

**GREENVILLE
COUNTY
HISTORIC
PRESERVATION
STUDY**

GREENVILLE COUNTY PLANNING COMMISSION

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The Commission expresses its deepest appreciation to the Greenville County Historic Society, the Greenville County Historic Preservation Commission, and concerned citizens for their invaluable assistance and contribution to this study. Special thanks go to the South Carolina Department of Archives and History, especially Mrs. Martha Fullington.

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Prepared By:

GREENVILLE COUNTY PLANNING COMMISSION

GREENVILLE, SOUTH CAROLINA

JUNE, 1982

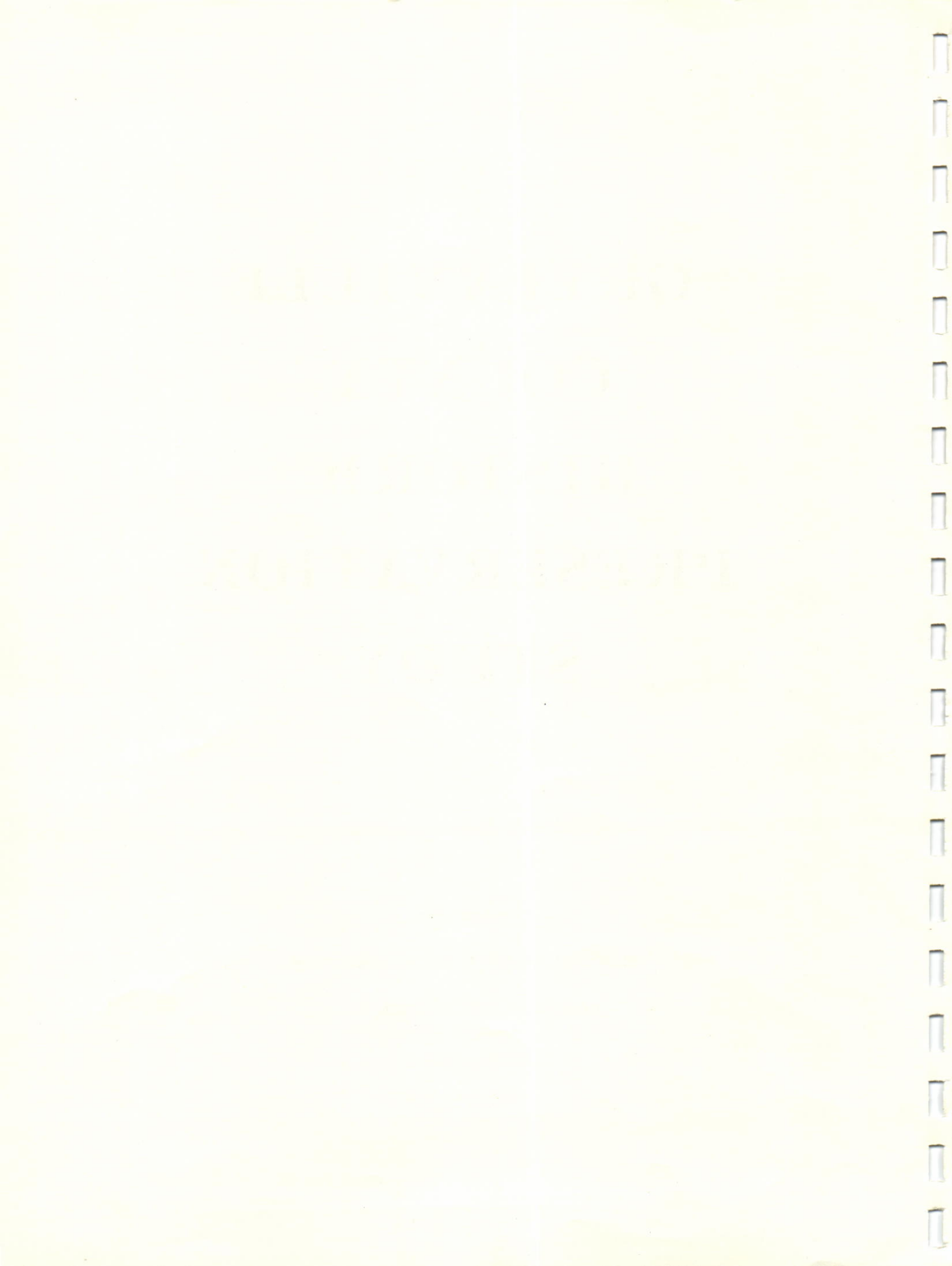


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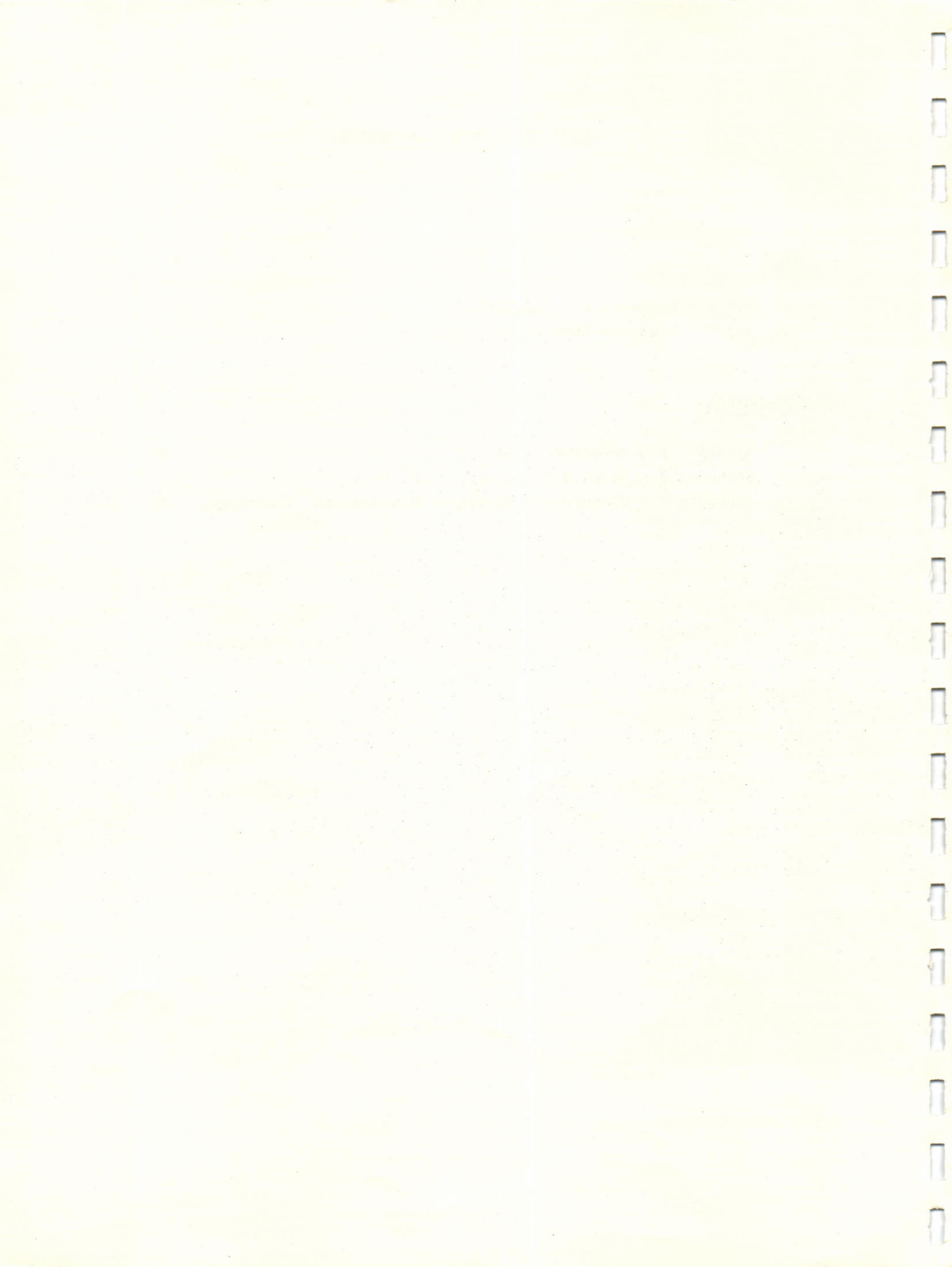
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INTRODUCTION

