



## North Carolina Department of Natural and Cultural Resources

### State Historic Preservation Office

Ramona M. Bartos, Administrator

Governor Roy Cooper  
Secretary D. Reid Wilson

Office of Archives and History  
Deputy Secretary, Darin J. Waters, Ph.D.

February 5, 2024

Brittany Hyder  
New South Associates  
1006 Yanceyville Street  
Greensboro, North Carolina 27405

[byhder@newsouthassoc.com](mailto:byhder@newsouthassoc.com)

Re: Wake Bus Rapid Transit: Southern Corridor Project, City of Raleigh, Wake County, ER 20-0667

Dear Ms. Hyder:

Thank you for your email of December 15, 2023, transmitting the Historic Structure Survey Report (HSSR), titled "Historic Architecture Survey of the Wake Bus Rapid Transit: Southern Corridor Project." We have reviewed the HSSR and offer the following comments.

We concur that the following properties remain eligible for listing in the National Register of Historic Places (NRHP).

- East Raleigh-South Park National Register Historic District (WA1846), under Criteria A and C
- Raleigh Water Works & E.B. Bain Water Treatment Plant (WA4179), under Criteria A and C

We concur that the following property is not eligible for listing in the NRHP under any criteria.

- Gray Funeral Home (WA2464)
- Hertford Village (WA8349)
- Layden Memorial Methodist Church (WA8112)

We also concur that Shaw University Historic District (WA8066) remains eligible in the State Study List under Criteria A and C.

The report evaluates Shaw University Historic District within the East Raleigh-South Park National Register Historic District, and the bounds of the two districts do overlap, however, it does not clearly state if the former, independent of the latter, is eligible for NRHP. We request that Shaw University Historic District be evaluated for its eligibility for listing in the NRHP and a clear and justified boundary proposal for the district provided if it is found eligible. We look forward to reviewing the revised HSSR with the included evaluation and do not recommend any other changes to the rest of the documentation.

The above comments are made pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800.

Thank you for your cooperation and consideration. If you have questions concerning the above comment, contact Renee Gledhill-Earley, environmental review coordinator, at 919-814-6579 or [environmental.review@dnrcr.nc.gov](mailto:environmental.review@dnrcr.nc.gov). In all future communication concerning this project, please cite the above referenced tracking number.

Sincerely,

*Renee Gledhill-Earley*  
for Ramona Bartos, Deputy  
State Historic Preservation Officer

cc: Kaitlin Hughes, WSP USA, Inc.  
Julie Carrie Walker, FTA  
Tania Tully, City of Raleigh  
Collette Kinane, City of Raleigh

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## Document Transmittal Form

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**Date:** 01/03/2024

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**To:** Renee Gledhill-Earley

**Organization:** NC State Historic Preservation Office

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**Address:** Renee Gledhill-Earley  
State Historic Preservation Office  
109 East Jones Street, Room 258  
Raleigh, NC 27601

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**Items Sent:** Hard copies of the supplementary materials for the survey site forms that were inadvertently left out of the previous package. Six copies of the report title page and management summary. Portions of the report covering WA1846, WA8066, WA4179, WA2464, WA8112, and WA8349. Organized by site.

**Sent By:** Brittany Hyder, New South Associates

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**Transmitted Via:** FedEx

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**Message:** The Federal Transit Administration (FTA) in cooperation with their recipient, the City of Raleigh, is providing the attached hard copy materials for the Wake Bus Rapid Transit (BRT) Southern Corridor Project [ER 20-0667].

If you have any questions or issues, please do not hesitate to contact Carrie Walker at (404) 865-5645 or at [julia.walker@dot.gov](mailto:julia.walker@dot.gov) or Brittany Hyder at [bhyder@newsouthassoc.com](mailto:bhyder@newsouthassoc.com) or (864) 978-8363.

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565 North Milledge Ave, Athens, GA 30601 • (770) 498-4155

1819 Hampton Street, Columbia, South Carolina 29201 • (803) 771-7083

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## Document Transmittal Form

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**Date:** 12/15/2023

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**To:** Renee Gledhill-Earley

**Organization:** NC State Historic Preservation Office

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**Address:** Renee Gledhill-Earley  
State Historic Preservation Office  
109 East Jones Street, Room 258  
Raleigh, NC 27601

---

**Items Sent:** One (1) unbound hard copy of the final report titled "Historic Architecture Survey of the Wake Bus Rapid Transit: Southern Corridor Project," hard copies of the survey site forms (6), one flash drive containing a PDF of the final report, GIS Data, Survey Site Database, Photographs, and Spreadsheet of Resource Determinations.

**Sent By:** Brittany Hyder, New South Associates

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**Transmitted Via:** FedEx

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**Message:** The Federal Transit Administration (FTA) in cooperation with their recipient, the City of Raleigh, is providing the attached hard copy materials for the Wake Bus Rapid Transit (BRT) Southern Corridor Project [ER 20-0667].

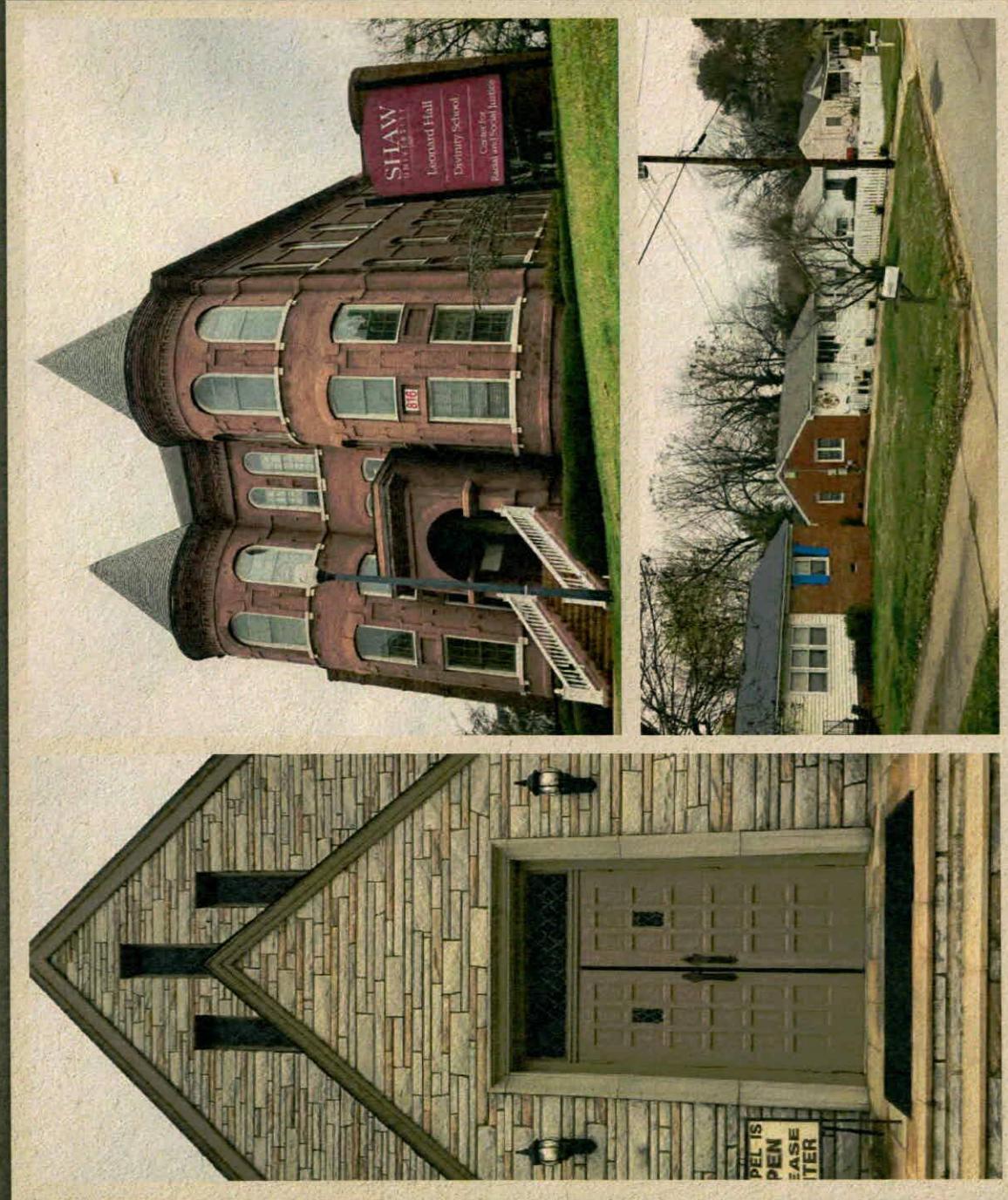
If you have any questions or issues, please do not hesitate to contact Carrie Walker at (404) 865-5645 or at [julia.walker@dot.gov](mailto:julia.walker@dot.gov) or Brittany Hyder at [bhyder@newsouthassoc.com](mailto:bhyder@newsouthassoc.com) or (864) 978-8363.

