, completed in February of 2012). This project "added 400 new properties to the comprehensive inventory of historic architectural resources within the city limits of Asheville. The newly surveyed resources in Phase II have not been previously recorded in State Historic Preservation Office survey site files and typically date from before 1960. Following the completion of Phase I (see bullet above re work in the year 2007), APS conferred with the City and State Historic Preservation Office to identify the resources and areas of the city to be included in the Phase II survey" (p. 3); available funding limited this survey to roughly half of the sites recommended for top-priority review, using the following criteria (p. 5):

  1. Properties and/or neighborhoods with intensive HRC activity or public interest (i.e., Biltmore Village and Montford/Montford Hills)
  2. Directly threatened properties and/or neighborhoods
  3. Principal development corridors (e.g. Merrimon Avenue, Brevard Road, etc.)
  4. Other corridors that may not qualify as potential historic districts and are not likely to be surveyed collectively.
  5. Potential National Register-eligible properties and/or districts.

APPENDIX B Secretary of the Interior's Standards for the Treatment of Historic Properties

Standards for Rehabilitation

STANDARD 1 – *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

STANDARD 2

The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

STANDARD 3

Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

STANDARD 4

Changes to a property that have acquired historic significance in their own right will be retained and preserved.

STANDARD 5 – *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

STANDARD 6

Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

STANDARD 7 – *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

STANDARD 8 – *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

STANDARD 9 – *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.*

STANDARD 10 – *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

Appendix C Buncombe County Listings in the National Register of Historic Places, August 2014

Site, Historic District (HD), or Multiple Resource Nomination (MRN)	Location	Site ID	Date Listed
1. Mrs. Minnie Alexander Cottage	Asheville	BN0195	12/21/1989
2. Arcade Building (Grove Arcade)	Asheville	BN0002	5/19/1976
3. Asheville City Hall	Asheville	BN0001	11/7/1976
4. Asheville High School	Asheville	BN0232	4/26/1996
5. Battery Park Hotel	Asheville	BN0009	7/14/1977
6. Biltmore Estate	Asheville	BN0004	10/15/1966
Biltmore Estate (Additional Documentation and Boundary Reduction)	Asheville	BN1835	4/5/2005
7. Biltmore Hardware Building	Asheville	BN0928	8/21/2003
8. Biltmore Hospital	Asheville	BN1823	9/1/2005
9. Biltmore Industries	Asheville	BN0141	2/1/1980
10. Bledsoe Building	Asheville	BN1415	4/18/2003
11. Bruce A. and June L. Elmore Lustron House	Asheville	BN5942	8/27/2013
12. (former) Buncombe County Boys' Training School	Asheville	BN0284	9/30/1997
13. Buncombe County Courthouse	Asheville	BN0006	5/10/1979
14. Chestnut Hill HD	Asheville	BN0140	3/17/1983
15. Church of Saint Lawrence	Asheville	BN0007	3/24/1978
Church of Saint Lawrence Additional Documentation	Asheville	BN0007ad	5/11/2010
16. Church of the Redeemer	Asheville	BN0178	9/19/1985
17. Claxton School	Asheville	BN0322	6/4/1992
18. Clingman Avenue HD	Asheville	BN1826	6/9/2004
19. Demens-Rumbaugh-Crawley House	Asheville	BN0038	6/1/1982
20. Eliada Home	West Asheville	BN0899	4/22/1993
21. Douglas Ellington House	Asheville	BN0179	10/16/1986
22. Dr. Carl V. Reynolds House	Asheville	BN0040	8/19/1982
23. Fire Station Number 4	Asheville	BN0537	4/6/2000
24. First Baptist Church	Asheville	BN0008	7/13/1976
25. Grove Park HD	Asheville	BN0194	4/13/1989
Kimberly Amendment to Grove Park HD	Asheville	BN0198	12/18/1990
26. Grove Park Inn	Asheville	BN0010	4/3/1973
27. Gunston Hall	Asheville	BN0214	10/24/1991
28. Kenilworth Inn	Asheville	BN0223	12/31/2001
29. Montford Area HD	Asheville	BN0022	11/25/1977
30. Municipal Golf Course (considered by City as HD)	Asheville	BN1825	4/20/2005
31. Norwood Park HD	Asheville	BN1945	8/29/2008
32. Oteen Veterans Administration Hospital HD	Asheville	BN0041	11/20/1985
33. Ottari Sanatarium	Asheville	BN0180	10/16/1986
34. Overlook (Seely's Castle)	Asheville	BN0037	10/22/1980
35. Proximity Park HD	Asheville	BN1250	10/8/2008
36. Ravenscroft School	Asheville	BN0012	12/12/1978

Site, Historic District (HD), or Multiple Resource Nomination (MRN)	Location	Site ID	Date Listed
37. Reynolds House	Asheville	BN0176	9/13/1984
38. Richard Sharp Smith House	Asheville	BN1931	1/22/2009
39. Riverside Industrial HD	Asheville	BN1827	8/11/2004
40. S & W Cafeteria	Asheville	BN0014	3/28/1977
41. Saint Luke's Episcopal Church	Asheville	BN0681	9/30/1997
42. Saint Mary's Episcopal Church	Asheville	BN1228	12/23/1994
43. Smith-McDowell House	Asheville	BN0017	8/1/1975
44. The Spinning Wheel	Asheville	BN0677	7/28/1999
45. St. Matthias Episcopal Church	Asheville	BN0015	5/10/1979
46. Sunset Terrace HD	Asheville	BN1828	12/16/2005
47. The Manor and Cottages (city lists as “Albemarle Park HD”)	Asheville	BN0011	1/26/1978
48. Thomas Jarrett House	Asheville	BN0479	1/21/1994
49. Thomas W. Raoul House	Asheville	BN0255	11/28/2006
50. Thomas Wolfe House	Asheville	BN0019	11/11/1971
51. West Asheville End of Car Line HD	Asheville	BN1838	8/9/2006
52. West Asheville-Aycock School HD	Asheville	BN1839	8/23/2006
53. Whiteford G. Smith House	Asheville	BN1829	5/4/2005
54. William E. Breese, Sr. House	Asheville	BN0023	4/28/1980
55. William Jennings Bryan House	Asheville	BN0139	6/23/1983
56. Young Men's Institute (YMI Building)	Asheville	BN0020	7/14/1977
57. Zealandia	Asheville	BN0021	3/14/1977
58. BILTMORE VILLAGE MRN			
1) All Souls Episcopal Church and Parish House	Asheville	BN0150	11/15/1979
2) Clarence Barker Memorial Hospital	Asheville	BN0151	11/15/1979
3) Biltmore Estate Office	Asheville	BN0152	11/15/1979
4) Biltmore Village Commercial Buildings	Asheville	BN0153	11/15/1979
5) Biltmore Shoe Store	Asheville	BN0155	11/15/1979
6) Biltmore Village Cottage District	Asheville	BN0156	11/15/1979
7) Biltmore Village Cottages	Asheville	BN0170	11/15/1979
8) Biltmore-Oteen Bank Building	Asheville	BN0172	11/15/1979
9) McGeahy Building	Asheville	BN0173	11/15/1979
10) Samuel Harrison Reed House	Asheville	BN0174	11/15/1979
11) Southern Railway Passenger Depot	Asheville	BN0175	11/15/1979
59. DOWNTOWN ASHEVILLE MRN			
1) Downtown Asheville HD	Asheville	BN0003	4/26/1979
2) Biltmore Avenue Amendment to Downtown Asheville HD	Asheville	BN0193	5/25/1989
3) Ravenscroft Amendment to Downtown Asheville HD	Asheville	BN0197	8/23/1990
4) Downtown Asheville HD Boundary Increase III, Boundary Decrease & Additional Documentation	Asheville	BN2483	12/28/2011
5) E.D. Latta Nurses' Residence	Asheville	BN0024	4/26/1979
6) George A. Mears House	Asheville	BN0027	4/26/1979
7) 130-132 Biltmore Avenue	Asheville	BN0028	4/26/1979
8) 134-136 Biltmore Avenue	Asheville	BN0029	4/26/1979