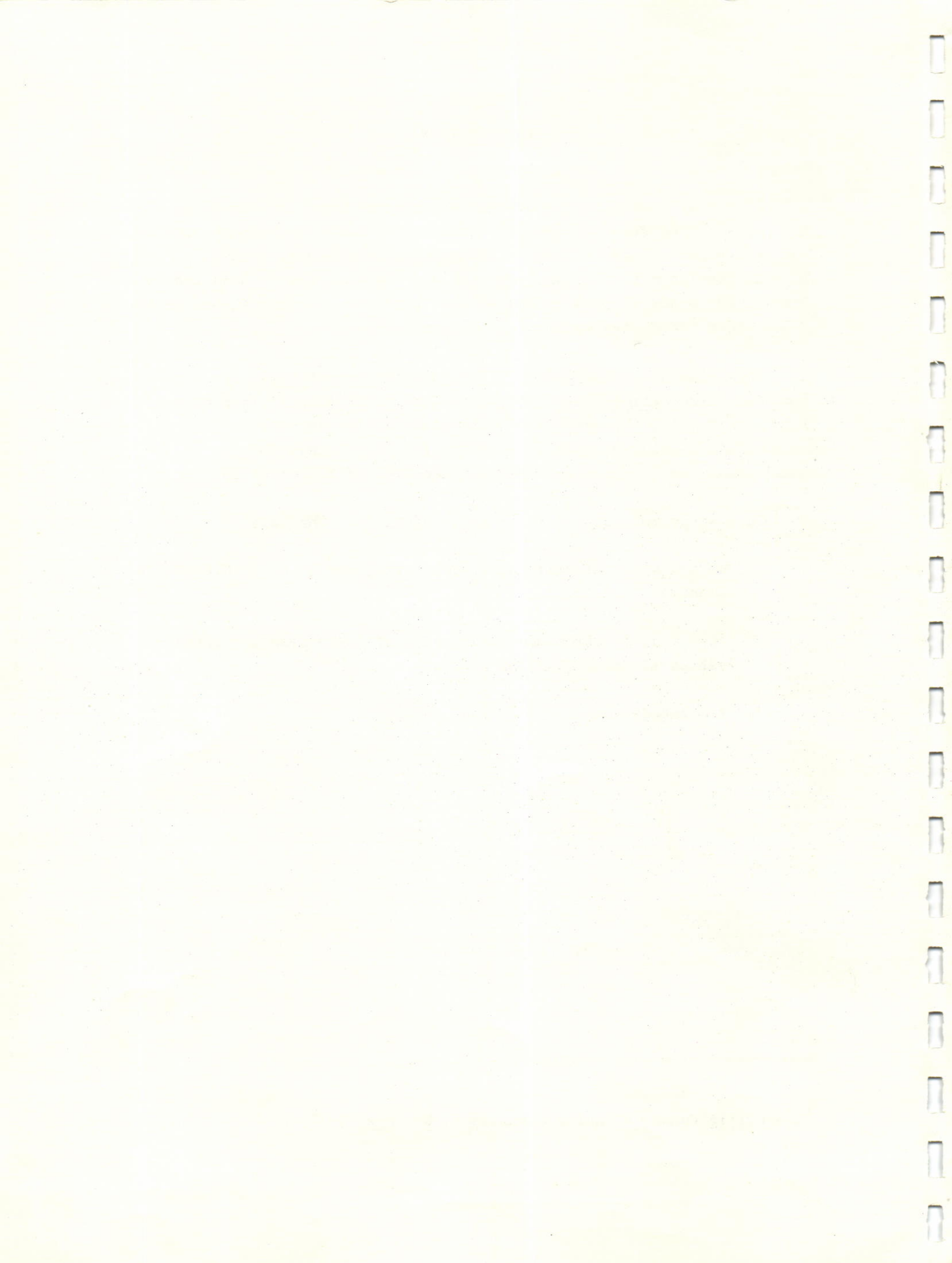
"Greenville County is growing. Greenville County is changing. The change is evident all around. Greenville County can expect nothing but growth and change."¹ That is how Choices, the County's 1978 General Development Plan, was introduced. The same can be said today. Greenville County is growing and we must plan for its future, but as we think about the future we must not forget its past.

This element of the County's General Development Plan, the Historic Preservation Study, addresses Greenville County's heritage. More specifically the purpose of this study is to identify historically, architecturally, and/or culturally significant properties, and to encourage their protection and preservation.

This study consists of three major sections. They are:

1. An inventory of buildings, structures, and sites in Greenville County;
2. The identification and exploration of protection and preservation alternatives; and
3. Recommendations.

¹Greenville County Planning Commission, Choices, 1978, P. 1.



INVENTORY

The inventory of historically significant properties located in Greenville County is a major undertaking and one that requires a lot of time, organization, and expertise. Therefore, the Planning staff decided that working with a Citizens Advisory Committee would be the best approach to the inventory and to the study itself. A committee consisting of members from the Greenville County Historical Society, the Greenville County Historic Preservation Commission, and representatives from the South Carolina Department of Archives and History was organized to help the Planning Commission staff develop an inventory strategy.

INVENTORY STRATEGY

The Citizens Advisory Committee met on several occasions to discuss the inventory and the study itself. After reviewing several alternatives the staff concluded that A COMPREHENSIVE INVENTORY COULD NOT BE CONDUCTED BECAUSE OF TIME, FINANCIAL, AND MANPOWER CONSTRAINTS. Based upon this conclusion the Citizens Advisory Committee developed the following strategy. The inventory would consist of properties (those identified by members of the Advisory Committee, staff, and others knowledgeable about the history of Greenville County and historical records and references) in Greenville County² with the potential to be placed on the National Register of Historic Places. The inventory would be structured in such a manner that it would provide the essential background work for a more comprehensive survey at a later date. AS SUCH, IT SHOULD BE FULLY UNDERSTOOD THAT THIS INVENTORY EFFORT DOES NOT INCLUDE ALL HISTORIC PROPERTIES IN GREENVILLE COUNTY. IT DOES, HOWEVER, PROVIDE A GOOD START AND CAN BE EXPANDED AS ADDITIONAL INFORMATION IS DISCOVERED.

METHODOLOGY

In order to conduct the inventory in such a manner, a methodology had to be developed that would define historically significant properties, identify these properties, and record the information consistent with the South Carolina Department of Archives and History's guidelines. Historic Places In The South Carolina Appalachian Region, a publication by the South Carolina Appalachian Council of Governments which identifies the historic places in their six-county region,

²This inventory included properties in Greenville County except those located within the City of Greenville. A comprehensive survey of properties within the City of Greenville was completed last year.

included criteria that defines significance. This publication "recommends that places nominated to the National Register meet these criteria."³ After reviewing these criteria and tailoring them to Greenville County, the Citizens Advisory Committee approved the following criteria.

Criteria for Consideration

A structure, site, or district should have historical significance to Greenville County, or the community in which it is located. Typically, such significance is found in:

1. Places in which the cultural, political, or economic history of the county or one of its communities is best exemplified;
2. Structures or sites identified with the lives of important historic personages, or associated especially with the productive years of those persons;
3. Structures, sites, or districts associated with important events in national, state, or local history;
4. Structures or sites of archaeological interest that contribute to the understanding of the pre-history of Greenville County;
5. Structures that embody the distinguishing characteristics of the pre-1930 architectural style;
6. Structures that embody a distinct method of construction characteristic of a period; and
7. Notable works of master builders, designers, or architects whose genius influence an era.

Mere antiquity is not sufficient basis for selection of a structure for permanent preservation, but can be a factor if other more significant examples have disappeared or if the building forms part of a characteristic neighborhood of the community. Smaller structures, such as square-logged cabins, mill or railroad houses, may be relatively as important as the mansions of the past.

³The South Carolina Appalachian Council of Governments, Historic Places in the South Carolina Appalachian Region, 1972, P.4.

Sources of Information

Now that criteria have been established the next step is to identify properties in the County that may meet these criteria. After much discussion the Committee decided that due to the limitations placed upon the inventory the staff should use all available previous inventory information, and attempt to identify properties with the assistance of the Greenville County Historical Society, the Greenville County Historic Preservation Commission, the South Carolina Department of Archives and History, and any interested citizens.

One source of inventory information already identified is the South Carolina Appalachian Council of Government's Historic Places In The South Carolina Appalachian Region. This publication contained a section pertaining to Greenville County which identified over 50 sites of some historical significance with some photographs and biographical information.

Another source of information was a 1970 Greenville newspaper article entitled, "Markers Pinpoint 56 Places of Historical Interest." This article identified 31 sites with metal or stone markers in the City of Greenville, and 25 sites located in the County.

The third and final source of information would be in the form of assistance from the Greenville County Historical Society, the Greenville County Historic Preservation Commission, and the South Carolina Department of Archives and History. These organizations have the interest, expertise, and resources to aid in identifying sites in the County. A survey form (see Appendix A) was distributed to members of the Greenville County Historical Society asking for their assistance in the identification of historic places in Greenville County.

The Planning Commission recognizes the fact that there are additional sources of information but these sources will adequately satisfy the strategy established and provide a basis for a more comprehensive study at a later date.