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# Historic Architecture Survey of the Wake Bus Rapid Transit: Southern Corridor Project

City of Raleigh, Wake County, North Carolina



NEW SOUTH ASSOCIATES, INC.

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# **Historic Architecture Survey of the Wake Bus Rapid Transit: Southern Corridor Project**

City of Raleigh, Wake County, North Carolina

Report submitted to:

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WSP • 434 Fayetteville Street • Raleigh, North Carolina 27601

Report prepared by:

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New South Associates, Inc. • 1006 Yanceyville Street • Greensboro, North Carolina 27405



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Summer Ciomek – Principal Investigator

Summer Ciomek – Historian and Co-Author

Brittany Hyder – Historian and Co-Author

Renee' Donnell – Historian and Co-Author

October 3, 2023, 2023 • **Revised Draft Report**

New South Associates Technical Report 4454

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# MANAGEMENT SUMMARY

New South Associates, Inc., (NSA) completed a historic architecture survey for the proposed Wake Bus Rapid Transit (BRT): Southern Corridor Project. The project would be approximately 5.1 miles long and extend from the existing GoRaleigh Station in downtown Raleigh to the existing shopping center on Rupert Road in Garner, North Carolina. The proposed alignment would loop around South Wilmington Street, East Morgan Street, South Blount Street, and East South Street. The alignment would then follow South Salisbury Street and South Wilmington Street south out of Raleigh until traveling on the proposed flyover, crossing South Saunders Street, and onto the proposed South Wilmington Street Extension. The Southern Corridor project would include new dedicated transit lanes, new signalized intersections, and pedestrian facilities including new multi-use paths and pedestrian crossings at BRT stops. The project would serve 10 stations, including nine new stations and one existing stop at GoRaleigh station constructed as part of the New Bern Avenue BRT Project. Buses would operate in a combination of dedicated center-running transit lanes, curbside business access transit (BAT) lanes, and in mixed traffic with signalization improvements at intersections to provide transit signal priority (TSP), improving travel times and reliability along the corridor.

The prime consultant, WSP, is under contract with the City of Raleigh (City). The project is seeking funding from the Federal Transit Administration (FTA) and is therefore complying with the National Environmental Policy Act (NEPA) and Section 106 of the National Historic Preservation Act (NHPA) regulations specified in 36 CFR 800. The work adhered to the procedures and policies established by the North Carolina State Historic Preservation Office (HPO) for compliance with Section 106 of the NHPA of 1966, as amended.

The FTA defined the proposed project's Area of Potential Effects (APE) for direct and indirect effects for historic architectural resources as follows: in areas where no roadway work is proposed, the APE will be the existing roadway, curb to curb. In areas where proposed roadway work would extend beyond the existing edge of travel, including the construction of new lanes, pedestrian access, etc., the APE will include parcels immediately adjacent to the proposed project work. Around BRT side stops, the APE will be 50 feet beyond proposed BRT side stops, and an approximately 50-foot buffer around the transportation right-of-way (ROW) for median BRT stops. The APE includes any areas of new ROW acquisition and may be expanded in select areas, as needed, to accommodate any anticipated movements in BRT stop locations or construction of pedestrian access. The North Carolina HPO concurred with the APE in a letter dated January 4, 2023. FTA and the HPO staff subsequently determined that two resources along the project

corridor warranted intensive National Register of Historic Places (NRHP) eligibility evaluations: the Gray Funeral Home Annex (WA2464) and the Hertford Village (WA8349) neighborhood including Layden Memorial Methodist Church (WA8112) (Table 1).

On January 30, 2023, the HPO requested that NSA survey and evaluate the above-referenced properties and prepare a report on their eligibility for listing in the NRHP. In addition, HPO requested that NSA prepare an appendix documenting the additional 34 resources within the APE that are 45 years of age and older that lack NRHP potential. These resources were identified, photographed, and briefly described in a chart that is included in Appendix A.

The APE contains portions of two NRHP-listed historic districts and one NRHP-listed site that is not within the boundaries of a district. The NRHP-listed Moore Square Historic District was evaluated in the 2020 historic architecture survey of the New Bern Avenue Corridor Bus Rapid Transit Project and was confirmed to retain sufficient integrity to remain eligible for listing in the NRHP (Reed and Hyder 2020). The other two NRHP properties, the East Raleigh-South Park Historic District (WA1846) and the Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179), were reviewed in this study. The study-listed Shaw University District (WA8066) is within the boundary of the East Raleigh-South Park Historic District and was evaluated as part of that district. A review of the NRHP-listed properties reveals that all the currently NRHP-listed properties retain sufficient integrity to remain eligible for listing in the NRHP. Additionally, the study-listed Shaw University District (WA8066) appears to retain sufficient integrity to remain on the NC Study List and was recommended as eligible for the NRHP, both individually and as part of the East Raleigh-South Park Historic District. The resources within the boundaries of the NRHP-listed historic districts were not individually assessed as the districts were evaluated for NRHP eligibility.

None of the intensively surveyed architectural resources are recommended eligible for the NRHP.

*Table 1. Surveyed Properties*

Survey Site #	Resource Name/Address	Current Status	NRHP Eligibility Recommendation
WA1846	East Raleigh-South Park Historic District	NRHP-Listed	Eligible, Criteria A and C
WA8066	Shaw University Historic District	NC Study-Listed	Eligible, Criteria A and C
WA4179	Raleigh Water Works and E.B. Bain Water Treatment Plant, 1810 Fayetteville Street, Raleigh	NRHP-Listed	Eligible, Criteria A and C
WA2464	Gray Funeral Home, 2415 South Wilmington Street, Raleigh	Surveyed Only	Not Eligible
WA8349	Hertford Village, 157 properties along Knowles, Newbold, Blanchard, and Layden Streets, Raleigh	Surveyed Area, No Designation	Not Eligible
WA8112	Layden Memorial Methodist Church, 2607 South Wilmington Street, Raleigh	Surveyed Only	Not Eligible

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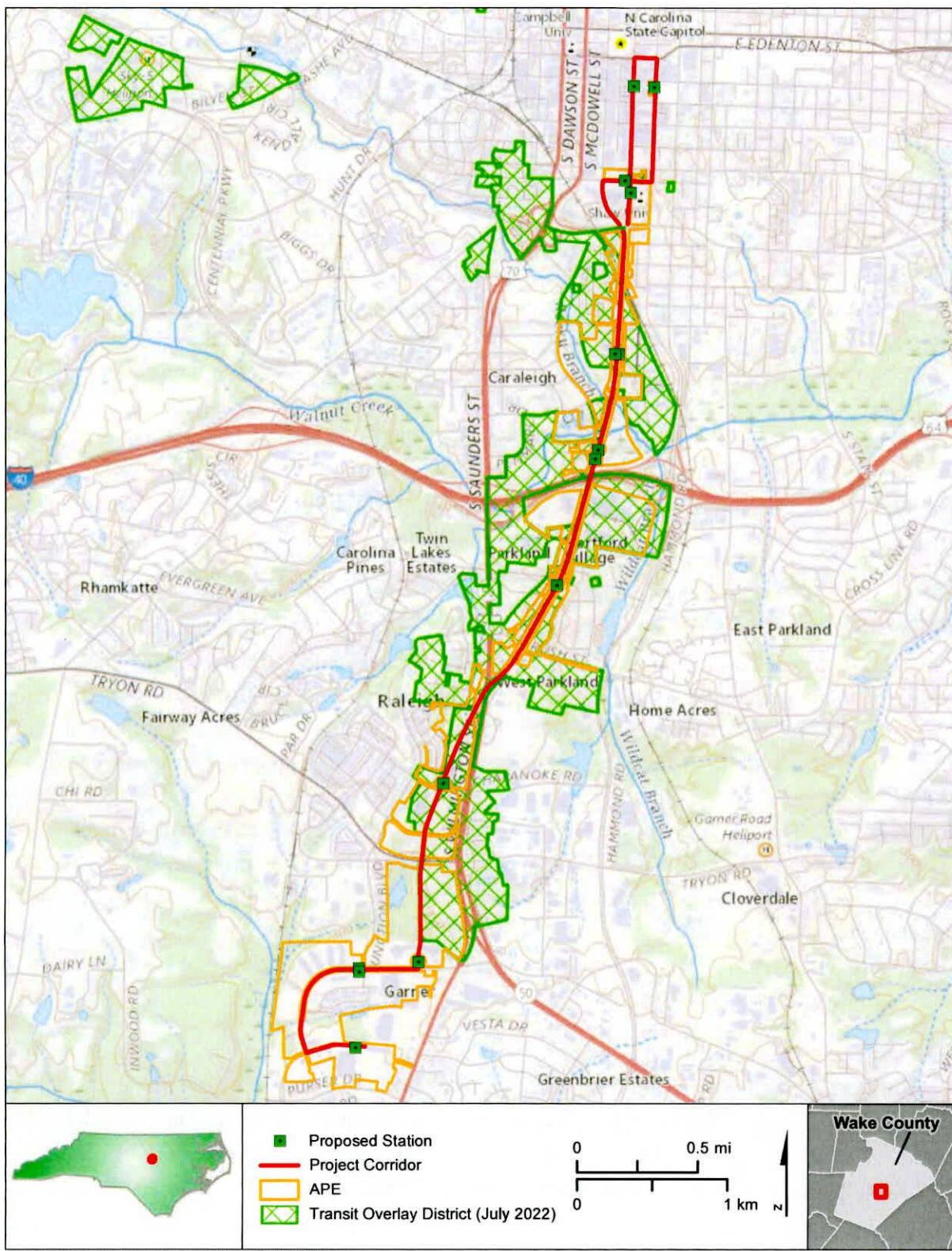
# I. INTRODUCTION