Site, Historic District (HD), or Multiple Resource Nomination (MRN)	Location	Site ID	Date Listed
9) 140 Biltmore Avenue	Asheville	BN0030	4/26/1979
10) Conabeer Chrysler Building	Asheville	BN0033	4/26/1979
11) Sawyer Motor Company Building	Asheville	BN0034	4/26/1979
12) Richbourg Motors Building	Asheville	BN0036	4/26/1979
BUNCOMBE COUNTY OUTSIDE ASHEVILLE			
60. Blake House	Arden	BN0562	8/30/2010
61. Asheville School	Asheville vic.	BN1232	6/3/1996
62. Bent Creek Campus of the Appalachian Forest Experiment Station (Federal Nomination)	Asheville vic.	BN0898	4/29/1993
Bent Creek Campus of the Appalachian Forest Experiment Station (Boundary Decrease)	Asheville vic.	BN1251	12/30/1996
63. Rice-Cornell-Brown House	Asheville vic.	BN0623	12/24/1998
64. Judge Junius G. Adams House	Biltmore Forest	BN1409	10/5/2001
65. Black Mountain Downtown HD	Black Mountain	BN1259	6/2/2004
66. Dougherty Heights HD	Black Mountain	BN1795	1/14/2011
67. In The Oaks	Black Mountain	BN0199	4/10/1991
68. Monte Vista Hotel	Black Mountain	BN0807	4/30/2008
69. South Montreat Road HD	Black Mountain	BN1796	12/27/2010
70. Thomas Chapel A.M.E. Zion Church	Black Mountain	BN1687	4/30/2009
71. Black Mountain College HD	Black Mountain vic.	BN0137	10/5/1982
72. Blue Ridge Assembly HD	Black Mountain vic.	BN0005	9/17/1979
73. Rafael Guastavino, Sr. Estate	Black Mountain vic.	BN0196	7/13/1989
74. Engadine	Candler vic.	BN0376	9/24/2001
75. Carter-Swain House	Democrat vic.	BN0192	7/2/1987
76. William Nelson Camp, Jr. House	Fairview	BN1252	12/17/1998
77. Dr. Cicero McAfee McCracken House	Fairview	BN0525	9/1/1995
78. Sherrill's Inn	Fairview vic.	BN0016	4/16/1975
79. Camp Academy	Leicester vic.	BN0177	9/19/1985
80. Brigman-Chambers House	Reems Creek Community vic.	BN0271	6/2/2004
81. Zebulon Baird House	Weaverville	BN0242	4/30/2009
82. Weaverville United Methodist Church	Weaverville	BN1231	3/1/1996
83. Dr. John G. and Nannie H. Barrett Farm	Weaverville vic.	BN2484	5/8/2013
84. Joseph P. Eller House	Weaverville vic.	BN0375	8/11/2004
85. NC Electrical Power Company Electric Generating Plant	Woodfin	BN0373	6/25/1999
GONE:			
Schoenberger Hall (AD MRN)	Asheville	BN0025	4/26/1979
John A. Lanning House	Asheville vic.	BN0039	9/23/1982
Richmond Hill House	Asheville	BN0013	3/15/1984
Alexander Inn	Swannanoa vic.	BN0138	5/31/1984
Broadway Market Building	Asheville	BN0964	9/1/2005

SOURCE: http://www.hpo.ncdcr.gov/NR-PDFs.html#B, accessed August 15, 2014; formatted and numbered by Heritage Strategies, LLC

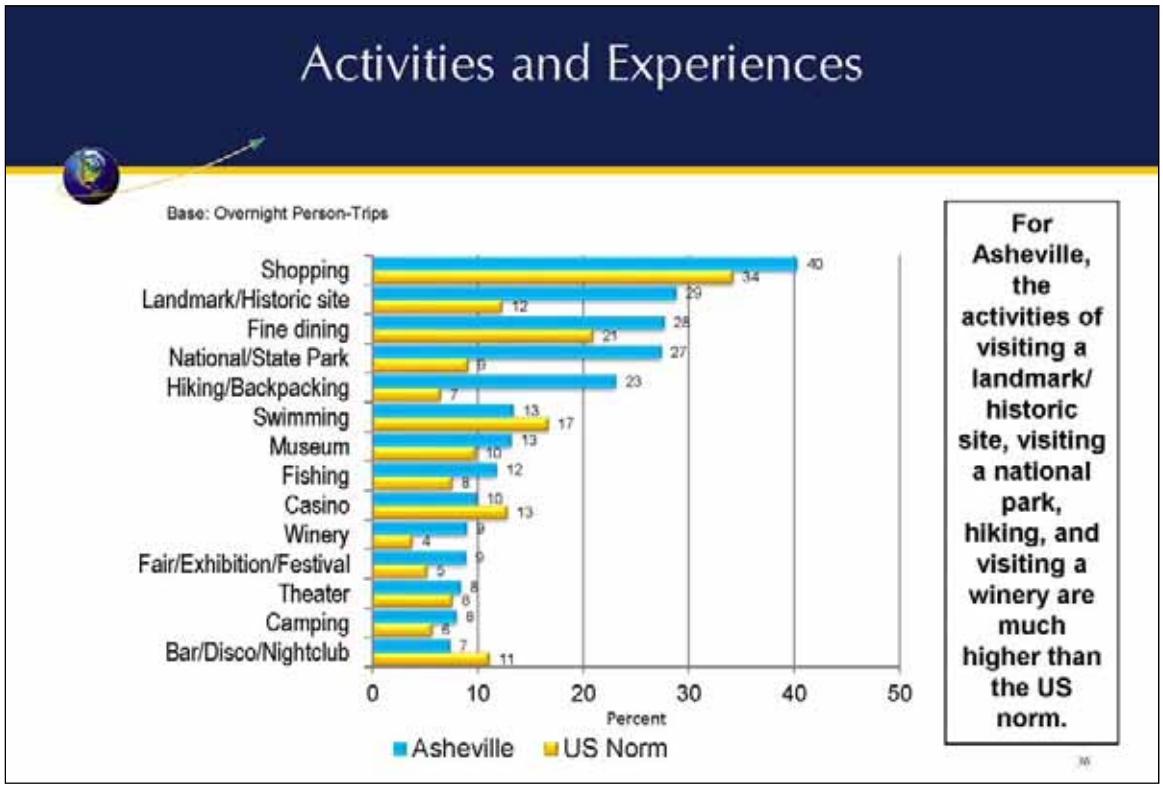
APPENDIX D – "Historic Attractions and Museums" Offered by ExploreAsheville.com

Website Entry	In Asheville	In Buncombe County	In Western NC	Museum	Historic Site	Interpretive Attraction (Non-museum)	Other Attraction
1. Asheville Art Museum	x			x			
2. Asheville Ghost Trolley	x					x	
3. Asheville Parks, Recreation and Cultural Arts	x						x
4. Asheville Pinball Museum	x			x			
5. Asheville Tourists Baseball Club	x						x
6. Asheville Urban Trail	x					x	
7. Basilica of St. Lawrence	x				x		
8. Biltmore	x			x	x		
9. Biltmore Winery	x						x
10. Black Mountain College Museum + Arts Center		x		x	x		
11. Blue Ridge National Heritage Area	x	x	x			x	
12. Buncombe County Civil War Memorial	x				x		
13. Carl Sandburg Home National Historic Site		x		x	x		
14. Cherokee Excursions			x			x	
15. Cherokee Welcome Center			x			x	
16. Colburn Earth Science Museum	x			x			
17. Cradle of Forestry		x		x	x		
18. Estes-Winn Antique Car Museum	x			x			
19. Folk Art Center (see also 42, Southern Highland Craft Guild)	x					x	
20. Friends of the Smokies			x				x
21. Ghost Hunters of Asheville	x					x	
22. Grandfather Mountain			x				x
23. Gray Line Trolley Tours of Asheville	x					x	
24. Great Smoky Mountains Railroad			x		x	x	
25. Historic Biltmore Village	x				x		
26. Historic Hendersonville and Village of Flat Rock			x		x	x	x
27. Historic Johnson Farm			x		x	x	
28. Lazoom Comedy Tour	x					x	
29. Linville Caverns			x			x	