Recording Procedure

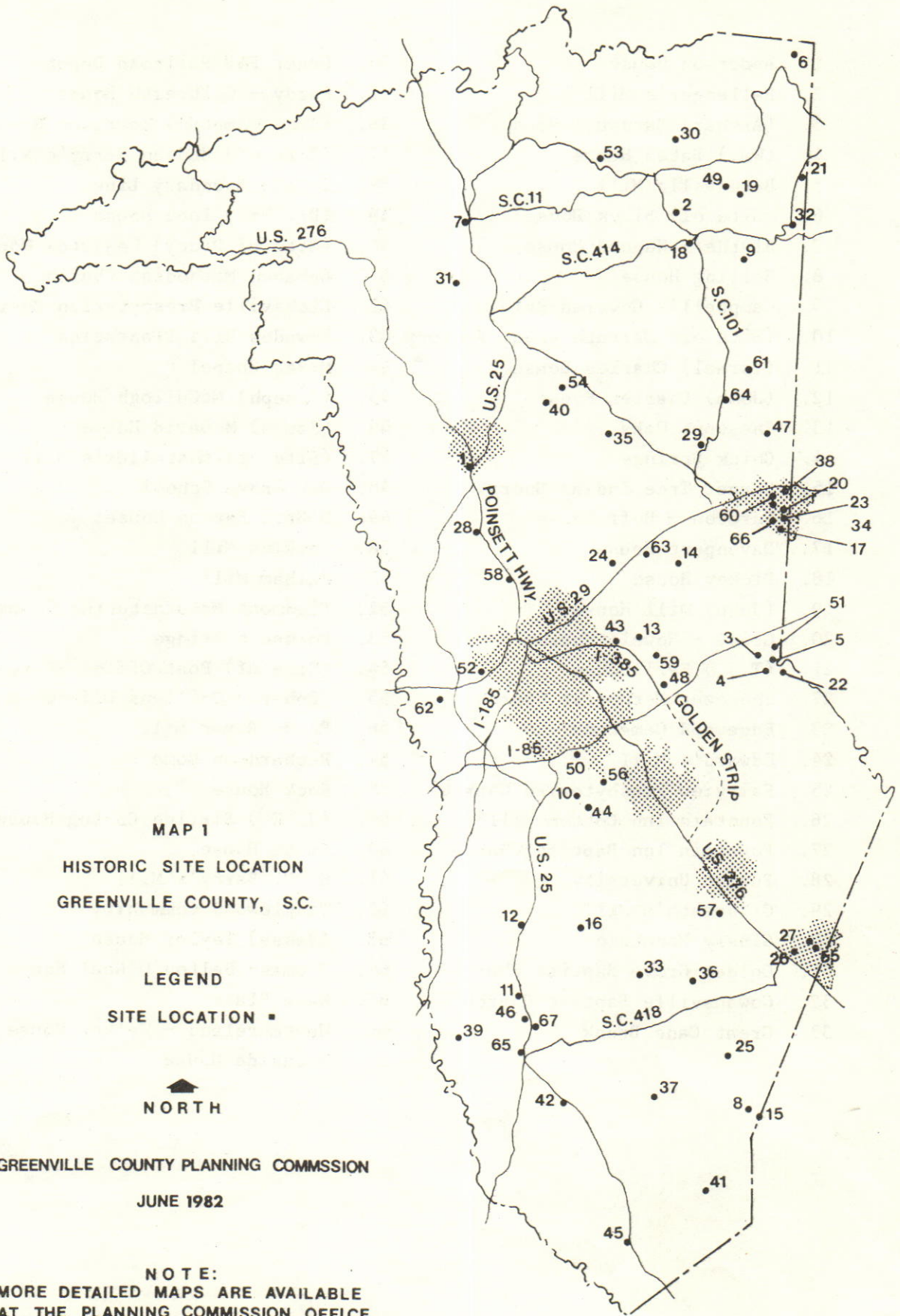
The last and very important part of the methodology is the proper recording of the historic properties that are inventoried. Working

closely with members of the South Carolina Department of Archives and History the staff prepared an inventory package that could be filled out at the site while taking photographs. This inventory package (see Appendix B) included inventory sheets which contain important information such as the name, location, theme, construction date, use, condition, and other historic property characteristics.

Another part of the recording procedure is the mapping of these properties. It is important to know the exact location of these places for protection purposes that will be discussed later. The staff used a working base map which was altered and updated during the inventory process. The final result will be a larger reproducible map similar to Map 1 on Page 7. The inventory package and the mapping of historic places contribute to the final recording system. This system involves an inventory photo card and a property data card (see Appendix C) that will be filed and stored at the offices of the Historic Preservation Commission located at 123 W. Broad Street. As additional information for these places is collected, the property data card can be updated, and if additional places are identified, the file can be enlarged. These cards will be invaluable in the event that any of these properties are considered for placement on the National Register, or a more comprehensive inventory is conducted at a later date.

The following is a listing of those properties inventoried. The numbers assigned to each property correspond to the numbers indicated on Map 1. All of the information collected for each property can be found in the inventory filing system.

1. Anderson House
2. Ballenger's Mill
3. (Arthur) Barnwell House
4. (Wm.) Bates House
5. Batesville Mill
6. (Site of) Block House
7. Blythe - Hagood House
8. Bolling House
9. Campbell's Covered Bridge
10. (Site of) Carruth's Gun Factory
11. (Israel) Charles House
12. (John) Charles House
13. Chestnut Oaks
14. Chick Springs
15. Corner Tree Indian Bndry.
16. Cureton - Huff House
17. Davenport House
18. Dickey House
19. (John) Dill House
20. Grace - Howell House
21. (T.J.) Earl House
22. Ebenezer Methodist Church
23. Edgewood Cemetary
24. Edward's Mill
25. Fairview Presbyterian Church
26. Fountain Inn Cotton Mill
27. Fountain Inn Baptist Church
28. Furman University
29. Gilbreath's Mill
30. Glassy Mountain
31. Golden Grove Baptist Church
32. Gowansville Baptist Church
33. Great Cane Break
34. Greer P&N Railroad Depot
35. Hardy - Gilbreath House
36. (John Hampton) Harrison House
37. (Site of) Hudson Berry's Mill
38. Indian Boundary Line
39. (Dr. Wm.) Ioor House
40. (Site of Dicey) Langston House
41. Lebanon Methodist Church
42. Licksville Presbyterian Church
43. Lowndes Hill Plantation
44. McBee Chapel
45. (Joseph) McCullogh House
46. (James) McDavid House
47. (Site of) Mosteller's Mill
48. Oak Grove School
49. O'Hara Barton House
50. Parkins Mill
51. Pelham Mill
52. Piedmont Manufacturing Company
53. Poinsett Bridge
54. (Site of) Post Office, Nix, S. C.
55. (Robert) Quillens Office
56. Reedy River Mill
57. Richardson Home
58. Rock House
59. (J. E.) Serrine Co-Log House
60. Smith House
61. S. C. Berry's Mill
62. Tanglewood Community
63. (Jesse) Taylor House
64. Thomas- Belton O'Neal House
65. Ware Place
66. Westmoreland - Walker House
67. Woodside House



MAP 1
 HISTORIC SITE LOCATION
 GREENVILLE COUNTY, S.C.

LEGEND
 SITE LOCATION ■
 NORTH

GREENVILLE COUNTY PLANNING COMMISSION
 JUNE 1982

NOTE:
 MORE DETAILED MAPS ARE AVAILABLE
 AT THE PLANNING COMMISSION OFFICE

HISTORIC PRESERVATION ALTERNATIVES

An examination of preservation alternatives is needed now that a preliminary inventory has been conducted and some historic sites identified.

During the past twenty years the Federal Government has fostered many historic preservation alternatives through the passage of legislation. Now with a new political and economic influence the direction is toward more local government regulations and private sector assistance.

Understanding the cultural and aesthetic importance, and the economic advantages of historical preservation, several areas across the country have established protection programs. The following is a discussion of some of the more prevalent programs.

HISTORIC DISTRICT

One of the most popular measures used to preserve and protect historically, architecturally, and culturally significant properties is the historic district. The historic district is a tool that protects historic properties against destruction and the pressures of development. In addition the historic district provisions insure that any alterations to the exterior are made in a manner appropriate to the historic, architectural, and/or aesthetic features of the structure and are in keeping with the nature and character of the surrounding area.

The historic district can be an overlay zoning district created for the purpose of preserving and protecting historic properties. The district would overlap the traditional zoning districts and apply to historically significant properties within the district. The historic district can also be a traditional zoning district with specified permitted uses and special requirements. Districts may also be buildings, structures, sites, objects, or areas whose exterior appearance is regulated by some type of review board. Appendix C presents a brief analysis of seven preservation programs and ordinances.

The municipalities and counties reviewed are located in Georgia, North Carolina, South Carolina, and Virginia. Each program is analyzed with regard to administration, permit and demolition procedures, board qualifications, and method of appeals. These components are discussed in a general manner below.

Administration

An organization usually known as a Board of Architectural Review, or a Historic Commission is responsible for the administration of the historic district regulations. The Boards or Commissions vary in their scope and power. Generally, they are in charge of issuing certificates which allow alterations and/or demolition of historically significant properties. In most cases, the Board functions in a recommending advisory capacity to the local governing bodies and works closely with the Planning Commission.

Permits and Demolition Procedures

The Board usually meets on a regular basis to review certificates for alteration or demolition. Building permits and demolition applications are subsequently issued subject to approval by the Board. No certificate is required to perform normal maintenance or repair of structures.

In case of demolitions, most historic district ordinances require notice to be given to the Board and/or the issuance of an approving certificate. In most cases demolition may be delayed for a certain period of time (90 days to a year) while negotiations between the owner and various public and private organizations to purchase the structure are carried out.

Board Qualifications

Most boards have requirements in regard to size of the board and membership qualifications. These range from very general requirements

specifying an "interest" in preservation, to more restrictive requirements. In general, those more effective boards require the following types of membership:

1. State Registered Architects (at least one)
2. State Registered Landscape Architects (at least one)
3. State Bar Association
4. Historian

In addition to the above, a member of the Planning Commission, or Planning Commission staff, is usually included to help facilitate overall planning coordination. Members from the Board of Realtors and local financial institutions who can help insure the necessary private cooperation and financial support can also serve on the Board.

Appeals

In most cases, the Board functions in an administrative capacity, with powers similar to those of a Planning Commission. Appeals are generally made to Boards of Adjustment or a similar body. Further appeals may be taken to the court system.

HISTORIC EASEMENTS

Another historic preservation alternative is the Historic Easement. The Historic Easement is a legal agreement whereby the owner of a historic piece of property agrees to such terms as not tearing down the structure, maintaining its exterior, refraining from subdividing and selling the property for development or similar provisions. In return, the owner is paid a fixed sum of money or is taxed at the rate that would apply if his land were not otherwise developable.

PURCHASE AND LEASE-BACK AND REVOLVING FUND

Under the Purchase and Lease-Back alternative the local governmental entity could purchase a historically significant parcel

of property and then lease it for a sum to a citizen, company, or organization which would agree to include in the lease restrictions the possible uses of the property and/or regulations concerning the appearance of the building.