New South Associates, Inc., (NSA) completed a historic architecture survey for the proposed Wake Bus Rapid Transit (BRT): Southern Corridor project in Wake County, North Carolina (Figure 1.1). Approximately 5.1 miles long, the proposed project would extend from the existing GoRaleigh Station in downtown Raleigh to the existing shopping center on Rupert Road in Garner, North Carolina. The proposed alignment would loop around South Wilmington Street, East Morgan Street, South Blount Street, and East South Street. The alignment would then follow South Salisbury Street and South Wilmington Street south out of Raleigh until traveling on the proposed flyover, crossing South Saunders Street, and onto the proposed South Wilmington Street Extension. The Southern Corridor project would include new dedicated transit lanes, new signalized intersections, and pedestrian facilities including new multi-use paths and pedestrian crossings at BRT stops. The project would serve 10 stations, including nine new stations and one existing stop at GoRaleigh station constructed as part of the New Bern Avenue BRT Project. Buses would operate in a combination of dedicated center-running transit lanes, curbside business access transit (BAT) lanes, and in mixed traffic with signalization improvements at intersections to provide transit signal priority (TSP), improving travel times and reliability along the corridor.

In July 2022, the City of Raleigh (City) adopted a transit overlay district, identified in the City of Raleigh's Unified Development Ordinance, for the BRT Southern Corridor. The goals of this transit overlay district are to encourage the type of development that will support BRT, including allowing more people to live and work in walkable places served by transit, and ensure that areas near transit are pedestrian-friendly and have active uses that support transit and encourage affordable housing (City of Raleigh 2023a). Generally, the overlay was applied on a parcel-by-parcel basis within 0.25 miles of the BRT Southern Corridor, but avoided existing neighborhoods where redevelopment is unlikely, or where overlay requirements would not be compatible with existing development. As of the July 2022 application, properties designated Raleigh Historic Landmarks, or lying within a National Register District, Historic Overlay District, or Neighborhood Conservation Overlay District, were omitted. Parcels that are currently included in the overlay are shown on Figure 1.1.

The project sponsor, the City, is not currently planning joint development or transit-oriented development along the BRT Southern Corridor. The transit overlay district is a local tool adopted and controlled by the City to support and encourage development around transit corridors. The overlay district's potential indirect and cumulative effects to historic resources will be considered in the Southern Corridor's subsequent Assessment of Effects Report.

Figure 1.1.  
Project Location and Proposed Stations in Raleigh, North Carolina



As of September 2023, the City is preparing to begin a two-year station area planning study, which will focus on making the areas within a short walking distance of the BRT stops supportive of transit. Elements of the study include developing local strategies for first- and last-mile mobility, housing affordability, business support, and land use/urban design. These local strategies will be considered in the indirect and cumulative effects section of the Southern Corridor's Assessment of Effects Report (City of Raleigh 2023b).

The prime consultant, WSP, is under contract with the City. The proposed BRT Southern Corridor project is seeking funding from the Federal Transit Administration (FTA) and is therefore complying with the National Environmental Policy Act (NEPA) and Section 106 of the National Historic Preservation Act (NHPA) regulations specified in 36 CFR 800. The work adhered to the procedures and policies established by the North Carolina State Historic Preservation Office (HPO) for compliance with Section 106 of the NHPA of 1966, as amended.

The FTA has defined the proposed project's Area of Potential Effects (APE) for direct and indirect effects to historic architectural resources as follows: in areas where no roadway work is proposed, the APE will be the existing roadway, curb to curb. In areas where proposed roadway work would extend beyond the existing edge of travel, including the construction of new lanes, pedestrian access, etc., the APE will include parcels immediately adjacent to the proposed project work. Around BRT side stops, the APE will be 50 feet beyond proposed BRT side stops, and an approximately 50-foot buffer around the transportation right-of-way (ROW) for median BRT stops. The APE includes any areas of new ROW acquisition and may be expanded in select areas, as needed, to accommodate any anticipated movements in BRT stop locations or construction of pedestrian access. The North Carolina HPO concurred with the APE in a letter dated January 4, 2023. FTA and the HPO staff subsequently determined that two resources along the project corridor warranted intensive National Register of Historic Places (NRHP) eligibility evaluations: the Gray Funeral Home Annex (WA2464) and the Hertford Village (WA8349) neighborhood including Layden Memorial Methodist Church (WA8112).

Research and fieldwork for this study were completed by NSA historian Brittany Hyder from February 28, 2023, through March 3, 2023. Prior to fieldwork, Hyder reviewed the statewide architectural survey records of the HPO using HPOWEB. Additional background research was completed on March 2, 2023, at the HPO file room. Research included a review of available HPO survey maps, forms, photographs, and reports; NRHP nominations and files; and National Historic Landmarks (NHL) files. Preliminary research also included a review of documents available online such as county tax records, real estate records, aerial photographs, and historic USGS topographical maps.

During a project meeting on January 30, 2023, the HPO requested that NSA survey and evaluate the above-referenced properties and prepare a report on their eligibility for listing in the NRHP. In addition, HPO requested that NSA document in a chart all resources within the APE that are 45 years of age and older and that lack NRHP potential. Thirty-four resources were identified, photographed, and briefly described in a chart that is included in Appendix A.

The APE contains portions of two NRHP-listed historic districts and one NRHP-listed site that is not within the boundaries of a district. The NRHP-listed Moore Square Historic District was discussed in the 2020 historic architecture survey of the companion New Bern Avenue Corridor Bus Rapid Transit Project and was confirmed to retain sufficient integrity to remain eligible for listing in the NRHP (Reed and Hyder 2020). The other two NRHP properties, the East Raleigh-South Park Historic District (WA1846) and the Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179), were reviewed in this study. The study-listed Shaw University District (WA8066) is within the boundary of the East Raleigh-South Park Historic District and was evaluated as part of that district. A review of the NRHP-listed properties reveals that all the NRHP-listed properties retain sufficient integrity to remain eligible for listing in the NRHP. Additionally, the study-listed Shaw University District (WA8066) appears to retain sufficient integrity to remain on the NC Study List and was recommended as eligible for the NRHP, both individually and as part of the East Raleigh-South Park Historic District. The resources within the boundaries of the NRHP-listed historic districts were not individually assessed as the districts were evaluated for NRHP eligibility.

None of the intensively surveyed resources are recommended eligible for listing in the NRHP.