Website Entry	In Asheville	In Buncombe County	In Western NC	Museum	Historic Site	Interpretive Attraction (Non-museum)	Other Attraction
30. Montford Historic District	x				x		
31. Moog Music Factory	x					x	
32. Moving Sidewalk Tours	x					x	
33. Museum of the Cherokee Indian			x	x			
34. North Carolina Arboretum	x			x			
35. North Carolina Homespun Museum	x			x			
36. North Carolina Literary Trails	x	x	x			x	
37. Oconaluftee Indian Village			x	x			
38. The Omni Grove Park Inn	x				x		
39. Pack Place Education, Arts and Science Center	x			x			
40. Riverside Cemetery	x				x		
41. Smith-McDowell House Museum	x			x	x		
42. Southern Highland Craft Guild (see also 19, Folk Art Center)	x					x	
43. Star Watch Night Vision Tours		x				x	
44. Swannanoa Valley Museum	x			x	x		
45. The Masonic Temple			x		x		
46. The Qualla Arts and Crafts Mutual Inc.	x					x	
47. Thomas Wolfe Memorial State Historic Site			x	x	x		
48. Unto These Hills... A Retelling			x			x	
49. Wheels Through Time	x			x			
50. YMI Cultural Center		x		x	x		
51. Zebulon Vance Birthplace State Historic Site				x	x		

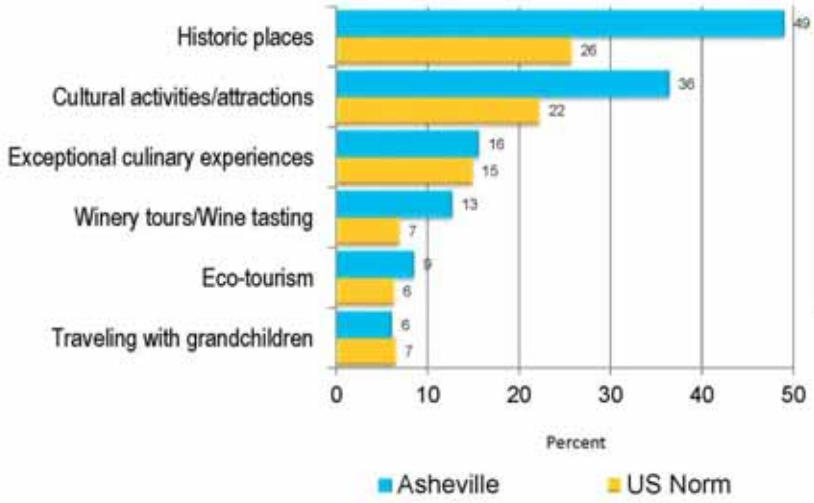
Source: http://www.exploreasheville.com/things-to-do/historic-attractions-museums/, accessed 3/12/2014; alphabetical listing according to the website. Characterizations of location and type are responsibility of Heritage Strategies, LLC.

APPENDIX E: Activities and Experiences of Overnight and Day Visitors, April-Dec, 2012 [note: may be illustrations appearing in this chapter in the final report]



Activities of Special Interest

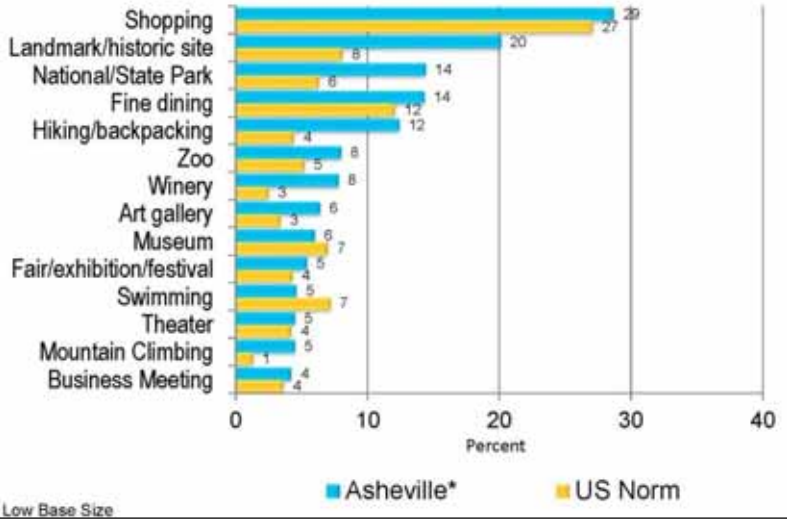
Base: Overnight Person-Trips



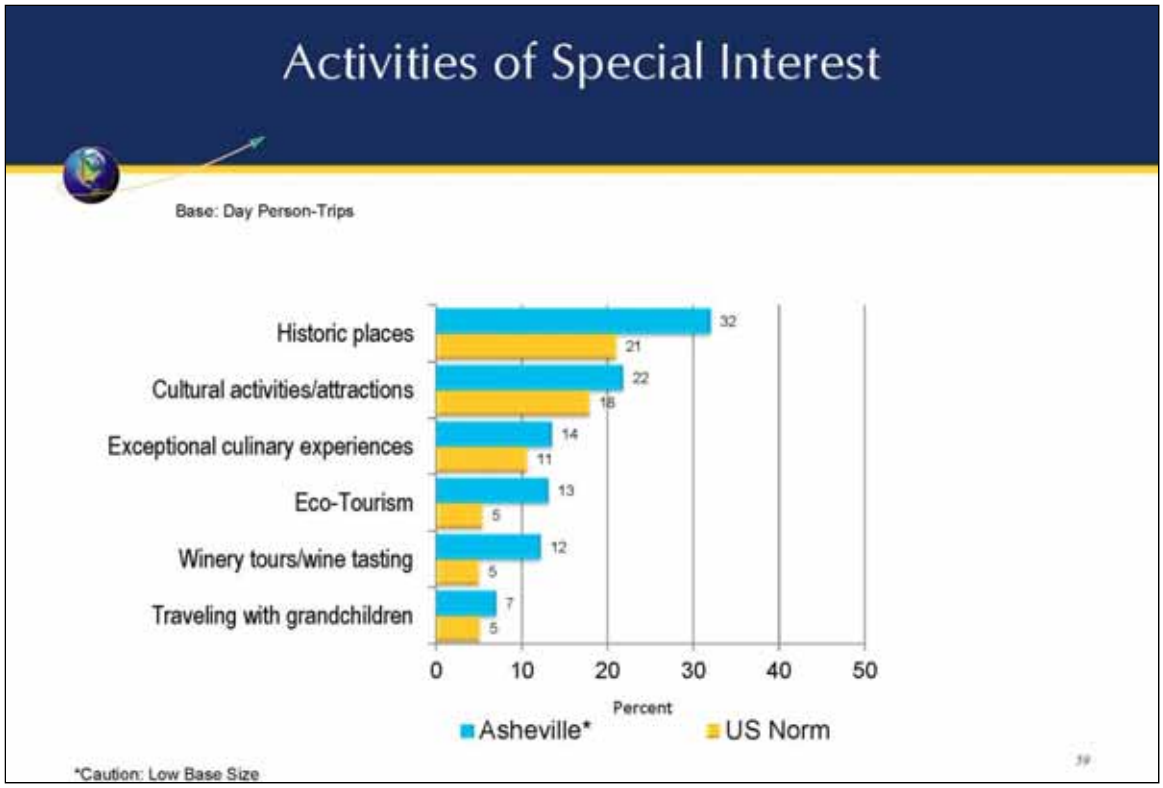
Asheville's main assets are why visitors come to Asheville.

Activities and Experiences

Base: Day Person-Trips



*Caution: Low Base Size



SOURCE: http://www.ashevillecvb.com/wp-content/uploads/2013/07/Asheville-2012-Visitor-Final-Report-v.3.pdf

Appendix F – Historic Places Listed in the Asheville, NC, Travel Itinerary of the National Register of Historic Places

Since 1995, the National Register has developed an educational outreach program to capitalize on the research and information developed through Register nominations, creating "travel itineraries" that enable residents and visitors to enjoy historic resources according to a particular theme, route, or place. Asheville is one of three North Carolina cities to have such an itinerary. It itinerary was produced by the National Register in partnership with the City of Asheville, Buncombe County, the Asheville Convention & Visitors Bureau, the Thomas Wolfe House, the North Carolina State Historic Preservation Office and the National Conference of State Historic Preservation Officers. The following sites are described and pictured on the itinerary website, http://www.nps.gov/nr/travel/asheville/.