The Revolving Fund alternative allows the local governmental entity to acquire a structure, restore it, and put it under a restrictive covenant, and then resell it. The sale money then serves as capital for further investment.

The Purchase and Lease-Back technique assures preservation but not restoration. Also a lot of time must elapse for an initial investment to be repaid. The Revolving Fund assures both preservation and restoration, but requires a large initial capital investment.

NATIONAL REGISTER OF HISTORIC PLACES

Another preservation alternative is to have the property placed on the National Register of Historic Places. The National Register is a mechanism that identifies properties with national, state, or local historical significance, and offers these properties limited protection and economic incentives for rehabilitation. The advantages and disadvantages of being placed on the National Register are as follows:

Advantages

- (1) It insures that these properties are considered in the planning process for federally funded or licensed projects which may affect them.
- (2) It provides some limited protection from private development if it is on a navigable waterway or if a subdivision developer may want VA, HUD, or FHA guaranteed loans.
- (3) It becomes eligible for a 25 percent investment tax credit for rehabilitation under provisions of the Economic Recovery Tax Act of 1981.

- (4) It can qualify for National Park Service Matching Grants-in-Aide for approved preservation, rehabilitation, acquisition, and development work. However, these funds are not available at the present time and will not likely be included in the federal budget in the near future.

Disadvantages

- (1) If National Park funds are used, then property owners are restricted in the type of rehabilitation work that can be done.
- (2) If improvements are made to a structure listed on the National Register and the improvements do not involve federal funds, then the improvements are unrestricted within reason (e.g. painted two-tone orange and pink).

At the present time the following structures in Greenville County are on the National Register:

<u>NAME</u>	<u>DATE LISTED</u>	<u>LEVEL OF SIGNIFICANCE</u>
Poinsett Bridge	1970	State
McBee Methodist Church	1972	Local
Gilreath's Mill	1976	Local
Fairview Presbyterian Church	1977	Local
Piedmont Manufacturing Company	1978	National
William Bates House	1978	State
Arthur Barnwell House	1982	State

ECONOMIC RECOVERY TAX ACT OF 1981

As mentioned above, the Economic Recovery Tax Act of 1981 provides economic incentives for the rehabilitation of historic structures. In addition this act, which became effective January 1, 1982, allows an Investment Tax Credit (ITC) for rehabilitation:

- (1) 15 percent for non-residential buildings at least 30 years old
- (2) 20 percent for non-residential buildings at least 40 years old
- (3) 25 percent for certified rehabilitation of certified historic structures.

This act also:

- (1) Makes the Investment Tax Credit for the 25 percent historic category for residential rental, commercial, and industrial rehabilitation;
- (2) Allows only the 25 percent historic category to depreciate at full rehabilitation cost at a straight line over a 15-year accelerated cost recovery;

Example:

- a. For a \$100,000 certified rehabilitation of a certified historic structure, the 25 percent ITC of \$25,000 can be deducted from taxes owed and the entire \$100,000 can be depreciated over a 15-year period.
 - b. For a \$100,000 rehabilitation of a 40-year old building the 20 percent ITC of \$20,000 can be deducted from taxes owed but only the remainder - \$80,000 - can be depreciated over a 15-year period.
- (3) Allows lessees with at least a 15-year lease to qualify for the ITC;
 - (4) Allows structures leased to tax-exempt organizations and governmental entities now to qualify for the ITC;
 - (5) Allows the owner-occupant to take credit for that portion of the building that is income producing; and
 - (6) Retains disincentives preventing write-off of losses and cost associated with demolition of an historic building.

Therefore, being placed on the National Register offers some protection from development and some economic incentives for rehabilitation.

PRESERVATION ALTERNATIVE ANALYSIS

The historic preservation alternatives discussed can be categorized into the following general areas:

1. Advisory and Complimentary Site Plan Review
2. Mandatory Board Review
3. Purchase and/or Incentives

Although these alternatives have the same goal, the preservation of historic properties, they vary in their method of obtaining that goal. The following is a discussion of the advantages and disadvantages and examples of each alternative.

Advisory and Complimentary Site Plan Review

This alternative might include a notification and review period before a building or demolition permit could be issued or a rezoning completed for a historically significant piece of property. This period of time would allow groups interested in historical properties such as the County Historical Society, the County Historic Preservation Commission, the County, or private citizens to study whether what is proposed will destroy or degrade a historic property, and to contact the owner and try to work out an arrangement to eliminate or modify the harmful aspects of the project.

In addition the property owner or developer could request design assistance in the form of some site planning work, or a site plan review if a site plan has been prepared. This voluntary assistance would make the property owner or developer aware of some aspects of development such as compatibility with surrounding land uses, landscaping, parking, buffering, and setbacks which could possibly help somewhat in preserving historic structures. Advantages of this approach would be:

1. It affords interested groups and individuals the opportunity to try to preserve historic properties with less chance of sudden, irrevocable actions occurring which could destroy a historic piece of property;
2. There would be little chance of legal problems which are involved in other mechanisms or protection because property rights are not being interfered with; and
3. There would be little regulation and administration required.

Disadvantages of this alternative would be:

1. It affords only the minimal protection to historic properties in that it is founded on cooperation between private property owners and interested preservation groups or other citizens;
2. It does not require the owner to incorporate any voluntary design assistance offered; and
3. It can easily be viewed by property owners as one more regulation and nuisance that government places on them.

Example:

Perhaps a homeowner in an unzoned area wanted to remodel and convert his home into a restaurant. Through the review process, the County Planning Commission and Codes Department, working with local historical organizations and other interested citizens and groups, could work with the owner cooperatively, eliminating some or all of the objectional changes, such as a flashing sign, or an inappropriate facade. Also any complimentary site design assistance could insure parking is properly located and effective landscaping is done to preserve the character of the historic property.

This method does not tie the owners' hands; he can still do as he pleases with his property, but it may make him aware of other ways to use his property or remodel it that are more in keeping with its historical background.

Mandatory Review by Board

This alternative is similar to the boards discussed earlier that were responsible for the administration of historic district regulations. Under this alternative an appointed Board has review power, appealable to local governments and the courts, over actions involving historic properties and any districts created in the County. This review includes power over all demolition and exterior alterations or remodeling of historic structures and structures located in historic districts. Advantages of this alternative would be:

1. It allows for complete legal protection of historic properties; and
2. It affords interested groups and individuals an opportunity to have input into the alteration or demolition of any historic structure.

Disadvantages of this approach would be:

1. It puts real restrictions on property owners; and
2. It requires exact guidelines and a lot of administration.

Example:

The owner of a historic house cannot afford to maintain and use the house as a residence any longer and wishes to modify the property by adding parking and making the house functional as professional offices which is permitted in the property's zoning classification. The Board disagrees with the owner's plans because it modifies the historic structure. The owner then can appeal the decision to the courts (if he can afford the expense) or must let the property deteriorate, not being able to afford to keep it maintained.

This method ties the owner's hands (or has the potential to). The owner is forced to comply with the Board or has to allow the structure to deteriorate because it is uneconomic to maintain it adequately any longer. Outside of these options, if the owner has the resources, he can battle the Board in the courts.

Purchase and/or Incentives

The County or its agent can acquire properties through purchase and condemnation for purposes such as historic preservation. Acquisition can be in fee simple, giving the County complete ownership of the property. The acquisition in fee simple has the advantage of giving the County complete control over the property but is expensive and some use needs to be made of the building or it will probably deteriorate. The County could also, through negotiation with property owners, place restrictive covenants running with the land on historic properties. The main problem with any of these methods is that they usually require money to buy the property or portions of the rights to it.

Two variations of these purchase alternatives are to offer incentives, of a non-monetary kind, in exchange for covenants running with the land or to offer tax incentives for historic preservation efforts. The County appeals to a historic property owner's pride by offering to make and place historic markers free of charge on his property in exchange for a covenant restricting development running with the land. Tax incentives can be used in much the same way as tax incentives for the preservation of agricultural land with lower property tax assessments for the period that the historic building or property remains and then with full assessment with a penalty when demolition or drastic change of the historic structure occurs. Advantages of this alternative would be:

1. It eliminates problems of just compensation and a "taking" of private property;
2. Administration and regulation problems are lessened since most of the questions are legal ones;
3. It allows for protection of historic properties;
4. It can allow for changes in use which help keep the property as a functioning property rather than a museum piece; and
5. It can protect historic structures from deterioration due to a lack of maintenance if this is covered in the criteria for the tax incentive or in the covenant or easement.

Disadvantage of this alternative would be:

1. It can be relatively costly;
2. It may not allow complete protection for historic properties; and
3. It will not protect historic structures from deterioration due to general deterioration in the neighborhoods around them.

Example:

The County acquires the facade and remodeling rights to a historic structure (by purchase or by gift from the property owner). The property owner decides that he would like to turn the structure into professional offices which is permitted under the existing zoning classification. Plans are drawn and submitted to the County who evaluates them. Any disagreements are then ironed out between the County and the owner by negotiation. Failing that, the owner may let the property deteriorate or sell his portion of the property rights to someone else.

CONCLUSION

There are a variety of tools available for protecting historic properties. Some are relatively simple with little regulation, little cost, and little infringement upon private property rights. Others are very complex with a high degree of regulation, a high cost, and a lot of infringement upon private property rights. Others lie somewhere in between these two. For the best possible protection, a review of the existing situation regarding the location of historic properties, applicable state and local legislation, and any other regulations that may already protect or regulate historic property identified is needed.

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RECOMMENDATIONS

An examination of the factors that may affect the potential use of any of the preservation and protection alternatives identified in the last section is essential prior to making any recommendations. These factors include:

- (1) The actual location of the sites themselves;
- (2) Pertinent state and local legislation that may affect what preservation alternatives are recommended;
- (3) Existing measures that may be amended to provide some degree of protection and preservation.