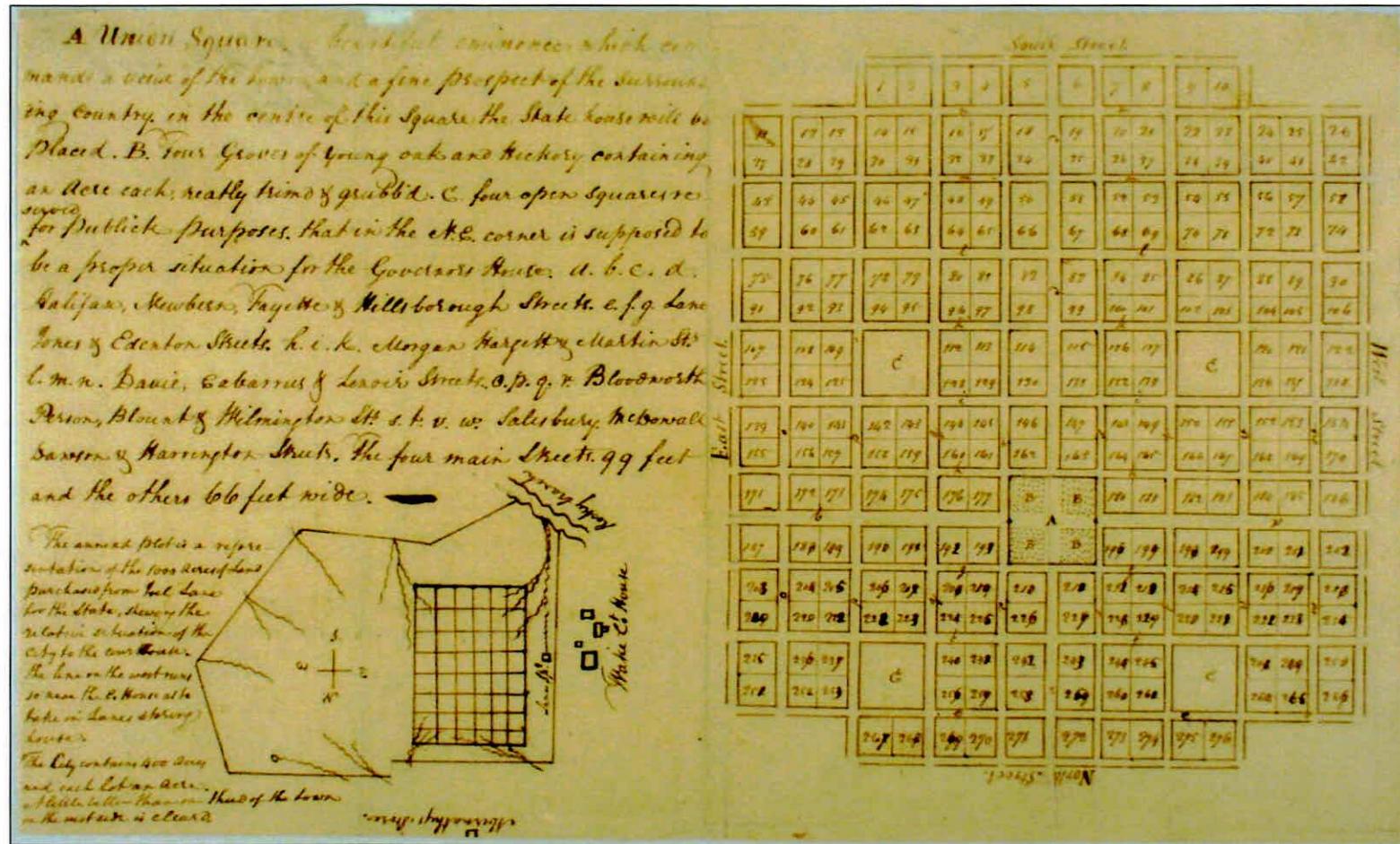
## II. PROJECT AREA HISTORIC CONTEXT

Prior to 1792, North Carolina had no permanent capital and lawmakers convened in various locations throughout the state. Leaders living west of the Cape Fear River backed establishing a capital in Fayetteville, while those in the east backed coastal locations such as New Bern (Perkins 1994:3). Following a robust debate in 1788, the state legislature concurred that the state capitol should be in a central location. Joel Lane offered a 1,378-acre tract of land near the Wake Court House. The tract was conveniently situated near the crossroads of North Carolina's two major thoroughfares: the north-south route connecting Petersburg, Virginia, and Charleston, South Carolina, and the east-west route connecting Hillsborough to the coast (Perkins 1994:3).

In 1792 legislators purchased the wooded tract near Wake Court House, and in the following days senator and surveyor William Christmas platted the city of Raleigh. According to Christmas's initial design, Raleigh would be a rectangular grid with Union Square at its axial center. The grid was anchored by four existing springs at the city's corners (Perkins 1994). The 6-acre Union Square would house a capital building, and four additional 4-acre squares radiating from the city center were earmarked for public use. Three of the four parks were named for the state's first governors Caswell, Nash, and Burke, while the fourth park (modern-day Moore Square) was named for Attorney General Alfred E. Moore. The city's four primary thoroughfares extended from each side of the 6-acre Union Square and were named for the state's judicial districts, New Bern, Halifax, Fayetteville, and Hillsborough. These streets created the framework of a 400-acre grid system composed of 276 1-acre lots auctioned to raise funds to construct a state house and institutional buildings (Figure 2.1).

On December 31, 1792, the North Carolina General Assembly adopted the new capital and named the city in honor of Sir Walter Raleigh, who intended to build a city bearing his name on Roanoke Island. In 1794, the city was officially chartered, and seven commissioners were chosen and tasked with creating city ordinances and appointing city officials (Perkins 1994). The original capitol was built on Union Square in 1794, and later that year the North Carolina General Assembly held its first session. The selection of a permanent capital incited government officials to move their offices and residences to Raleigh. According to the 1880 U.S. Census, Raleigh had a population of 669 residents, including 335 enslaved people and 188 free African American men and women (Perkins 1994).

In 1819, the General Assembly oversaw a campaign that extended until 1822 to remodel the state house. Shortly after its completion, a devastating fire destroyed the remodeled building in 1831.



Source: (Christmas 1792)

Figure 2.1.  
Christmas Plan for the City of Raleigh, 1792

Governor David Lowry Swain laid the cornerstone for a replacement, the existing Greek Revival North Carolina State Capitol (WA0007), in 1833, solidifying Raleigh's place as the state's governmental and institutional center. The Raleigh-Gaston Railroad was completed in March of 1840, which improved connectivity in the region and bolstered the city's commercial potential (Perkins 1994). Industries popped up around the railways, including foundries, repair shops, and warehouses that provided jobs for unskilled laborers. In 1857, city officials annexed a quarter-mile area surrounding the city, further encouraging growth (Mattson 1988:3).

## CIVIL WAR AND RECONSTRUCTION

Though not physically destroyed like many southern capitals during the Civil War, Raleigh entered a period of financial instability during Reconstruction. The city was occupied intermittently by Federal troops from April 1865 to 1870 (de Miranda and Martin 2008). During this time all of the state's banks were shuttered. Raleigh's commercial district began to recover and diversify in the late 1870s as shopkeepers along Fayetteville Street and Hargett Street re-opened. In 1907, Raleigh's city limits were expanded north to roughly Glascock Street, east of Tarboro Road, south of Bragg Street, and west of the terminus of West Morgan Street (City of Raleigh Information Technology Department 2019). This expansion quadrupled the size of the city and encouraged further economic growth. The area on the west side of Moore Square became home to numerous retail businesses, including an agricultural implement company, shoe stores, and confectioners. Around 1910, the state legislature considered relocating the state capitol to Greensboro, as the city boasted infrastructure better suited for large political gatherings. In response, the city of Raleigh spearheaded a campaign to develop additional lodging facilities and an auditorium. Numerous sizable buildings, including the Montague Building downtown and the 1914 Spanish Revival City Market, were constructed in hopes of bolstering the city's reputation (Bushong and Brown 1983).

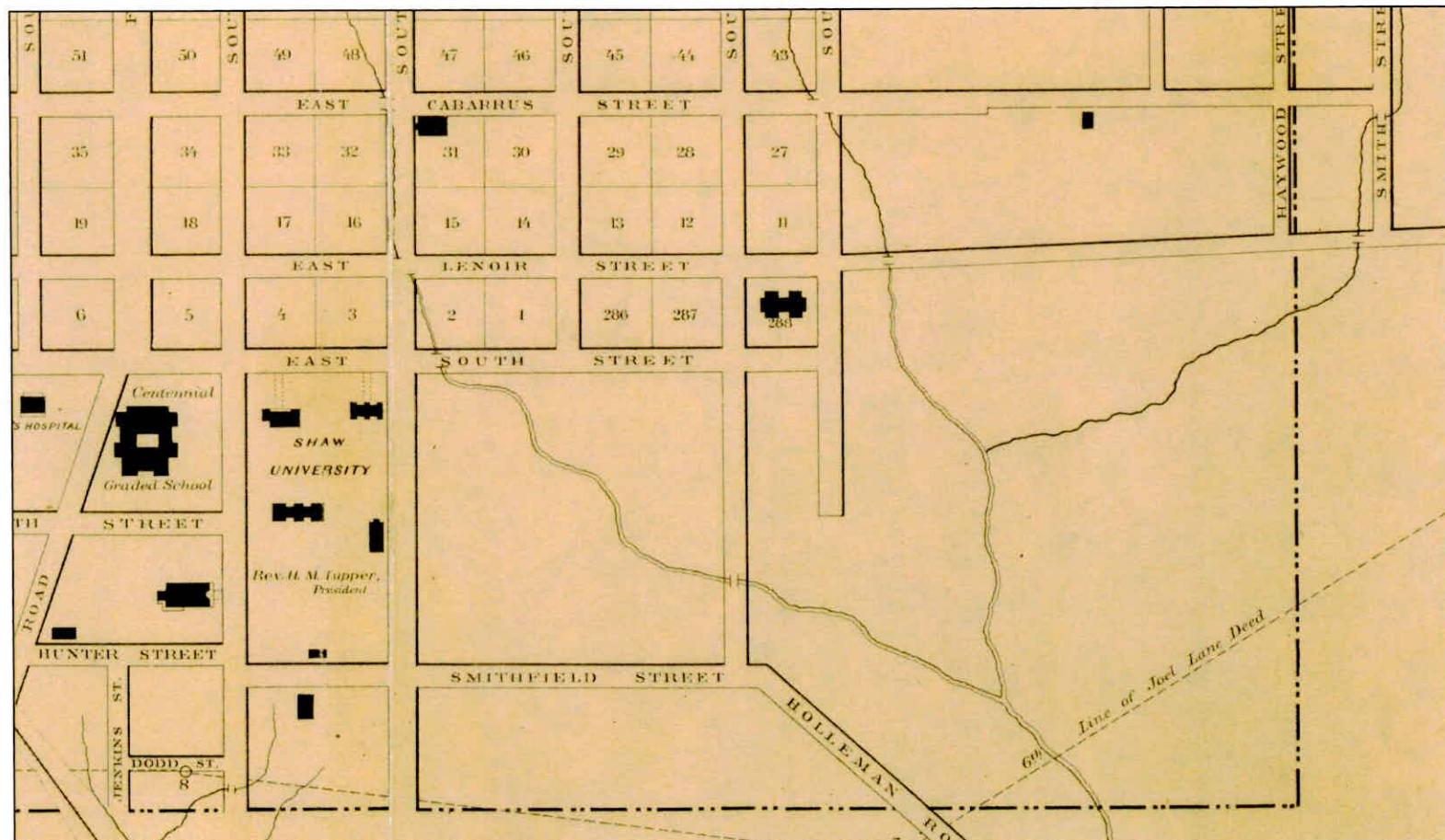
## NINETEENTH- AND TWENTIETH-CENTURY RESIDENTIAL DEVELOPMENT