Asheville's Historic Places

Ottari Sanitarium
Biltmore Industries, Inc.
Grove Park Inn
Dr. Carl V. Reynolds House
St. Mary's Church
Manor and Cottages (Albermarle Park)
Chestnut Hill Historic District
- Van Ruck House
- Belvedere
- Princess Anne Hotel

Montford Area Historic District
- Highland Hospital
- O. B. Wright House
- Riverside Cemetery
- Brexton Boarding House

First Baptist Church
Downtown Asheville Historic District
- Church of St. Lawrence
- Battery Park Hotel
- Arcade Building (Grove Arcade)
- Asheville Hotel Building
- Masonic Temple
- Thomas Wolfe House
- Pack Square
- Buncombe County Courthouse
- Asheville City Hall

(Downtown Asheville Historic District, cont'd)
- Mt. Zion Baptist Church
- Young Men's Institute Building
- African American Masonic Temple
- Churches on Church Street

St. Matthias Episcopal Church
Bledsoe Building
Smith-McDowell House
Biltmore Estate Office
Southern Railway Passenger Depot (Biltmore Depot)
All Souls Episcopal Church and Parish House
Clarence Barker Memorial Hospital (Biltmore Hospital)
Biltmore Estate
Oteen Veterans Administration Hospital Historic District

Black Mountain's Historic Places

Black Mountain College Historic District
In-the-Oaks
Blue Ridge Assembly Historic District

Fairview's Historic Places

Sherrill's Inn

Weaverville's Historic Places

Weaverville United Methodist Church

APPENDIX G - Federal Historic Tax Credit Projects in Asheville, NC, 2001-2012

Project Name	Address	Year	Cost	Use
Wren's Nest/Brown Bear Cottage	70 Cherokee Rd	2007	$207,609	Housing
Whiteford G. Smith House	263 Haywood St	2005	$382,041	Office
The National Bank of Commerce	11 Church St	2006	$3,261,489	Other
The Kress Building	19 Patton Ave	2006	$3,450,000	Housing
The Grove Park Inn	290 Macon Ave	2002	$6,700,000	Commercial
The Biltmore-Oteen Bank	26 Lodge St	2008	$320,000	Other
Siemens Law Office	202 East Chestnut St	2006	$150,000	Office
Sherrill Building	233 Montford Ave	2004	$168,760	Other
Sawyer Motor Company Building	100 Coxe Ave	2004	$5,135,064	Housing
Sale Barn-Biltmore Estate	63 Deerpark Rd	2007	$965,680	Other
Rumbough House	49 Zillicoa St	2004	$768,595	Office
Robert S. Carroll House	19 Zillicoa St	2003	$650,861	Office
Reed House	119 Dodge St	2003	$200,000	Other
Porter Carriage House	167 Pearson Dr	2009	$132,291	Office
Piedmont Building	86 Patton Ave	2001	$1,635,009	Housing
New Medical Building	29 North Market St	2004	$570,000	Office
Moskin's Building	90 Patton Ave	2001	$1,635,009	Housing
Kenilworth Inn	60 Caledonia Rd	2004	$5,250,000	Housing
James Thomas Jr. Building	27 Broadway	2011	$1,500,000	Commercial
Jackson Peyton House	46 Cumberland Cir	2002	$205,000	Other
Imperial Life Insurance Building	50 College St	2006	$440,000	Commercial
Hursey-Enman Building	26 Battery Park Ave	2003	$585,000	Housing
Horse Barn-Biltmore Estate	Dairy Rd	2005	$581,842	Commercial
Highland Hall	75 Zillicoa St	2001	$1,276,183	Other
Grove Arcade	One Page Ave	2004	$28,383,295	Commercial
Earle Building	47 Broadway	2007	$1,365,000	Commercial
E. Blanche Deaver House	26 Blake St	2005	$225,000	Housing
Clematis (Laurel)	1 Terrace Rd	2006	$140,500	Housing
Classic Building	76 Patton Ave	2004	$410,332	Office
Clarence Porter House	117 Cherry St	2004	$235,000	Office
Castanea Building	57 Haywood St	2003	$1,688,702	Housing
Bledsoe Building	771 Haywood Rd	2004	$1,187,707	Housing
Biltmore-Oteen Bank Building	26 Lodge St	2002	$423,292	Other
Biltmore Hardware Building	28 Hendersonville Rd	2003	$440,000	Commercial
Battery Park Hotel	Battle Square	2006	$3,671,671	Housing
Bank of Biltmore Building	8 Lodge St	2008	$242,054	Commercial
Ambassador Apartments	169 Pearson Drive	2002	$297,260	Housing
140 Montford Avenue	140 Montford Ave	2003	$70,150	Housing
144 Montford Avenue	144 Montford Ave	2003	$75,200	Housing
166 Flint Street	166 Flint St	2004	$61,300	Housing
18 Short Street	18 Short St	2004	$442,080	Housing
Brook Street	Brook St	2006	$156,000	Commercial
Swan Street	Swan St	2007	$260,830	Commercial
797 Haywood Road	797 Haywood Rd	2008	$600,000	Commercial
135 Cherry Street	135 Cherry St	2009	$106,336	Office
James M. Campbell Building	18 Church St	2012	$2,344,016	Housing, Multi, Other
King James Apartments	90 Charlotte St	2012	$2,835,260	Housing, Multi, Other
(47 projects total)	**Grand Total Project Cost:**		**$81,831,418**	

Source: National Park Service, via National Trust for Historic Preservation, http://www.preservationnation.org/take-action/advocacy-center/additional-resources/historic-tax-credit-maps-113/north-carolina-historic-tax-1.html#.Uxe6StLktQg, accessed March 5, 2014; may include Buncombe County projects not located in Asheville (projects were not identified by county); does not include state tax credit projects. Order provided comes from the original list.

APPENDIX H Federal Historic Tax Credit Projects in Downtown Asheville, NC, 1980-2013

Property Name	Property Address	Part 3 from NPS	Final Reported Cost	Cost in 2014 Dollars
Battery Park Hotel	1 Battle Square		$3,671,671.00	$4,414,082.88
Hayes & Hopson Building	205 Spruce Street	01-Apr-80	$750,000.00	$2,136,975.00
Suggs & Britt, Plumbers	53-55 North Market Street	05-Jan-81	$254,500.00	$725,146.85
Ravenscroft	29 Ravenscroft Drive	08-Jun-82	$400,000.00	$973,200.00
The Forum	39 Patton Avenue	20-Apr-83	$184,875.00	$435,787.35
The Army Store	35 Patton Avenue	05-Aug-83	$175,000.00	$425,775.00
Woodfin Apartments	75 North Market Street	20-Dec-83	$120,000.00	$282,864.00
O'Donnell Building	College Street	30-Mar-84	$329,263.00	$744,035.60
	72 Patton Avenue	04-Mar-85	$298,695.00	$651,752.49
Telephone & Telegraph Co.Bldg.	25 Rankin Ave.	14-Jan-86	$399,000.00	$870,618.00
Ivey's Building (Bon Marche)	1 Battery Park Ave.	24-Jul-86	$3,225,000.00	$6,908,595.00
George A. Mears House	137 Biltmore Ave.	15-Oct-86	$92,550.00	$198,260.61
Flat Iron Building	10-20 Battery Park Ave.	27-Jan-87	$497,800.00	$1,066,387.16
Blanton's College	126 College Street	11-Feb-87	$165,000.00	$341,005.50
Sams Lincoln-Mercury Building	11 North Market Street	17-Mar-87	$1,740,000.00	$3,596,058.00
	75 Church Street	30-Apr-87	$40,000.00	$82,668.00
Shell Service Station	121 Patton Avenue	28-Jan-88	$150,000.00	$310,005.00
	82 Church Street	26-Aug-88	$65,000.00	$128,999.00
	83-85 Patton Ave/24-26 Wall St	29-Aug-88	$111,125.00	$220,538.68
	87 Patton Avenue/28 Wall St	29-Aug-88	$110,815.00	$219,923.45
	89 Patton Avenue - 32 Wall St	29-Aug-88	$110,813.00	$219,919.48
	77-81 Patton Avenue	03-Nov-88	$894,573.00	$1,775,369.58
	2-6 College Street	03-Nov-88	$798,970.00	$1,585,635.86
	12-14 College Street	03-Nov-88	$861,670.00	$1,710,070.28
	60 Haywood St.	09-Aug-89	$542,920.00	$1,027,964.73
Starnes Building	34 Haywood St.	04-Dec-89	$872,705.00	$1,652,379.65
Haywood Building	38-58 Haywood St.	04-Dec-89	$3,490,819.00	$6,609,516.69
Edwards Tire Building	64 Broadway	26-Apr-90	$40,000.00	$71,852.00
	18-20 North Spruce Street	19-Dec-90	$84,645.00	$152,047.81
Burton M. Noland House	95 Church Street	09-Jul-91	$86,861.00	$149,730.99
38 Biltmore Avenue	38 Biltmore Avenue	15-Oct-91	$520,000.00	$896,376.00
Western Hotel	9 Pack Square, S.W.	12-Jan-93	$632,768.00	$1,058,873.97
Jackson Building	22 South Pack Square	23-Apr-93	$2,441,820.00	$3,967,469.14
Legal Building	10-14 Pack Square	23-Apr-93	$1,942,495.00	$3,156,165.88
Pawn Shop	4-8 1/2 Biltmore Avenue	23-Apr-93	$547,140.00	$915,584.08
Westall Building	20 South Pack Square	23-Apr-93	$432,316.00	$702,427.04
Finkelstein's	7 Pack Square S. W.	23-Apr-93	$325,609.00	$544,874.10
Adler Building	1 Biltmore Avenue	23-Apr-93	$1,103,725.00	$1,846,973.42
Jackson Building Annex	8 South Market Street	23-Apr-93	$708,519.00	$1,151,201.67
G's Bookstore	5 Pack Square S. W.	23-Apr-93	$294,496.00	$492,809.61