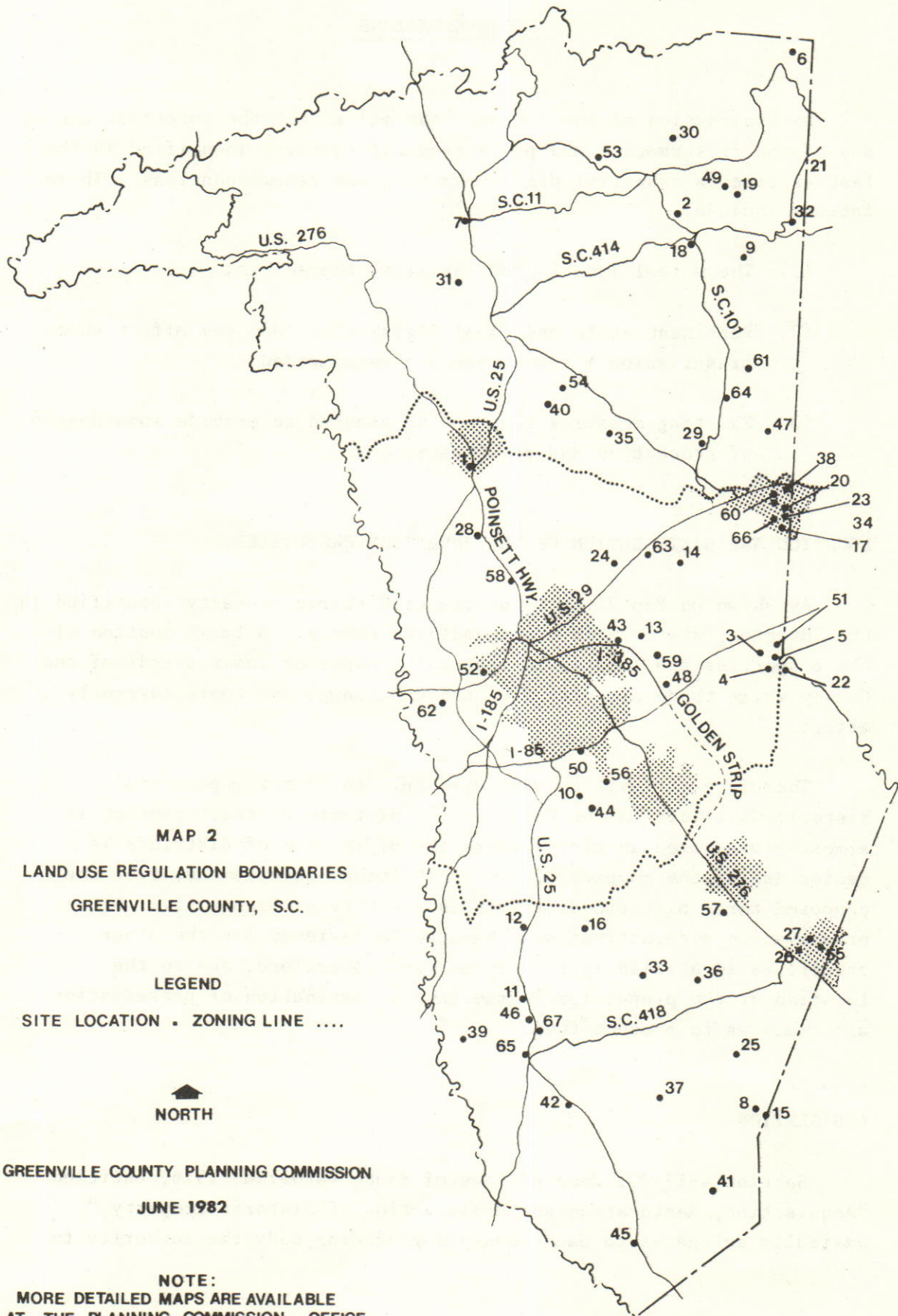
LOCATION AND DISTRIBUTION OF THE INVENTORY PROPERTIES

As shown on Map 2 the 67 pieces of historic property identified in the inventory are located throughout the County. A large portion of the properties are located in either the upper or lower thirds of the County where there are very few land use management tools currently in effect.

Therefore, it will be very difficult to identify potential historic districts in the County. The historic district concept is almost always used in cities where the definition of districts is easier due to the compact nature of the urban development, i.e. the proposed three historic districts in the City of Greenville. Other preservation alternatives will have to be reviewed for the other properties identified in this inventory. Therefore, due to the location of the properties it may take a combination of preservation alternatives to protect them.

LEGISLATION

Section 4-17-20, Code of Laws of South Carolina, 1976, entitled "Acquisition, Restoration and Preservation of Historic Property," basically delegates to each county's governing body the authority to



MAP 2
 LAND USE REGULATION BOUNDARIES
 GREENVILLE COUNTY, S.C.

LEGEND
 SITE LOCATION • ZONING LINE



GREENVILLE COUNTY PLANNING COMMISSION

JUNE 1982

NOTE:
 MORE DETAILED MAPS ARE AVAILABLE
 AT THE PLANNING COMMISSION OFFICE

"accept on behalf of their counties by gift, donation, or devise and may acquire by purchase or condemnation proceedings any real property of historical value by reason of any war in which the United States of America or any section thereof participated, or by reason of any other historic event."⁴

This legislation has been interpreted to allow a County Council in South Carolina to use any measure whether it be acquisition, historic district or historic easements/protected covenant to preserve historic property.

Act Number 8-33, of the 1970 Acts of the South Carolina General Assembly, is another piece of legislation affecting the use of historic preservation alternatives in Greenville County. This act created the Greenville County Historic Preservation Commission. Under Paragraph 5, Section 4 of this act the Commission has the power "to acquire, own, hold in trust, preserve, restore, maintain, suitably mark, develop, advertise, and operate buildings and structures of historic significance, and the land upon which the same may be situate, in Greenville County, and to receive funds, grants, donations, and appropriations for the accomplishment of these purposes."⁵ This legislation in effect allows the Historic Preservation Commission the use of all of the preservation alternatives with the exception of condemnation.

Under the provisions of the legislation reviewed above, Greenville County Council and/or the Greenville County Historic Preservation Commission have the power to use the preservation alternatives mentioned in the last section. However, due to the present economic conditions any alternative which involves a large capital outlay (acquisition, condemnation, purchase restrictive covenants) is not a very feasible one. Therefore, the advisory and complimentary site plan review, incentives, and/or mandatory board review general categories should be considered as possible preservation and protection solutions.

⁴South Carolina, Code of Laws, (1976), Chapter 17, Section 4-17-20.

⁵South Carolina, 1970 Acts of the General Assembly, Act No. 833, P. 1901.

EXISTING MEASURES

The one existing regulation that may provide some protection and preservation of historic properties is zoning. Zoning is the mechanism that divides the County into districts and regulates:

1. The height and bulk of buildings and other structures;
2. The area of a lot that may be occupied and the size of the required open space;
3. The use of buildings and land for trade, industry, residence, or other purposes.

The primary purpose of zoning is to insure that land uses are properly situated in relation to each other, and that sufficient space is provided for each land use. The legal foundation of zoning lies in the police power of the state to enact legislature protecting the public health, safety, and general welfare of its citizens.

As has been discussed earlier, most local governmental entities prefer using the overlay zoning historic district as a method of protecting historic property within that zone, and which is administered through some type of review board. However, there must be a base zone for an overlay zone to become operational, and Map 2 shows that most of the historic properties inventoried fall outside the zoning jurisdictional boundaries of Greenville County. Therefore, the historic district overlay zone is not a very feasible protection alternative.

After reviewing the three factors above and the preservation alternatives in the last section, and given the existing economic and political situation in Greenville County, the following actions are recommended:

1. That all property owners of the sites and structures in the inventory section be notified that their property has been identified using accepted state guidelines as historically, architecturally, or culturally significant. In addition, the property owner should be made aware of the voluntary assistance available to him under the advisory and complimentary site plan review preservation alternative. The owner should also be

informed of the economic advantages of listing his property on the National Register and other economic incentives provided under the Economic Recovery Tax Act of 1981, and advised that assistance will be provided to him should he pursue any of these provisions.

2. That the following properties, because of their special public significance to the County, should be purchased or offered some incentives by a public entity in the event of their possible demolition or major modification.