Commercial growth led to residential expansion at the city's periphery. Between 1886 and 1891, Raleigh's 4-mile trolley system was installed with routes to the city's northern, western, and southern suburbs. In 1912, Carolina Power & Light opened an amusement park at the end of the line to increase ridership (Perkins 1994:108). Following this expansion, historic farmlands, including the lands of Moses Mordecai, commonly called "Mordecai Grove," were subdivided into residential building lots. In the years following the Civil War, Mordecai began selling portions of his wooded tract (purchased in 1819) along present-day Oakwood Avenue for residential development. He donated a portion of his property to the city for a Confederate cemetery, and between 1880 and World War I, members of Raleigh's white professional class purchased 0.5- to 1-acre lots in this new residential area known as Oakwood (Black 1987).

Meanwhile, southeast Raleigh saw an influx of freed men and women from the state's rural areas who streamed into Raleigh seeking job opportunities and connections through the Freedman's Bureau and Federal army. From 1860 to 1870, Raleigh's African American population increased from 2,087 to 4,094 residents, representing 53 percent of the total population (Mattson 1988:8). Prior to Emancipation, Raleigh's Black population was dispersed throughout the city, with small enclaves of freed men and women centralized in the East Ward. The city's freed population is often underrepresented in historic city records, making it difficult to discern settlement and residential development trends. Most freed men and women lived on inexpensive tracts of land at the city's periphery that were either undesirable due to topography or proximity to industrial sites such as rail yards (Mattson 1988:6). According to the 1860 U.S. Census, integrated working-class blocks were not uncommon in Raleigh; however, groups of freed men and women had small enclaves in the city's eastern, southern, and northwestern nodes. In the years following the Civil War, freedmen's communities such as Oberlin and Method developed northwest of the city center (Mattson 1988:6).

Development of southeast Raleigh as a Black residential area began with the work of Reverend Henry M. Tupper, a Massachusetts philanthropist who, with the aid of the American Baptist Home Mission Society, organized Second Baptist Church (now known as Tupper Memorial) at the corner of South Blount and East Cabarrus Streets, and the Raleigh Institute. In 1870, Tupper secured funding to purchase the former Daniel M. Barringer Estate, south of downtown Raleigh, where he moved the institute and renamed it the Shaw Collegiate Institute (now Shaw University) in honor of patron Elisha Shaw (Figure 2.2) (Kalk et al. 1990:5). The school's relocation incited a wave of development. By 1890, the campus boasted six buildings including a seminary, dormitory, and Leonard Medical College (Mattson 1988:17).

The Black-owned Raleigh Cooperative Land and Building Association was the primary developer for neighborhoods in southeast Raleigh. Chaired by James Henry Harris, a student of Oberlin College who moved back to Raleigh to chair the National Freedman's Savings and Trust Company, the Raleigh Cooperative Land and Building Association worked to aid formerly enslaved people in purchasing property in and around Raleigh (Quillin 2016). While Harris focused his efforts on the Oberlin neighborhood northwest of the city center, he also aided in the sale of lots in the St. Petersburg neighborhood (formerly part of the Governor Charles Manly Estate) and the Smith-Haywood neighborhood formed from the division of the James McKimmon Estate in 1869 (Kalk et al. 1990:9–12). The 1872 *Bird's Eye View of the City of Raleigh* depicts a concentration of frame one-story dwellings along South Wilmington Street between Cabarrus and South Streets and undeveloped blocks to the southwest between Blount and Bloodworth Streets (Figure 2.3). By the turn of the century, this area was the nucleus of Raleigh's Black professional class as Shaw University attracted and retained African American professionals and academics (Mattson 1988:12).



Source: (Shaffer 1888)

Figure 2.2.  
Shaffer's Outline Map of the City of Raleigh, 1888

Figure 2.3.  
Bird's Eye View of the City of Raleigh, 1872



Source: Drie 1872

Attorney E.A. Johnson was also key in developing southeast Raleigh. The first graduate of Shaw University's Law School, Johnson developed residential real estate in partnership with Milford Gurley, owning a total of 48 lots by 1900. Following the death of prominent landowner John W.B. Watson in 1891, residential development in southeast Raleigh extended east of Bloodworth Street and south of Lenoir Street with the construction of Watson's Addition. The area south of the St. Petersburg neighborhood formerly owned by Watson was subdivided for the development of frame "shotgun" houses with three-room plans. In response, the city placed the Crosby Colored Graded School in the former Watson home on East Lenoir Street in 1897 (Kalk et al. 1990:13-14).

The last major early-twentieth century residential development to occur in southeast Raleigh was the South Park neighborhood. Located just south of the city, South Park was developed by the white-owned Raleigh Real Estate and Trust Company between 1905 to 1910 on lands formerly owned by Moses Bledsoe. Occupying a 15-block area roughly bounded by Bledsoe, East, Hoke, and South Wilmington streets, South Park was not explicitly marketed to Black residents, but developed as a majority Black neighborhood due to its proximity to Shaw University and in response to the burgeoning segregated streetcar suburbs. Contemporary neighborhoods such as Boylan Heights (1909), Cameron Park (1910), and Glenwood (1906) were platted with restrictive deed language and covenants prohibiting Black residents from purchasing or renting lots (Mattson 1988:24). Like the all-white neighborhoods to the north and west, South Park was serviced by a streetcar that provided access to downtown, and by 1920 water and sewer lines were extended to the area. In 1907, the Raleigh Real Estate and Trust Company sold 122 lots in South Park, and by 1910 the homes were primarily owner-occupied, housing a range of socio-economic groups including skilled craftsman and factory workers (Kalk et al. 1990:15; Mattson 1988:24).