Property Name	Property Address	Part 3 from NPS	Final Reported Cost	Cost in 2014 Dollars
Cigar Store	1-3 Pack Square S. W.	23-Apr-93	$139,296.00	$233,097.93
	130-132 Biltmore Avenue	11-Apr-95	$173,308.00	$266,998.30
Biltmore Avenue Cluster Apts	138-140 Biltmore Avenue	31-May-95	$200,000.00	$308,120.00
Biltmore Avenue Cluster Apts	134-136 Biltmore Avenue	31-May-95	$230,000.00	$354,338.00
The Carolina Apartments	68 N. French Broad Avenue	06-Oct-95	$1,407,774.00	$2,168,816.62
	64 Biltmore Avenue	09-Jul-96	$140,000.00	$209,496.00
Burlington Hotel	60 Biltmore Avenue	09-Jul-96	$400,000.00	$598,560.00
Jenkins Building	32 Broadway	27-Apr-98	$998,621.00	$1,438,413.69
Arbogast Motor Company	52 Broadway	29-May-98	$575,000.00	$828,230.00
The Strand Movie Theater	36 Biltmore Avenue	20-May-99	$364,445.63	$513,576.78
Sawyer Bldg.	122 College St.	17-Dec-99	$319,459.00	$450,181.62
Sample Furniture Co	57 Broadway	06-Mar-00	$629,126.00	$857,750.39
Hotel Asheville (formerly Elks Club and Jenkins Hotel)	53-55 Haywood Street	21-Nov-00	$1,976,149.00	$2,694,281.55
39 Biltmore Avenue	39 Biltmore Avenue	08-Jan-01	$200,000.00	$272,680.00
Blomberg Building	56 College Street	13-Mar-01	$659,368.54	$898,983.07
40 Biltmore	40 Biltmore Avenue	04-Jun-01	$381,982.00	$506,393.54
Enterprise Machine Co. Bldg	67-71 Broadway	03-Aug-01	$1,016,977.00	$1,386,546.44
Piedmont Building	86-88 Patton Avenue	09-Nov-01	$1,635,009.84	$2,167,532.54
Moskin's Building	90 Patton Avenue	09-Nov-01	$1,635,009.84	$2,167,532.54
Hursey-Enman Bldg	26 Battery Park Avenue	30-Apr-03	$585,000.00	$746,460.00
J.H. Law China & Cutlery	35 Patton Avenue	29-Aug-03	$1,673,939.00	$2,012,409.47
Castanea Building	57-65 Haywood Street	28-Nov-03	$1,688,702.00	$2,154,783.75
New Medical Building	29 N. Market Street	20-Apr-04	$570,000.00	$708,453.00
Grove Arcade	Battery Park, Battle Square	26-Apr-04	$28,383,295.00	$35,277,597.36
Classic Building	76-78 Patton Avenue	29-Apr-04	$410,332.00	$510,001.64
Sawyer Motor Co. Bldg	100 Coxe Avenue	05-Nov-04	$5,135,064.00	$6,382,371.05
Whiteford G. Smith House	263 Haywood Street	27-Dec-05	$382,041.00	$459,289.69
National Bank of Commerce	11 Church Street	10-Feb-06	$3,261,489.00	$3,920,962.08
Kress Building	19 Patton Avenue	16-Jun-06	$3,450,000.00	$4,288,005.00
Imperial Life Insurance Building	50 College St (+ 5 Rankin Ave)	14-Sep-06	$440,000.00	$512,424.00
Earle Building	47049 Broadway	23-Jan-07	$1,365,000.00	$1,589,679.00
Loughran Building	43 Haywood Street	07-Jul-10	$5,579,386.00	$6,007,324.91
James Thomas Jr. Building	27 Broadway	12-Feb-11	$1,500,000.00	$1,615,050.00
James M. Campbell Building	18 Church Street	28-Feb-12	$2,344,016.00	$2,396,990.76
Battery Park Hotel Stables	82 N. Lexington Avenue	28-Mar-13	$569,939.00	$574,384.52
(75 projects total)		**Sums:**	**$99,932,886.85**	**$141,897,634.76**

Source: Data provided July 21, 2014 by North Carolina State Historic Preservation Office to Heritage Strategies, LLC.

APPENDIX I - A Chronology of Historic Preservation in Asheville

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TO BE UPDATED

Why did Asheville become one of the nation's leading practitioners of the community-based art of historic preservation? And why, despite much evidence of success, do so many of Asheville's preservationists fear that, with Asheville poised on the brink of more development, preservation values may not prevail despite their deep roots in community culture?

While this section focuses on the story of preservation in Asheville, Buncombe County as a whole is never far. The Historic Resources Commission (HRC) serves both jurisdictions, and the prosperity of the region depends on all jurisdictions within the county. Other communities within Buncombe County, notably Black Mountain [and Weaverville? Others?], have benefited from the same preservation values and practices.

When Heritage Strategies, LLC, undertook the assignment to help the HRC create a Historic Preservation Master Plan, we asked many of our first contacts how preservation in Asheville had come to be a national example of historic preservation success. (As one fact to support this view: Asheville until only recently has been ranked as North Carolina's greatest user of the federal Historic Tax Credit, and is still the state's second-highest – and North Carolina as a whole ranks third nationally.)

We never quite got what we would consider the whole story. Consider this section a first, short draft of that story, done in the hopes of creating a solid awareness of the achievements of the preservation community and of laying a foundation for a critical element of this Master Plan, the ambition to build even greater community-wide support. We are especially grateful to Clay Griffith of Acme Preservation Services, principal investigator in the 2010-2012 Asheville Survey Update, whose Phase II report points the way in a concluding section, "Repaying the Debt: Asheville Revitalized" (Appendix A). Here is how he begins the story:

> In relation to the physical fabric of Asheville, the city's severe debt, on the one hand, spared much its unique architectural heritage from the widespread urban renewal that adversely affected so many other cities across the country. On the other hand, the city was experiencing a long, slow decline of its public facilities and infrastructure, with numerous abandoned buildings, shuttered downtown businesses, and vagrancy due to a lack of investment, especially downtown. Even with the crippling municipal debt repaid, the decline reached its nadir in the early 1980s on the effects of a nationwide economic recession and high unemployment." (Phase II, p. 15)

Most stories of Asheville's revival – Nan K. Chase's *Asheville: A History*[1] preeminent among them – weave in historic preservation more by subtle inference than revealing it as a deliberate practice and movement, and perhaps this true enough for the way of historic preservation in Asheville. Perhaps preservation just makes such good sense that practical-minded property owners and a government that has

[1] Jefferson, NC and London: McFarland & Company, Inc., 2007; Contributions to Southern Appalachian Studies, 19.

sought to support property owners and developers in the long struggle to come back from the financial disaster of 1930 simply made the most of existing resources. Did they save buildings and create conditions for innovative urban design as a matter of course, or even out of desperation?