Campbell's Covered Bridge

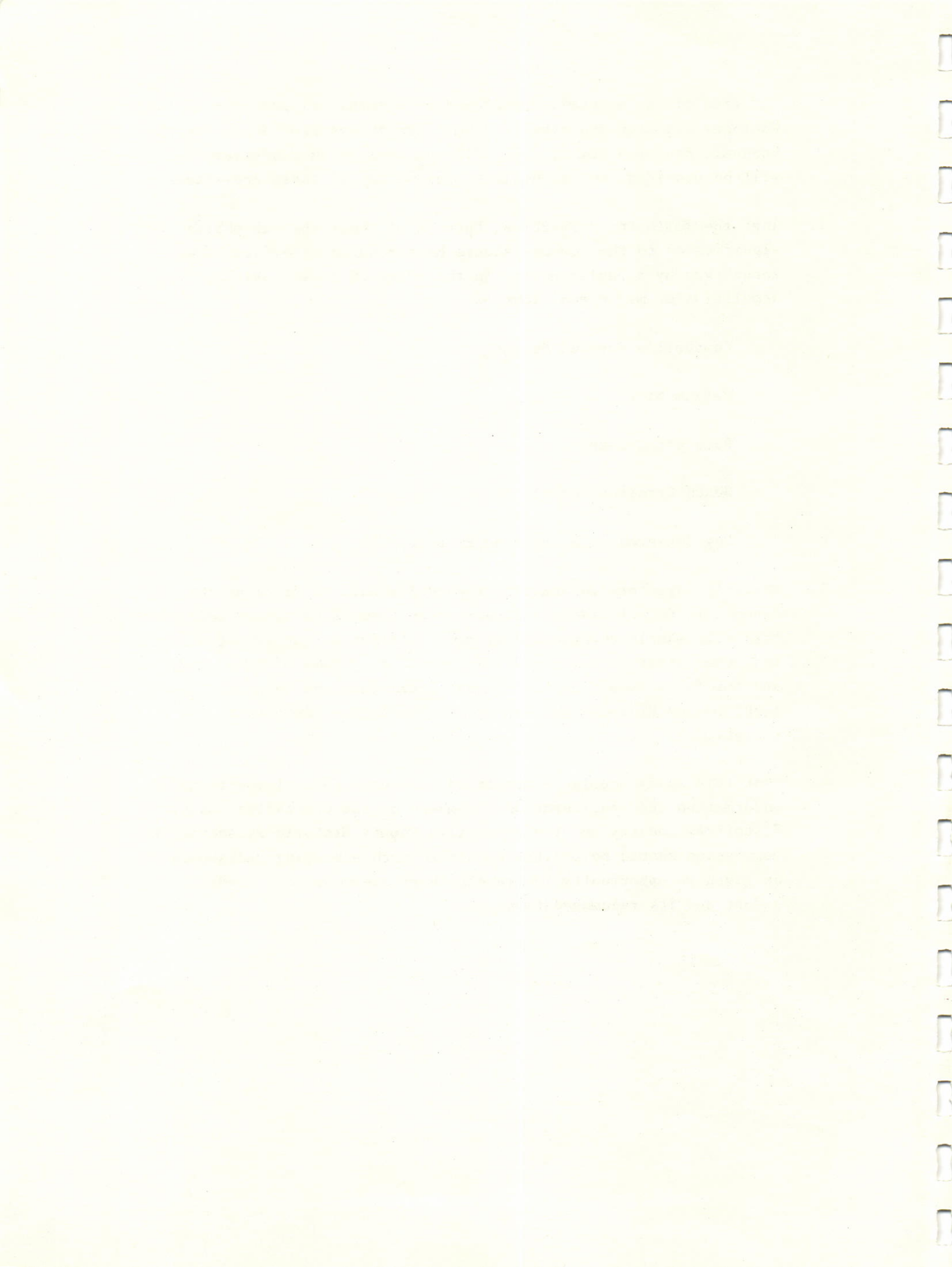
Pelham Mill

Poinsett Bridge

South Carolina Berry's Mill

Log House on J. E. Sirrine Property

3. That all inventory information recorded should be filed at the Greenville County Historic Preservation Commission office and that this file should be expanded as more information concerning these and other sites is collected. In addition, a copy of this study and the files should be sent to the South Carolina Department of Archives and History, and the Greenville County Historical Society.
4. That this study should be presented to County Council for their information and consideration. Members of the Greenville County Historical Society and the Greenville County Historic Preservation Commission should be invited to attend such a meeting and should be given an opportunity to present their views on this study effort and its recommendations.



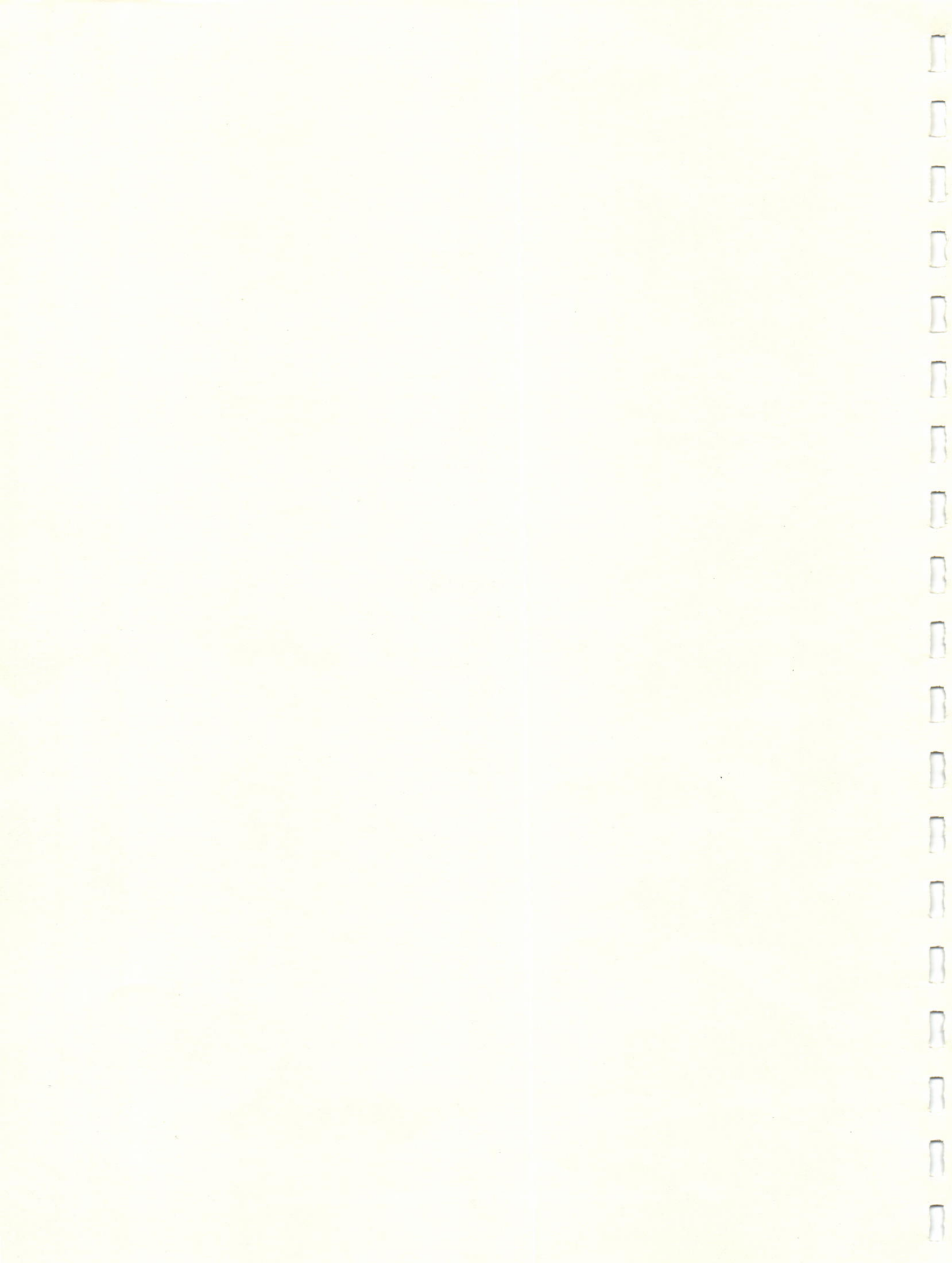
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APPENDICES



APPENDIX A

GREENVILLE COUNTY HISTORIC PRESERVATION STUDY
INVENTORY SHEET

Name:

Historic
And/Or Common

Location:

Street: Number

Classification:

<u>Category</u>	<u>Ownership</u>	<u>Present</u>	<u>Use</u>
<input type="checkbox"/> District	<input type="checkbox"/> Public	<input type="checkbox"/> Agriculture	<input type="checkbox"/> Museum
<input type="checkbox"/> Buildings(s)	<input type="checkbox"/> Private	<input type="checkbox"/> Commercial	<input type="checkbox"/> Park
<input type="checkbox"/> Structure		<input type="checkbox"/> Educational	<input type="checkbox"/> Private Residence
<input type="checkbox"/> Site	<u>Status</u>	<input type="checkbox"/> Entertainment	<input type="checkbox"/> Religious
<input type="checkbox"/> Other:	<input type="checkbox"/> Occupied	<input type="checkbox"/> Government	<input type="checkbox"/> Scientific
	<input type="checkbox"/> Unoccupied	<input type="checkbox"/> Industry	<input type="checkbox"/> Transportation
	<input type="checkbox"/> Other	<input type="checkbox"/> Military	<input type="checkbox"/> Other:

Original Use:

Ownership of Property:

Condition:

<input type="checkbox"/> Excellent	<input type="checkbox"/> Deteriorated	<input type="checkbox"/> Altered	<input type="checkbox"/> Original Site
<input type="checkbox"/> Good	<input type="checkbox"/> Ruins	<input type="checkbox"/> Unaltered	<input type="checkbox"/> Moved <input type="checkbox"/> Date
<input type="checkbox"/> Fair	<input type="checkbox"/> Unexposed	<input type="checkbox"/> Unaltered	

AREAS OF SIGNIFICANCE: (Theme)

_____ Archaeology-Prehistoric _____ Community Planning _____ Landscape Architecture _____ Religion
 _____ Archaeology-Historic _____ Conservation _____ Law _____ Science
 _____ Agriculture _____ Economics _____ Literature _____ Sculpture
 _____ Art _____ Education _____ Local History _____ Social/
 _____ Commerce _____ Engineering _____ Military _____ Theatre
 _____ Communications _____ Exploration/
 _____ Settlement _____ Industry _____ Philosophy _____ Other
 _____ Invention _____ Politics/Government

SIGNIFICANCE:

<u>Period</u>	
Prehistoric	_____ Bungalow
1400 - 1499	_____ Lategothic
1500 - 1599	_____ English Tudor
1600 - 1699	_____ Victorian
1700 - 1799	_____ Italian
1800 - 1899	_____ Other
1900 - 1929	_____

_____ Brick Vernacular	_____
_____ Romanesque	_____
_____ Frame Vernacular	_____
_____ Neo-Classical	_____
_____ Georgian Revival	_____

Informant/Address:
 Inventoried by/Date:

APPENDIX B

S. C. INVENTORY PHOTO CARD - GREENVILLE COUNTY

NAME: _____ SITE NO.: _____
 PLANNING AREA: _____ MAP: _____
 LOCATION: _____

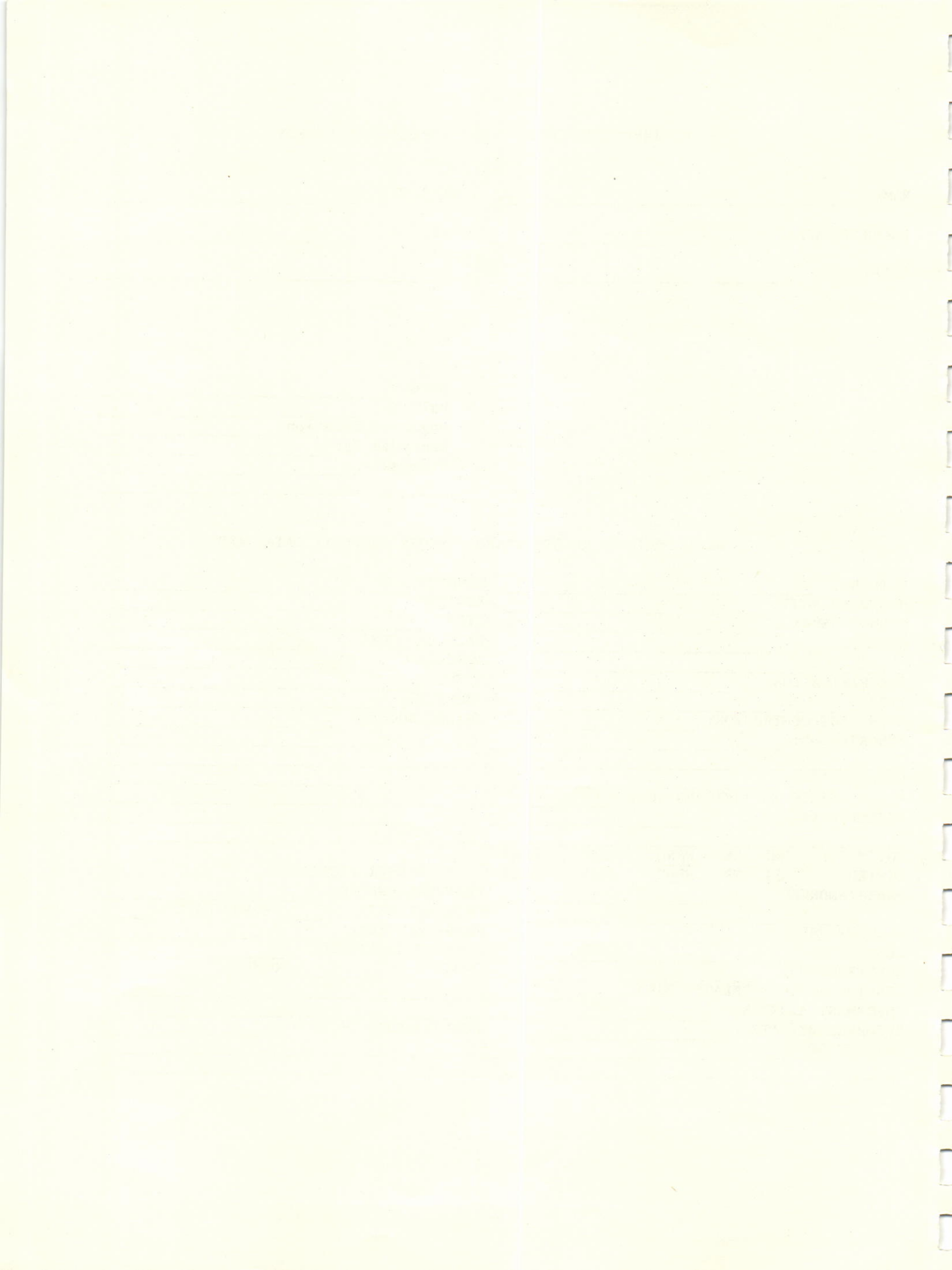
Date: _____
 Roll No: _____
 Negative Location: _____
 Recorded By: _____
 View(s): _____

S. C. DEPARTMENT OF ARCHIVES AND HISTORY PROPERTY DATA CARD

SITE NO. _____ COUNTY: _____
 HISTORIC NAME: _____ REGION: _____
 COMMON NAME: _____ CITY: _____
 ADDRESS: _____ DATE OF CONST.: _____
 _____ ACREAGE: _____
 CLASSIFICATION: _____ STYLE: _____
 TYPE: _____ THEME(S): _____
 ARCHITECT/CONTRACTOR: _____ PUBLIC ACCESS: _____
 DESCRIPTION: _____

 OUTBUILDINGS: _____
 RELATIONSHIP TO SURROUNDINGS: _____
 HISTORIC DATA: _____

POTENTIAL:	NHL	NR	NRHD	HABS	HAER	
LISTED:	NHL	NR	NRHD	HABS	HAER	S. C. MARKER PROGRAM
OWNER/ADDRESS:	_____					PREVIOUS OWNERS: _____
PRESENT USE:	_____					ORIGINAL SITE: _____ MOVED/DATE: _____
CONDITION:	_____					ORIGINAL USE: _____
CONSTRUCTION:	_____					ALTERED/UNALTERED: _____
BIBLIOGRAPHIC & RELATED DATA:	_____					ROOF: _____ FOUND: _____
INFORMANT/ADDRESS:	_____					
RECORDED BY/DATE:	_____					PHOTOGRAPHIC DATA: _____
EVALUATION:	_____					



APPENDIX C

SAVANNAH, GEORGIA HISTORIC PRESERVATION PROGRAM

DISTRICTS

Officially designated Historic Districts in Savannah are part of the Planned Neighborhood Conservation Districts Program. Other districts covered by this program include Conservation Districts, Redevelopment areas, and Community Development Target areas. More than one area within the city may be designated as a Historic District. Various height and style restrictions may be levied on each district to help it maintain its own distinct characteristics.

ADMINISTRATION

The Metropolitan Planning Commission (MPC) and Planning staff administer the Historic Districts in Savannah. New districts, and/or additions to existing districts, are proposed by the MPC to the City Aldermen. The MPC staff makes recommendations and analyses of proposed or existing districts. The MPC may solicit technical assistance from the Bureau of Public Development, the Building Inspector, Community Planning and Development, and the Housing Department.

BUILDING PERMITS AND DEMOLITIONS

Applications for building permits in the Historic District are submitted to the zoning administrator, who then transmits them to the MPC staff. The MPC staff recommends action to the MPC, who in turn recommends to the City Aldermen. A Certificate of Appropriateness must be issued by the MPC before the building permit is approved.

APPEALS

Appeals from decisions made by the City Aldermen, or with regard to the interpretation and administration of the ordinance may be made to the Zoning Board of Appeals. Further appeals are reserved for the courts.

CHARLOTTE, NORTH CAROLINA
HISTORIC PRESERVATION PROGRAM

DISTRICTS

Historic Districts in Charlotte are designed to preserve historically significant areas, structures, sites or objects and their surroundings. No mention is made of preservation of culturally significant items unless also historically important. Historic Districts in Charlotte are designated as overlay zoning districts.

ADMINISTRATION

The Charlotte-Mecklenburg Planning Commission may make recommendation to the Charlotte City Council to designate areas, structures, sites or objects as Historic Districts. The North Carolina Department of Cultural Resources must have had at least 30 days notice of the district proposal. If, within this time, they have not submitted their own report and recommendation, City Council may proceed without further impediment. The actual issuance of Certificates of Appropriateness is handled by the Charlotte Historic District Commission.

BUILDING PERMITS AND DEMOLITIONS

No changes of any kind in the exterior features of a building or other structure (walls, signs, etc.) may be made without applying for and securing a Certificate of Appropriateness from the Charlotte Historic District Commission (CHDC). This certificate is required whether or not a building permit is required. Prior to the issuance or denial of a Certificate of Appropriateness, the CHDC must give the applicant and/or owner a chance to be heard. A public hearing is required only when the CHDC deems it necessary.

CHDC QUALIFICATIONS

The Charlotte Historic District Commission is appointed by City Council. It must consist of at least three members. At least two of these members must have interest or experience in history, architecture or related fields. The powers of the Historic District Commission may be expanded to an extent comparable to Planning Commission powers.

APPEALS

Decisions made by the CHDC may be appealed to the Board of Adjustment. Further appeals go to the Superior Court of Mecklenburg County.

WINSTON-SALEM, NORTH CAROLINA
HISTORIC PRESERVATION PROGRAM

DISTRICTS

Historic Districts in Winston-Salem are designated as "H" districts. These "H" districts are zoning districts with specified permitted uses and special requirements. There is also a special Business Historic Preservation District which functions as a separate overlay district. There are presently 16 permitted uses in "H" districts, ranging from residential, to offices, to lumberyards and public uses.