In 1941, the city of Raleigh expanded its limits by 3.5 square miles, bringing the city's total land area to 10.8 square miles and making Raleigh the fifth largest city in North Carolina (Little 2006:5; Mattson 1988:33). This physical growth and uptick in returning servicemen purchasing single-family houses who took advantage of low-interest mortgages administered through the GI Bill fueled Raleigh's burgeoning suburbs and shifted development patterns. Meanwhile, restrictive covenants prohibited Black residents from purchasing properties in popular Raleigh suburbs, and urban renewal policies established by the Housing Act of 1949 had a devastating effect on historically African American areas of the city. In the second half of the twentieth century, many dwellings in the East Raleigh and South Park neighborhoods shifted from owner-occupied residences to rentals or were razed due to increasing commercial development. Second and third generations of neighborhood families left the region in search of opportunities in other cities as segregation policies left these neighborhoods with distinct barriers to community assets. During the 1960s, the city's modern and well-funded schools were constructed in white areas of the city

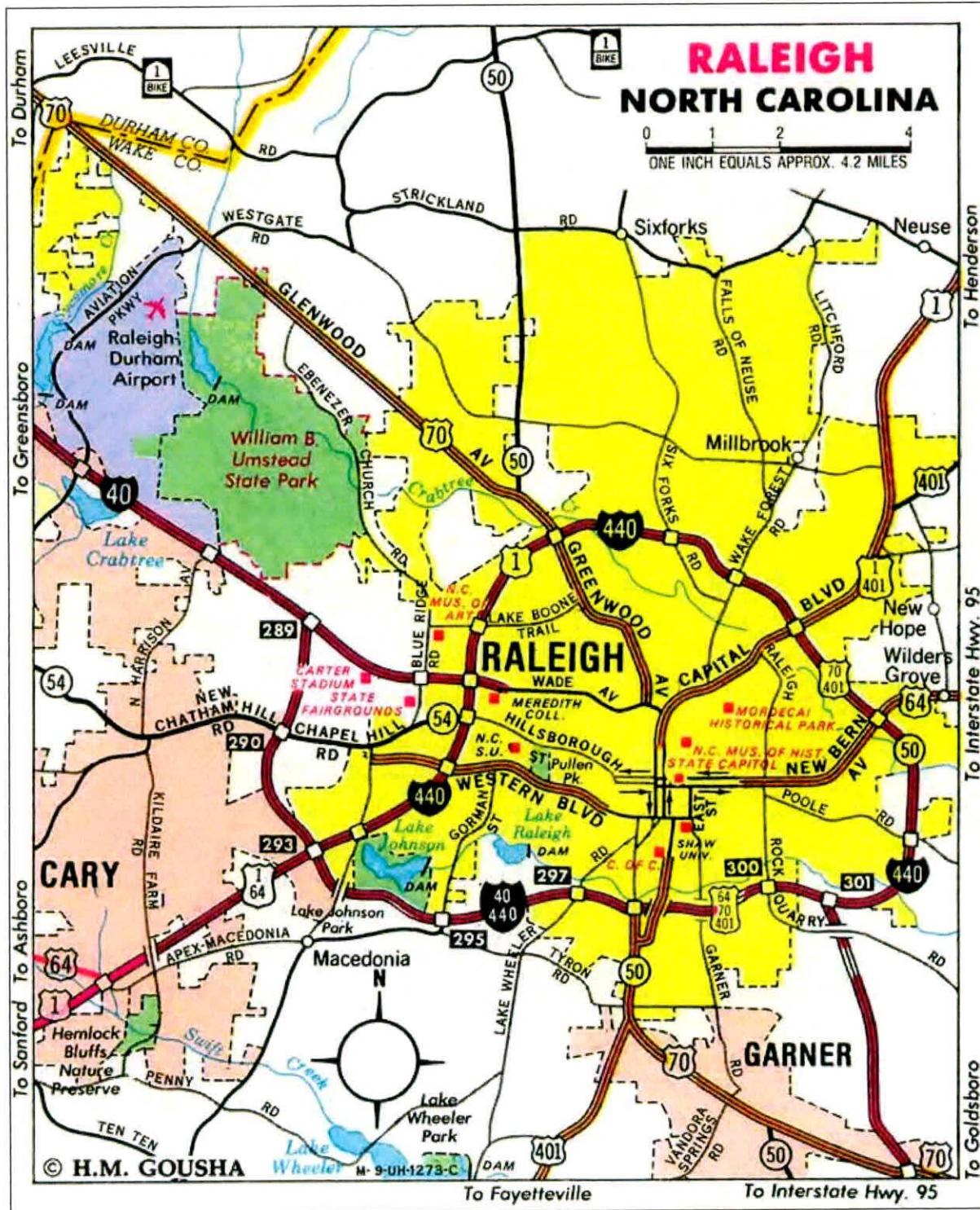
that limited African American homeownership with deed restrictions. Many family homes were sold, rented, or left in a state of deterioration. Urban renewal and transportation projects regularly targeted and demolished “blighted” historically Black neighborhoods to make way for either larger roads that improved connectivity between the downtown business district and the suburbs or for federal housing projects, such as the 1940 Chavis Heights to the east of South Park (Kalk et al. 1990:14–16).

### POST-WWII RESIDENTIAL AND COMMERCIAL DEVELOPMENT ON SOUTH WILMINGTON STREET

Post-World War II, Raleigh’s economy began to shift and diversify. A hub for technological research, Research Triangle Park, was created in 1958 west of the city, the city’s six universities began to expand, and the number of industries located in the city tripled. Between 1945 and 1965, Raleigh’s population increased from about 53,661 residents to 103,000 residents, and more than 7,500 houses were constructed in the city limits, which were increased to 34.1 square miles by 1965. This rapid growth incited Raleigh city officials to provide improved infrastructure, including schools, water and sewer services, and 346 miles of paved roads, to accommodate the growth (Little 2006:5–7). The area along South Wilmington Street, south of downtown Raleigh, is representative of this growth and a shift to automobile-focused development.

Development in South Raleigh was precipitated by three major roadway improvements around the project area. While the North Carolina Railroad provided a nineteenth-century connection between downtown Raleigh and the city of Garner in southeastern Wake County, this former agricultural area began to develop in earnest between 1950 and 1962 following improvements to South Wilmington Street (U.S. 70) and Fayetteville Road (U.S. 401). Formerly a rural road, U.S. 70 was reconfigured and reopened in 1962 as a paved four-lane route to accommodate the expansion of Raleigh’s city limits between 1955 and 1965 (Little 2006:7; NC State Highway Commission 1962:12). Additionally, the Raleigh Department of Planning plotted the Beltline in 1954 in the “Land Development Plan of Raleigh.” Planned in the early 1950s, the 16.4-mile Raleigh Beltline (I-440) is an automobile loop composed of four- and six-lane sections that circle Raleigh’s central business district. Then called the “belt route,” the Beltline aimed to make the city more accessible to automobiles (Figure 2.4). The north side of the line was constructed between 1960 and 1965, and the southern segment was planned as early as 1968 but only completed in 1984 (Little 2006:7). The area within the Beltline was annexed between 1956 and 1979, inciting growth in the city’s outer rims (City of Raleigh Information Technology Department 2019).

Figure 2.4.  
Map of the Raleigh Beltline, 1993



Source: Lawson 2005

Concurrently, limited residential construction during WWI and WWII resulted in an immediate need for housing. Dwellings representative of the Minimal Traditional and Ranch styles were constructed by speculative development companies at the city's periphery on well-ordered lots that were previously part of large farmsteads. This sprawling residential development encouraged further commercial development along the South Wilmington Street corridor. The mid-twentieth century brought a scale of commercial development that was markedly different from Raleigh's historic downtown commercial center. In keeping with national trends, linear shopping centers and malls were constructed in Raleigh's developing suburban areas. Cameron Village, a mixed-use development on the northwest side of town, was constructed between 1949 and the early 1950s. Cameron Village included six blocks of retail space and, as of 1955, boasted 58 offices and 46 shops (Little 2006:9). Suburban shopping centers popped up around Raleigh, including small-scale strips or automobile-focused development such as service stations and motor courts, which were especially prevalent along South Wilmington Street. Among such developments were the 1957 Belvidere Motel (WA8117), circa-1940 Webb Motel (WA8115), and 1955 Dob's Motel (WA8109) (Appendix A).

While most of the development along South Wilmington Street was commercial or industrial, a sampling of speculative "tract subdivisions" were constructed by developers to meet housing needs. Unlike the speculative upper middle-class subdivisions in which homeowners purchased lots and sought a builder to design their home, tract subdivisions were more regularized, and houses were preemptively constructed in stock plans. While most of the speculative subdivisions in Raleigh were constructed in the northern and western corners of the city where city services were extended first, Hertford Village (WA8349) on the east side of South Wilmington Street is also representative of this trend (Little 2006:8). The Belvidere Building Company platted Hertford Village in phases between 1951 and 1953. A 1951 advertisement in *The News & Observer* touts the subdivision's two-bedroom homes featuring tile showers, oak floors, and oil heat. FHA financing and adjusted down payments incentivized the purchase for veterans (*News & Observer* 1951). A 1952 advertisement priced initial down payments at \$600 for veterans and \$1,375 for non-veterans. By 1952, 41 of the 67 houses were under contract, streets were paved, and lawns were planted (*News & Observer* 1952). Prior to the development of Hertford Village, the Belvidere Building Company developed a subdivision exclusive to returning servicemen named Belvidere Park (WA4431) in the northwest section of the city. Marketed in a 1950 edition of *The News & Observer* as "New GI Homes for Sale," houses in both Hertford Village and Belvidere Park were built in straightforward forms representative of the Minimal Traditional and Compact Ranch designs. Houses were primarily of frame construction with side-gable roofs, small porches or stoops, and minimal exterior decoration (*News & Observer* 1950a).