Perhaps another factor is the high quality of Asheville's built resources. Some buildings are literally fantastic, the product of builders' imaginations, sparked in large measure by the tourism demand for Asheville and its beautiful, healthful surroundings as a destination from a quite early point in American history. Talented architects and tastemakers laid the groundwork for building after building, street after street, neighborhood after neighborhood that are of such appeal that it seems they have almost literally preserved themselves. Certainly, in a place like Montford, once the ball got rolling and preservation became a watchword for new buyers, its conversion from slum to one of the city's most desirable addresses seemed almost just to happen. Grand buildings like Ellington's S&W Cafeteria and the Smith-McDowell House have also survived. Did such buildings themselves demand their preservation?

Perhaps there is something in the distinctive culture of Asheville that led to historic preservation. Tourism today is the first, second, or third largest economic activity in just about every economy around the planet, but this only a fairly recent phenomenon. The dominance of tourism in Ashville's local economy, however, is a long-standing factor in local culture.[2] Did awareness that (1) tourism is vital to that economy and (2) visitors are seeking something unique in the places they visit shape local action in the direction of conserving unique heritage resources? Or did the long-standing, strong artist community have a similar appreciation for the unique qualities of Asheville's built environment as well as its spectacular surroundings?

The power of historic preservation in Asheville likely derives from these as well as other factors, among them leadership in the private sector. Here is how the story unfolds, year by year, decade by decade.

DATE	ACTION
1814	Eagle Hotel opens for business, "Asheville's first luxury accommodations" (Chase, p. 14)
1815	Asheville's public square established (Chase, p. 14)
1827	Buncombe Turnpike established
1840s	Smith-McDowell House (ca. 1841), Asheville's oldest structure and the oldest brick house in Buncombe County, and 29 Ravenscroft Drive, Asheville's oldest surviving brick structure in downtown, are built. The latter was once a residence and then a boys' school, today it houses professional offices and was saved in part through intervention by Preservation North Carolina [sometime after PNC's founding in 1977]. The Smith-McDowell House received a prestigious grant from the federal Save America's Treasures program in [2001 – ck]
1871	First tuberculosis sanitarium (Chase, p. 32)
1880	First train from the Western North Carolina Railroad arrives at Best (site of today's Biltmore Village); in

[2] A case can be made, however, that despite unique circumstances of geography and physiography, Asheville was an ordinary North Carolina town in the upper eastern reaches of the Mississippi River watershed with a mixed agricultural and industrial and governmental economy. This case is based on our reading Wilma Dykeman's pathbreaking *The French Broad*, a regional history (Knoxville: The University of Tennessee Press, 1955). Dykeman's understanding of the function of watersheds and her treatment of the pollution of the French Broad precedes the general awareness of environmental issues sparked nationally by Rachel Carson's *Silent Spring*, published in 1961. *The French Broad* today is celebrated as a passionate expression of the environmental concerns that are also part of Asheville's present-day culture.

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DATE	ACTION
(10/3)	the next ten years, Asheville will grow from about 2,600 souls to more than 10,000 (Chase pp. 29-30), and the "Asheville style" begins its emergence ("elegant, innovative, substantial, and surprisingly unified across large commercial and residential zones") (Chase, p. 31). Ultimately, four railroads converge on Asheville from four different directions. (Chase, p. 37)
1880s	Edwin George Carrier lays out West Asheville
1884 (1880?)	George Willis Pack arrives in Asheville with his sick wife, becomes a major force in city improvement (Chase, p. 31, pp. 36-37)
1886	Franklin Coxe opens the first Battery Park Hotel, complete with electric lights and a water-powered elevator (Chase, pp. 37-38)
1887 (1888?)	George Washington Vanderbilt visits Asheville for the first time (Chase, p. 41), stays at the Battery Park Hotel; in 1889, he commences construction of Biltmore
1890	Asheville has 47 hotels (Chase, p. 39) and Montford neighborhood is born (Chase, p. 47)
1895	Vanderbilt completes construction of Biltmore
1896	Vanderbilt completes purchase of about 125,000 acres close to Asheville (Chase, p. 52); All Souls Episcopal Church in Biltmore Village is completed
1897	Edwin Wiley Grove first visits Asheville in pursuit of improving his health (Chase, p. 46)
1898	Biltmore Forest School begins operations – and influences the nation. By the time of the last class in 1913, more than eighty institutions of higher learning offered programs in forestry.
1900	Asheville's population reaches nearly 15,000 (Chase, p. 82); 50 water meters are in operation (John Nolen, Asheville City Plan, quoted by Chase at p. 106)
1902	Grove begins buying Asheville and construction of the Grove Park Inn (Chase, p. 46)
1903	Organized governmental interest in historic preservation begins with the founding of the North Carolina Historical Commission, the third oldest state public history program in the U.S. (NC State Preservation Plan 2022, p. 1)
1904-08	Grove establishes the Grove Park subdivision, using services of the Olmsted Brothers and their Biltmore Estate associate Chauncey Beadle; curvilinear streets and naturalistic settings provide a model for additional subdivisions across Asheville (Chase, p. 47)
1914	George Vanderbilt dies; family soon sells Biltmore Village and nearly 90,000 acres of Pisgah Forest, core of the first national forest in the eastern US (Chase p. 71, p. 77)
1916	Some 250,000 people visit Asheville on the eve of World War I (Chase, p. 82)
1916	Asheville experiences a devastating summer flood (Chase, p. 85)
1920	Asheville's population reaches 28,000 (Chase, p. 106)
1920s	"In the 1920s alone, the acknowledged high point of Asheville's architectural history, some 65 commercial and public buildings went up." (Chase, pp. 90-91) Asheville's bonded indebtedness reached $8,680,000 against assessed valuation of $73,106,000, a debt ratio prohibited by state law today. The borrowing continued, as property values peaked at $100,000,000." (Chase, p. 91, quoting from a 1995 address by Roger Maguire, from personal collection of Louis Bissette, Jr.) Architect Douglas D. Ellington, high practitioner of Art Deco, completes eight public commissions between 1925 and 1930, including the 1929 S&W Cafeteria, considered his masterpiece. (Chase, pp. 96-100)
1922	Julia Wolfe, real estate entrepreneur and mother of author Thomas Wolfe, buys property in Grove Park (Chase, p. 48)
1924	Asheville's first skyscraper is completed, the Jackson Building on Pack Square (Chase, pp. 93-95); there were 8,550 water meters in town (Chase quoting John Nolen, Asheville City Plan, at p. 106)
1925	John Nolen, eminent city planner, submits the Asheville City Plan (Chase, p. 106); the city embarks on "an ambitious five-year Program of Progress that called for 94 separate municipal projects to attract