ADMINISTRATION

The Historic District Commission (HDC) of Winston-Salem prepares a recommendation and analysis to be submitted to the director of Planning on any request for "H" zoning. The North Carolina Department of Cultural Resources must be notified and given 30 days to reply to such a request. If the Department of Cultural Resources chooses to prepare their own recommendation and analysis, a copy of it must be forwarded to HDC and the Historic Properties Commission.

BUILDING PERMITS AND DEMOLITIONS

No portion of any existing building may be altered, no sign erected or changed, and no utility or structure altered or constructed within an "H" district without applying for and securing a Certificate of Appropriateness. No building permit may be issued until a Certificate of Appropriateness has been secured.

No structure or building or object within a Historic District may be demolished without applying for and securing a Certificate of Appropriateness. No application to demolish may be denied, however, it may be delayed for up to 180 days. During this moratorium the HDC may negotiate with the owner and other interested parties to find a way to preserve the structure.

Prior to issuing or denying a Certificate of Appropriateness the HDC may take action to notify adjoining property owners. The applicant and affected property owners must be given the opportunity to be heard. A public hearing may be held but is not required. If the HDC fails to act within 90 days on a Certificate of Appropriateness, it shall be assumed to be approved.

HDC QUALIFICATIONS

The Winston-Salem Historic District Commission has five members appointed by the City Council. The members must be knowledgeable or interested in history, architecture, or related fields. The members are appointed to four-year staggered terms. The Historic Properties Commission is a joint bi-city-county venture between Winston-Salem, Kurnersville, and Forsythe County.

APPEALS

Appeals on HDC decisions may be made to the Board of Adjustment. Appeals on Board of Adjustment decisions may be made to the Superior Court of Forsythe County.

CHARLESTON, SOUTH CAROLINA
HISTORIC PRESERVATION PROGRAM

DISTRICTS

There are two different types of historic preservation districts in Charleston. The first established, the Old and Historic District, is a unified area of land presently totalling 790 acres. The second district established, the Old City District, protects all individual structures 100 years or older which are not included in the former district.

The Old and Historic District was established in 1931. As a geographically delineated district, any changes in the district necessitate a change in its boundaries on the zoning map, and an amendment to the zoning ordinance.

The Old City District was established in 1966. It has geographic boundaries but district limitations do not apply to all buildings within the district. Only structures 100 years old and older, or structures classified otherwise as "historic" (special criteria exist), are affected by district restrictions. When a building reaches 100 years it is automatically added to the district. No amendment is necessary.

ADMINISTRATION

In Charleston the two historic districts are administered by the Board of Architectural Review (BAR). The BAR was established in 1931. Its powers are broad. The BAR recommends all boundary changes in the Old and Historic District to the City Council. It also recommends changes in the text of the ordinance. The BAR is only required to hold public hearings when a demolition is proposed.

BUILDING PERMITS AND DEMOLITIONS

A Certificate of Approval must be issued by the BAR before any construction or demolition may take place in the two districts. Building permits may not be issued unless a Certificate of Approval has been secured. The BAR may refuse permission to demolish buildings within the Old and Historic District entirely. Demolition within the Old City District may be delayed by the BAR for up to 180 days.

BAR QUALIFICATIONS

The Board of Architectural Review was originally a five-member group appointed by the City Council. It is now composed of seven members, five of whom are appointed by the City Council; the other two are appointed by the Mayor. The five members appointed by the City Council must include:

- 1 Architect (Reg. in S. C.)
- 1 Engineer (Reg. in S. C.)
- 1 Member of the Planning and Zoning Commission
- 1 Realtor (licensed in S. C.)
- 1 Otherwise qualified member

The two members appointed by the mayor must demonstrate knowledge and/or interest in the field of preservation. BAR members' terms are staggered four-year terms. No member may serve more than two successive terms.

APPEALS

The power of appeal on decisions rendered by the BAR is reserved by the Circuit Court.

COLUMBIA, SOUTH CAROLINA
HISTORIC PRESERVATION PROGRAM

DISTRICTS

There are four historic preservation classifications in Columbia. These classifications accommodate individual structures, sites, and/or areas. The Landmarks classification is for individual structures or sites. The Landmark District protects the landmark which is associated with a specific locale or area, and the surrounding area. The Architectural Conservation District protects groups of buildings which may not be individually significant but which as a unit or group are worthy of preservation. The Protection Area is a further refinement of the Architectural Conservation District.

Presently, many Landmarks have been recorded. However, there is only one area each recorded under the other three classifications. These other classes are not restricted to just one entry and may be expanded as needs indicate.

ADMINISTRATION

The Landmarks Commission (LMC) serves in an advisory capacity to the City Council on historic preservation issues. In addition it functions in a regulatory, advisory, assisting and coordinating capacity to the City Manager and city departments. The LMC has broad responsibilities but limited power. The LMC staff may take action only on routine, minor matters. Any actions involving new construction, major repairs, additions to existing structures, or demolition requires a public hearing.

BUILDING PERMITS AND DEMOLITIONS

Building permits may not be issued until a Certificate of Design Approval has been secured from the LMC. No structure within a historic district may be demolished without first notifying the LMC. The LMC may delay demolition for up to one year. During this time negotiations are conducted between the owner and any groups or individuals who might be interested in preserving and restoring the property.

LMC QUALIFICATIONS

The Landmarks Commission is appointed by City Council. It was formed in 1974 as a replacement for an earlier unsuccessful commission established in 1963. The nine members of the LMC are appointed for staggered six-year terms. No member may serve more than two successive terms. The following Commission membership requirements must be met:

- 1 Lawyer (rec. by S. C. Bar Assoc.)
- 1 Architect (Reg. in S. C.)
- 1 Architectural Historian
- 1 City Planner

The other five are appointed with regards to experience or interest in the preservation movement.

APPEALS

Appeals on decisions rendered by the LMC are handled by the Circuit Court.

GREENVILLE, SOUTH CAROLINA
HISTORIC PRESERVATION PROGRAM

DISTRICTS

The Historic-Architectural District (H-A) in Greenville is an overlay district which applies to districts, sites, buildings and structures. These designated districts may be associated with historic events, historic personages, or particular periods and types of architecture.

ADMINISTRATION

The Board of Architectural Review (BAR) issues Certificates of Appropriateness. The Building Commissioner is in charge of levying building permit fees and other fees necessary to administer the ordinance. The BAR has the power to set standards applicable to historic districts and to require any data that is necessary to act on the application. The BAR may notify adjoining property owners, by letter, of the proposed construction, and allow the applicant and notified property owners to be heard. The BAR may hold a public hearing when they deem it necessary.

BUILDING PERMITS ANDS DEMOLITIONS

A Certificate of Appropriateness must be issued by the BAR before any exterior portion of a structure in a H-A District may be erected, altered, restored, demolished or moved. A Certificate of Appropriateness must be obtained before a building permit can be secured. The City of Greenville and public utility companies must seek advice from the BAR before changing paving, trees, and planting, utilities, walls, signs, etc. If the BAR fails to take final action on any applicant within 30 days the application shall be deemed to be approved. If the BAR denies a Certificate of Appropriateness, a new application may be submitted only if substantive changes have been made in the plans. The BAR has the power to decide what constitutes a substantive change.

BAR QUALIFICATIONS

The BAR consists of five members appointed to staggered three-year terms by City Council. The five-member board appointed by City Council must be composed as follows:

At least two members must be South Carolina registered architects.

At least two members must be historians or trained in historic preservation.

One member must be experienced in real estate or finance.

All members must be residents of the City of Greenville.

APPEALS

Petitions to appeal decisions rendered by the BAR are processed by the courts. Any such petition must be filed within 30 days after the filing of the BAR decision.

FAIRFAX COUNTY, VIRGINIA
HISTORIC PRESERVATION PROGRAM

DISTRICTS

Fairfax County Historic Districts are part of a set of overlay districts in the county zoning ordinance. The Historic Overlay Districts may be individual buildings or sites. At present there are eight Historic Overlay Districts in the county.

ADMINISTRATION

The Architectural Review Board (ARB) or the Fairfax County History Commission may recommend to the Planning Commission or the Board of Supervisors that an area be designated an Historic Overlay District. The Planning Commission then works in cooperation with the ARB and the History Commission in the preparation of a report about the proposed amendment.

BUILDING PERMITS AND DEMOLITIONS

No building permit for new construction, exterior alteration, or addition to existing structures shall be issued in the overlay district without the permission of the ARB. The ARB may approve the permit application as submitted, or may approve it subject to modifications or conditions.

The demolition or moving of any structure within an overlay district also requires the approval of the ARB. If permission to demolish is refused, the owner has the right to demolish the structure provided he/she has made a bonafide offer to sell the structure and the land to the County or another responsible political subdivision. The public or private organization purchasing must be willing to give assurance to restore and preserve the structure. The offer to sell must be made within one year of the application to demolish or a new demolition permit must be applied for.

During the time of purchase negotiation with the county, the owner may not contract to sell the property to any other party. Negotiation time ranges from three months to twelve months and is related to the selling price.

ARB QUALIFICATIONS

The ARB is composed of nine (voting) members. The Fairfax County Board of Supervisors appoints the ARB. The ARB membership must be composed as follows:

- 2 Registered Architects (at least)
- 1 Landscape Architect
- 1 Lawyer with membership in the Va. Bar

Other members are to be drawn from related professions such as archaeologists, historians, and real estate brokers. In addition there shall be a tenth (ex officio) member from the Fairfax County History Commission. Members are appointed to staggered three-year terms. Members may succeed themselves.

APPEALS

Decisions made by the ARB may be appealed to the County Board of Supervisors. Decisions of the Board of Supervisors may be appealed to the Fairfax County Circuit Court.