Since the mid-1990s, the south end of the South Wilmington Street corridor has experienced rapid commercial development with the construction of several big box stores, fast food chains, and hotels. While some freestanding commercial buildings predate 1970, most of the commercial development in this area was constructed between the completion of the Beltline in 1984 and the early 2000s. Though modified, the Chapanoke Square Shopping Center at the corner of South Wilmington Street and Chapanoke Road was extant by 1965. Development was preempted by further alterations to U.S. 70 that made the corridor more automobile focused, including the South Saunders Street overpass, constructed around 1980, and access-control measures that limited turns on and off of U.S. 70 to encourage traffic flow on the four-lane route. These commercial patterns continue as South Wilmington Street travels south to the divergence of U.S. 401 and U.S. 70 toward Garner (NETR Online 2023).

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## III. METHODS

### BACKGROUND RESEARCH

The architectural survey involved background research, fieldwork, and analysis. NSA conducted background research at the HPO on March 2, 2023. This research provided data on previous architectural surveys and recorded sites in the APE to assist in planning and developing contexts for interpretation and evaluation of architectural resources. Historic maps and local histories were gathered to aid in locating and interpreting historic resources identified during the survey.

### FIELD METHODS

For this project, the FTA determined that the APE for historic architecture includes parcels located adjacent to the project site along the 5.1-mile corridor. In areas where no roadway work is proposed, the APE will be the existing roadway, curb to curb. In areas where proposed roadway work would extend beyond the existing edge of travel, including the construction of new lanes, pedestrian access, etc., the APE will include parcels immediately adjacent to the proposed project work. Around BRT side stops, the APE will be 50 feet beyond proposed BRT side stops, and an approximately 50-foot buffer around the transportation ROW for median BRT stops. FTA and HPO staff subsequently determined that two resources along the project corridor warranted intensive NRHP eligibility evaluations: Gray Funeral Home Annex (WA2464) and the Hertford Village (WA8349) neighborhood including Layden Memorial United Methodist Church (WA8112). On February 28-March 3, 2023, NSA architectural historian Brittany Hyder surveyed and documented the FTA- and HPO-identified properties for intensive study and an NRHP eligibility evaluation. Unless noted, all photographs were taken in February or March 2023.

Historic properties are evaluated based on criteria for NRHP eligibility specified in the Department of Interior Regulations 36 CFR Part 60: National Register of Historic Places. Cultural properties can be defined as significant if they “possess integrity of location, design, setting, materials, workmanship, feeling, and association,” and if they are 50 years of age or older and:

- A) are associated with events that have made a significant contribution to the broad patterns of our history (history); or
- B) are associated with the lives of persons significant in our past (person); or

- C) embody the distinctive characteristic of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that components may lack individual distinction (architecture); or
- D) have yielded, or may be likely to yield, information important in prehistory or history (archaeology).

Ordinarily, cemeteries, birthplaces or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years are not considered eligible for the NRHP. However, such properties will qualify if they are integral parts of historic districts that do meet the criteria or if they fall within the following categories:

- Criteria Consideration A: a religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- Criteria Consideration B: a building or structure removed from its original location, but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- Criteria Consideration C: a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his productive life; or
- Criteria Consideration D: a cemetery which derives its primary significance from graves or persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- Criteria Consideration E: a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan and when no other building or structure with the same association has survived; or
- Criteria Consideration F: a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or
- Criteria Consideration G: a property achieving significance within the past 50 years if it is of exceptional importance.

## IV. NRHP-LISTED RESOURCES

Two NRHP-listed districts and one individually NRHP-listed property were identified during this study. Moore Square Historic District, one of the two NRHP-listed districts partially within the APE, was evaluated in the 2020 historic architecture survey report for the companion New Bern Avenue Corridor Bus Rapid Transit Project and was confirmed to retain sufficient integrity to remain eligible for listing in the NRHP (Reed and Hyder 2020). Therefore, Moore Square Historic District is not included in this report's discussion of NRHP-listed resources. The other two NRHP properties, the East Raleigh-South Park Historic District (WA1846) and the Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179), were reviewed as follows. The study-listed Shaw University District (WA8066) is within the boundary of the East Raleigh-South Park Historic District and was evaluated as part of that district.

### EAST RALEIGH-SOUTH PARK HISTORIC DISTRICT (WA1846) AND SHAW UNIVERSITY (WA8066)

The East Raleigh-South Park Historic District is a collection of African American neighborhoods that developed from 1865 through the 1940s. The 30-block district encompasses approximately 148 acres and lies east and south of downtown Raleigh. The district is predominantly residential, containing working- and middle-class houses as well as churches and commercial buildings (Figures 4.1 and 4.2). The district also includes institutional resources, such as Shaw University, which occupies the southwest corner of the East Raleigh-South Park Historic District. The district was listed in the NRHP in 1990, while Shaw University's Modernist buildings from the 1960s were added to the Study List in 2018.

During Reconstruction, Raleigh experienced two major socioeconomic changes: the arrival of hundreds of formerly enslaved Black people and the collapse of the city's plantation economy (Kalk et al. 1990:8:3). The large numbers of freedmen, recently emancipated from their owners, arrived in Raleigh seeking assistance from the Freedmen's Bureau Army Hospital for Refugees (Kalk et al. 1990:8:11). At the same time, large landowners were destitute and willing to sell large tracts of land for cheap. The demand for housing and the availability of cheap land, coupled with the emergence of three prominent black institutions in southeast Raleigh – Second Baptist Church, Shaw University, and the School for the Negro Deaf, Dumb, and Blind – was the catalyst for the development of the predominantly residential neighborhoods known as East Raleigh and South Park (Kalk et al. 1990:8:21).

Figure 4.1.  
610 Block of South Blount Street, Facing Northeast



Figure 4.2.  
200 Block of East South Street, Facing Northeast



Initial development began on the north end of the district inside Raleigh's original city limits. Many houses here date from the nineteenth century and consist of saddlebag and shotgun houses constructed on lots subdivided from former antebellum plantations. These early residential areas were established by both white and Black developers, such as Richard B. Haywood and E. A. Johnson, respectively (Kalk et al. 1990:8:12).

Beginning in the 1890s, more individuals in Raleigh's African American community established themselves in professional careers, creating a considerable upper and middle class. In response, larger homes with applied architectural details were constructed, including side-gable cottage forms with decorative eave gables. Commonly known as the triple-A house, these emerged as the dominant residence for Raleigh's professional Black citizens. Hipped-roof cottages, eclectic Victorian dwellings, bungalows, and period revival houses were also constructed in East Raleigh for the Black middle class (Kalk et al. 1990:3). At the same time, more modest house types, such as shotgun houses, front-gable single-family houses and duplexes, and plain side-gable dwellings, continued to be constructed for East Raleigh's working class residents (Kalk et al. 1990:3). Commercial buildings, usually smaller grocery stores and corner stores, and churches sprung up throughout the neighborhood.

The South Park neighborhood was one of the last neighborhoods to be developed in the East Raleigh area. Originally intended as another white streetcar suburb like the neighborhoods of Glenwood-Brooklyn and Boylan Heights, the white real estate developers instead decided to market the area to African Americans due to its proximity to Shaw University (Raleigh Historic Development Commission 2023b). Constructed on the former estate of Moses Bledsoe, subdivision of the South Park area began in 1907. The neighborhood includes Craftsman, Colonial Revival, and Neoclassical houses.

Founded in 1865, Shaw University is the oldest Black university in the Southeast, and one of the oldest in the United States (Shaw University 2023). Henry M. Tupper, a native of Massachusetts, was a soldier in the Union Army during the Civil War and graduated from Amherst College and Newton Theological Seminary (Shaw University 2023). Upon arriving in Raleigh, Tupper organized a church, the Second Baptist Church, and established a school, the Raleigh Institute. Within five years, Tupper had raised enough funds to purchase the former estate of Daniel Barringer, which was located on the south side of Raleigh, and relocate the school, which was renamed the Shaw Collegiate Institute, and later Shaw University (Kalk et al. 1990:8:5).

As the first Black school in Raleigh, the institution had a profound influence on Raleigh's African American community. The university attracted Black residents to South Raleigh, sparking development in that part of the city and quickly becoming the center of Raleigh's Black culture (Kalk et al. 1990:8:5). The school also educated and trained local Black doctors, lawyers, pharmacists, educators, politicians, and ministers (Kalk et al. 1990:8:5). Buildings constructed during the early years of the university date to the late nineteenth and early twentieth century.

These buildings are located on the south side of East South Street and across South Wilmington Street. The buildings reflect such revival styles as Romanesque Revival (Leonard Hall [WA2396]), Italian Renaissance Revival (Tupper Memorial Hall [WA2399]), and Colonial Revival (Duplex Building at 830 South Wilmington Street) (Figures 4.3-4.5). Other styles, such as the Italianate-style Estey Hall (WA0014), represent their period of construction; Estey Hall was individually listed on the NRHP in 1973 (Figure 4.6).