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	more visitors to the area...an almost unbelievable civic building boom ensued. Amazingly, about half the program was fulfilled within two years" (Chase, p. 109)
1927	E.W. Grove has completed the Grove Park Inn, the second Battery Park Hotel, and the Grove Arcade
1928	Asheville City Building and Buncombe County Court House dedicated (Chase, p. 103)
1928	American Enka, world's largest rayon plant, is opened seven miles west of Asheville in the Hominy Valley (Chase, pp. 131-32)
1929	Asheville High School dedicated (Chase, p. 97)
1930	Beaucatcher Tunnel opens
1930	Central Bank and Trust Company, $52 million in assets, crashes in Asheville; together, the county, the city, and the public school system lose nearly $8 million in deposits, approximately $80 million in 2005 dollars. The community faces the highest per capita debt level of any jurisdiction in the US. (Chase, p. 110, p. 112, and p. 114)
1930	Biltmore Estate is opened to visitors
1930	Asheville's population reaches 50,000 (Chase, p. 82)
1933	Asheville's assessed valuation has plummeted from a high of $100 million to $51.4 million (Chase, p. 173)
1934	Blue Ridge Parkway inaugurated, siting the southern terminus in NC (Chase, p. 130); construction begins in 1935
1936	In January, in the aftermath of the Central Bank and Trust Company's failure and years of the dramatic losses in property values and revenues, "the creditors and debtors inked an agreement that would dramatically lower the amount of money owed and limit the repayment period to 40 years." (Chase, p. 117) The level of indebtedness is 71% of assessed valuation (Chase, p. 173)
1938	Thomas Wolfe dies of tuberculosis of the brain (Chase, p. 103)
1939	Society for the Preservation of North Carolina Antiquities is founded (today's Preservation North Carolina) (NC State Preservation Plan 2022, p. 1)
1940	Asheville Civic Auditorium opens (Chase, p. 162)
1942	Federal government takes over Grove Arcade
1955	Wilma Dykeman, historian and folklife expert, publishes *The French Broad*, a pioneering environmental history
1956	"Local entrepreneur George Coggins built the first modern shopping center, Westgate [Regional Shopping Center], on the west side of the French Broad River" "The city had also been experiencing an exodus of businesses from the downtown common to most cities across the nation from the 1950's onward." "Among the automobile's many repercussions in Asheville, decentralization of retail shopping had a tremendous impact for both downtown Asheville and the surrounding areas of the city. in 1956....Westgate was anchored by a full-sized department store and included a cafeteria, branch bank, drug store, barber shop – thirty stores in all. Perhaps most important, ...[it] offered 'excellent parking facilities' that consisted of a vast surface parking lot. The construction of Westgate signaled the beginning of downtown flight in the second half of the twentieth century as other shopping centers were built along the main arteries into the city.... (Phase II, p. 14)
1958	The city's indebtedness has fallen to 21% of assessed valuation (Chase, p. 174); the Redevelopment Commission is formed to undertake urban renewal.
1963	Biltmore Estate named a National Historic Landmark
1960s – 1980s	A program of urban renewal began in the 1964 under the auspices of the city's Housing Authority and continued into the 1980s and wrought significant physical changes, especially in the African American communities surrounding downtown." (Phase II, p. 15)

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1960s – 1980s	Also in the 1960s a dramatic change to the skyline of downtown had occurred with the construction of the Northwestern Bank Building, an eighteen-story steel-and-glass skyscraper at 1 Pack Square NW, "the largest downtown construction project in over thirty years..., razing a full block of three- and four-story early twentieth century commercial buildings to accommodate the new structure, which featured a paved plaza, 30 feet by 137 feet, lying in front of the building. The project also claimed the Langren Hotel, a prominent eight-story edifice erected in 1912 on the northeast corner of Biltmore Avenue and College Street, which was demolished for a multi-level parking garage." (Phase II, p. 17; 1 Pack Square NW, owned since its updating in the mid-1980s by BB&T, is now under discussion for redevelopment, partly as a hotel – a trend seen in other cities. It can be argued that the mid-1980s update assisted the nascent revitalization of the downtown by removing a blighting influence and offering a fully occupied office building whose tenants would be customers to downtown businesses.)
1966	National Historic Preservation Act is passed by Congress and signed by President Johnson – establishes National Register of Historic Places. The Biltmore Estate, like all National Historic Landmarks, is automatically is listed in the National Register as Buncombe County's first National Register listing.
1967	The Department of Archives and History (later a constituent part of the Department of Cultural Resources) called for a statewide survey of historic sites in 1964; three years later, the state began its first systematic survey with a grant from Greensboro's Smith Richardson Foundation. (NC State Preservation Plan 2022, p. 2)
1968	Biltmore Estate turns its first tourism profit (Chase?)
1969	North Carolina received its first federal preservation grant in the amount of $4,181.00 (NC State Preservation Plan 2022, p. 2)
1971	Thomas Wolfe House is recognized as a National Historic Landmark and is listed in the National Register
1971	North Carolina enabling legislation permits cities and counties to establish Historic Properties Commissions and Historic District Commissions (Cabins & Castles, p. 208), offering extended protections beyond the federal protections offered by National Register status. The North Carolina SHPO emerged in those early years of historic preservation as a strong program and has remained so over decades since.
1972	John Cram arrives in Asheville (Chase, p. 186) and goes on to develop three craft galleries and an independent movie theater.
1973	The Grove Park Inn is listed in the National Register
1973	The commercial exodus from downtown, especially among the big department stores that served to draw large numbers of people downtown for shopping, culminated in 1973 with the opening of Asheville Mall on a 62-acre site on Tunnel Road east of downtown. Both Belk and Ivey's department stores opened new stores at the mall with no decision about the future of their downtown locations; both stores closed soon after the mall opened. Sears moved from its Coxe Avenue location. Woolworth's relocated to the mall from Haywood Street. The extension of commercial development outward from Asheville left a lasting imprint on the city and unintentionally wiped the slate for an impressive rebirth at the end of the twentieth century."
1974	As this was going on and as the city was emerging from the fifty-year period of scrimping and paying off its debts in 1976, as Clay Griffith describes it, "Several important events...substantially shaped the city and galvanized the preservation movement. In 1974 contracts were let for the open cut of Beaucatcher Mountain, which allowed for the construction of I-240 and caused irreparable physical damage. (Phase II, p. 15) The S&W Cafeteria closes its downtown location and opens in the Asheville Mall (Chase, p. 169)
1975	Smith-McDowell House and Sherrill's Inn (Fairview) are listed in the National Register
1976	Asheville's bond-burning ceremony

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1976	Congress establishes tax credits for federally approved rehabilitation of historic buildings; In 1976, Congress established both the federal tax credit for rehabilitation, which ultimately led to establishment of the Secretary of the Interior's Guidelines for Rehabilitation (http://www.nps.gov/hps/tps/standguide/rehab/rehab_standards.htm), and the Historic Preservation Fund to support state and federal preservation programs (like the Land and Water Conservation Fund, which supports the purchase of open space by the federal and state governments, its funds are appropriated from off-shore oil lease revenues; see http://www.nps.gov/history/hpg/).
1976	First Baptist Church, Asheville City Building, and the Grove Arcade are listed in the National Register
1977	Montford is listed in the National Register, along with Zealandia, the S&W Cafeteria, Battery Park Hotel, Young Men's Institute Building, and Richmond Hill House (the latter lost to fire early in the 2st century); for more listings of individual properties since this date, see Appendix [000].
1977-78	Asheville establishes the Asheville Revitalization Commission and publishes a revitalization plan ("Public Leadership of Asheville's Downtown Revitalization," by Leslie Anderson, *et al*., in *Popular Government*, Spring/Summer 2006, pp. 4-15, at p. 5)
1979	Downtown Asheville historic district is listed in the National Register
1979	City of Asheville's Planning Department and the NC Department of Cultural Resources collaborate on a booklet, *Historic Architectural Resources of Downtown Asheville* – a "race against time" as property values plummeted and demolitions began (Chase, p. 187)
1979	Asheville-Buncombe County Historic Resources Commission established jointly by the two jurisdictions (*Cabins & Castles*, p. 208)
1980	Interstate 240 opens completely
1970s	In the 1970s, "plans for Akzona's new corporate offices on Pack Square, designed by renowned architect I. M. Pei in 1977, appeared to be a much needed boost for downtown. Formed from American Enka, the company required, in return for its investment, that the city make a number of improvements to the Pack Square area at public expense. Among those requests was the demolition of the Legal and Commerce Buildings, but thankfully that provision was later dropped. A full block of early twentieth-century commercial buildings was razed for the construction of the Akzona Building" (today home to the Biltmore Company, which purchased the structure in 1986). (Phase II, pp. 14-15)
1976	Preservation Society of Asheville and Buncombe County is founded
1977	Biltmore Village is listed in the National Register and recognized as a local historic district [1977?]. "In the late 1970s, property and business owners sought National Register listing for the surviving historic buildings and landscape elements in [Biltmore Village]and successfully designated the area as a local historic district. As buildings have been rehabilitated or demolished and rebuilt, the local district's design guidelines have been instrumental in re-establishing the historic character of Biltmore Village, which has become one of Asheville's most popular commercial and retail areas." (Phase II, p. 17)
1978	Meanwhile, the young Preservation Society of Asheville and Buncombe County saved two highly prominent buildings in 1978 and 1984. (Phase II, p. 16)
1970s	Also in those early years, John Lantzius "had been slowly buying and fixing up the structures as part of his Lexington Park project" (threatened by the Strouse Greenberg project; Phase II, p. 16)
1970s	"The spate of preservation-related activity in Asheville that began in the late 1970s included efforts to nominate properties to the National Register, a survey of downtown's historic architectural resources, a county-wide survey of historic architecture, and a few rehabilitation projects. From these modest beginnings the number of individuals, organizations, and businesses participating in downtown Asheville's resurgence grew exponentially, and created a small, vital city with rehabilitated historic buildings, successful local businesses, desirable historic residential neighborhoods, and a vibrant street life." (Phase II, pp. 17-18)
1979	*Historic Architectural Resources of Downtown Asheville, North Carolina*, edited by David R. Black, is

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DATE	ACTION
	published by the Historic Resources Commission and the NC Division of Archives and History
1980	Roger Maguire, retired magazine editor, moves to Asheville and becomes a source of "inspiration" for city revitalization, including Pack Place (Chase, p. 210)
1980	Then, in March of 1980, "a proposal known as the Strouse Greenberg project...brought focus to a number of grassroots interests and a future vision for Asheville." The project called for "a convention hotel, shopping mall, and office tower located on the north side of downtown Asheville and containing more square footage than Asheville Mall," proposing "to demolish eleven blocks of downtown – nearly 85 buildings on seventeen acres....Despite differing evaluations and a grassroots public relations effort," and a small-scale preservation effort begun a few years earlier, the "buildings were ultimately determined by city council to be blighted under the definition in the state urban renewal statutes and the city prepared applications for federal grant assistance." (Phase II, pp. 16-17)
1981	Strouse Greenberg project is defeated in public bond vote. "It came to light in 1981 that the city's [financial] contribution would be significantly more than originally estimated. The difference not covered by federal funding required approximately $40 million in bonds guaranteed with taxpayer money. Five years removed from the bond burning ceremony at Thomas Wolfe Auditorium, this revelation brought additional scrutiny from the community and the bond issue was soundly defeated by a 2-1 margin at the polls." (Phase II, pp. 16-17)
1981	*Cabins & Castles: The History and Architecture of Buncombe County, North Carolina* is published by the Historic Resources Commission and the NC Division of Archives and History
1981 [ck – 1983?]	Asheville and Buncombe County establish a three-percent occupancy tax on lodging (five or more units) – begin to build the tourism marketing juggernaut of today
1983	Chestnut Hill Historic District is listed in the National Register
1986	Leslie Anderson, the city's recreation department coordinator for the successful Bele Chere festival, is hired as Downtown Coordinator; over the next ten years, sixty buildings are rehabbed. "We were also replacing street lights, building the Urban Trail, and then finally got Pritchard Park rehabbed." (Chase, p. 199)
1987	Final section of the Blue Ridge Parkway is completed, at Grandfather Mountain – the famous Linn Cove Viaduct, 1,234 feet long and a unique feat of design and engineering (*Visual Character of the Blue Ridge Parkway*, 1997, pp. 107-08)
1987	Historic Resources Commission of Asheville & Buncombe County is recognized as a Certified Local Government, meaning it has achieved highest standards under North Carolina and National Park Service procedures under the National Historic Preservation Act of 1966, as amended.
1989	Grove Park Historic District is listed in the National Register
1990	RiverLink incorporates – focuses on River Arts District (Chase, p. 233)
1990	Pack Plaza (a "superblock" of private commercial rehab) is completed after a decade of Herculean effort – for the story, see Chase, pp. 201-02
1990/ 1990s	Laurey Masterton opens a catering business and deli on Biltmore Avenue after moving to Asheville in 1987 (Chase p. 184); she is among the wave of pioneering small business owners that appear in downtown Asheville in this decade. From 1991 – 1993, one list claims that approximately 240 new businesses started up in the central city (Chase, p. 207).
1990	Julian Price arrives in Asheville, founds the Dogwood Fund of the Community Foundation of Western NC in 1991, providing more than $2 million in grants to nonprofits focusing on social justice, downtown revitalization, affordable housing and health care, the environment, transportation alternatives, and economic hope for youth." Over the next decade or so he invests another approximately $8 million in private capital to support rehab and residential projects. (Chase, p. 210 and p. 262) As for the private sector, the private action coalesced by the nonprofit Preservation

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	Society had its counterparts in the corporate sector. "Although he cannot be counted among the pioneering individuals of the 1980s, Julian Price came to Asheville in 1990 and made a tremendous impact over the next decade. Price quietly advocated for the rehabilitation of downtown buildings and, both personally and through his for-profit corporation Public Interest Projects, invested millions of dollars in buildings, organizations, and small businesses around Asheville." (Phase II, p. 18) Price, who died of pancreatic cancer in 2001, left behind other leaders, including his partner J. Patrick Whalen, Jr., of Public Interest Projects who had moved to Asheville in 1976 (Chase, p. 182; http://www.pubintproj.com/)
1990s	Residential loft living begins to emerge in downtown Asheville (Chase, p. 207)
1992	Pack Place (a cultural complex) facilities are opened (Chase, p. 202)
1994	French Broad River Park established
	[When was the Urban Trail dedicated?]
1995	Some $88 million in federal state, county, and city funding and $50 million in private funding has been spent in the decade leading up to 1995 (Chase., p. 207)
1995	Occupancy rate for downtown office space reaches 90 percent (Chase, p. 209)
1998	"North Carolina Historic Preservation Tax Credits took effect January 1, 1998. The law increased the existing state credit for certified rehabilitations of income-producing historic property from 5% to 20% and for the first time provided a 30% credit for certified rehabilitations of non-income-producing historic structures, including private residences." http://www.hpo.ncdcr.gov/tchome.htm
2001	Asheville's Tourism Product Development Fund is inaugurated
2001	Biltmore Company opens the $31 million Inn on Biltmore Estate and the Grover Park Inn Resort opens its $42 million spa (Chase?)
2003	The family-run Biltmore Company reaches $100 million revenue mark (Chase, p. 218)
2004	Riverside Industrial Historic District and Clingman Avenue Historic District are listed in the National Register
2005	Sunset Terrace Historic District is listed in the National Register
2005	Asheville CVB reports 2.76 million "person stays" (Chase, p. 217)
2005	Asheville City Council votes "Urban Place" mixed-use zoning for River Arts District
2006	West Asheville End of Car Line Historic District and West Asheville-Aycock School Historic District are listed in the National Register
2007	*Asheville: A History*, by Nan K. Chase, is published
2008	Norwood Park Historic District and Proximity Park Historic District are listed in the National Register
2008	Pack Square Park is completed, adding major event space to the downtown
2009	Downtown Master Plan is completed
2009	*Cabins & Castles* is republished by the Historic Resources Commission in collaboration with Bright Mountain Books
2010	New Montford design guidelines adopted
2012	St. Dunstan design guidelines adopted
2012?	Albemarle Park landscape design guidelines adopted?
2012	Downtown Asheville National Register Nomination Update accepted by NCSHPO
2012	Qualified expenditures to rehabilitate National Register-listed buildings under the federal Historic Tax Credit since 2001 total more than $81.8 million, supporting investment in housing, offices, and other commercial uses. (This does not count private investment in residences under the NC Historic Tax Credit; that program's support, for both commercial and homeowner rehab, is slated to end at the

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DATE	ACTION
	close of 2014.)
2012	Asheville CVB reports 3.1 million overnight "person-trips" (http://www.ashevillecvb.com/wp-content/uploads/2013/07/Asheville-2012-Visitor-Final-Report-v.3.pdf)
2014	West Asheville Vision Plan [?] adopted; form-based code update is underway

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