In the 1960s, Shaw University was in a period of instability. Upon his appointment as university president in 1963, James Cheek, the university's youngest president, was charged with turning around the institution (North Carolina State Historic Preservation Office 2018). In 1965, President Cheek presented the "Shaw Plan of Education" that took the school in a new direction. The Shaw Plan initiated a new curriculum and proposed a modern campus to reflect the university's new direction. As part of the \$36 million redevelopment program, the firm of Edwards, McGee, and Scovil was hired to develop a master plan and design sleek, modern buildings that reflected the modern Shaw University (North Carolina State Historic Preservation Office 2018). However, the plan called for the demolition of several historic campus buildings. By 1969, Cheek departed for a position at another university and the Shaw Plan was only partially implemented. While there are a total of 10 buildings noted in the District/Neighborhood/Area Summary Report for Shaw University, three were designed by Edwards, McGee, and Scovil: the Administration Building (WA8073) in 1966, the University Union (WA8075) in 1967, and Memorial Library (WA8074) in 1968 (Figures 4.7 and 4.8). All three Modernist buildings have expressed structures of reinforced concrete with heavy pilasters supporting roof caps (Little 2018). Buff brick panels are present between the buildings' pilasters, and the buildings have either bands of windows or windows set into shadow box concrete boxes (Little 2018:30).

The post-World War II era saw the first developmental pressures on Raleigh's southeastern neighborhoods. Housing shortages after World War II resulted in the construction of Chavis Heights, a federal housing project, in the middle of an older Black neighborhood in East Raleigh (Kalk et al. 1990). In more recent years, increased residential development has led to clearing blocks of historic houses to construct larger single-family homes or multi-family residential buildings. Modern commercial development has also increased the demolition of historic buildings in both East Raleigh and South Park. Natural hazards have also taken their toll on the district, as a tornado struck Shaw University's campus on April 16, 2011, damaging its student center and residence halls (Shaw University 2023). Shaw University has recently submitted an application to the City to rezone and renovate its campus. The Raleigh City Council approved the rezoning request in June 2023.

Figure 4.3.  
Leonard Hall (WA2396), Facing Southwest



Figure 4.4.  
Tupper Memorial Hall (WA2399), Facing South



Figure 4.5.  
Colonial Revival Style Duplex, 830 South Wilmington Street, Facing Northwest



Figure 4.6.  
Estey Hall (WA0014), Facing Southeast



Figure 4.7.  
Administration Building (WA8073), Facing Northeast



Figure 4.8.  
Memorial Library (WA8074), Facing Northeast



## NRHP EVALUTION

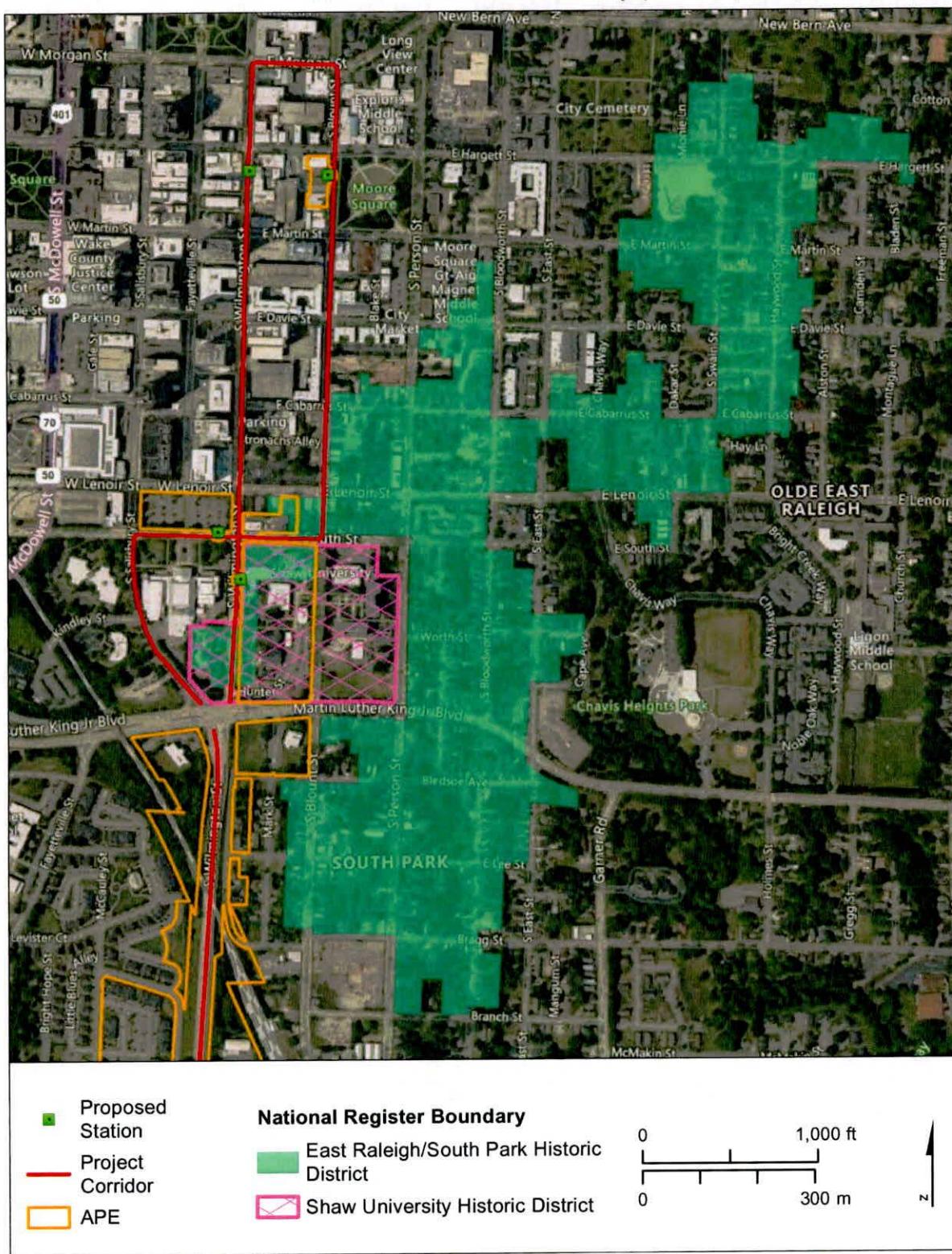
At the time of its listing in 1990, the East Raleigh-South Park Historic District contained 532 contributing resources and 176 non-contributing resources, including residential, religious, institutional, and commercial resources. The district also includes three NRHP-listed properties: the Rogers-Bagley-Daniels-Pegues House (WA0044), Estey Hall (WA0014) on the Shaw University campus, and the Masonic Temple Building (WA0183).

Since the project's APE only extends through the Shaw University campus in the southwest corner of this sizeable district, the evaluation will focus on this section of the East Raleigh-South Park Historic District. The East Raleigh-South Park Historic District includes only the northern and western portions of the Shaw University campus, including Estey Hall (WA0014) on East South Street, and Tyler Hall (WA2400) and Leonard Hall (WA2396) on South Wilmington Street. The 2018 Study List of Shaw University encompasses the main campus, with East South Street, South Person Street, Martin Luther King Jr. Boulevard, and South Wilmington Street/South Salisbury Street as the boundary. The university's main campus includes its oldest buildings, constructed in the late nineteenth century to early twentieth century, as well as those Modernist buildings designed by Edwards, McGee, and Scovil during the university's 1960s renewal. Although the buildings' styles are contrasting – Italianate and classical revival styles versus the stark Modernist aesthetic – they all represent the various periods of development in the university's history. Furthermore, the campus's landscaping creates cohesion, as concrete walks traverse wide lawns and run under the canopy of mature deciduous trees to connect the university's historic buildings. A pair of concrete pedestrian bridges spans South Blount Street.

The Shaw University campus buildings within the East Raleigh-South Park Historic District still retain integrity of location, setting, design, materials, workmanship, feeling, and association. These buildings are recommended as contributing to the district for their significance under Criteria A and C for ethnic heritage, education, community development, and architecture (Figure 4.10).

The main campus of Shaw University, as delineated in the 2018 Study Listing, is also recommended as eligible for the NRHP. However, while the 2018 Study Listing concentrates on those buildings constructed in the 1960s, this recommendation includes the older university buildings that contribute to the East Raleigh-South Park Historic District. Shaw University is recommended as eligible under Criterion A in the areas of ethnic heritage, education, and community development as an important aspect of Raleigh's Black heritage, an early and significant educational institution for Black Americans, and a catalyst for the growth and development of Black neighborhoods on the southeast side of Raleigh. Under Criterion C, Shaw University holds significance in the area of architecture for the campus's range of distinctive architectural styles, from the Italianate and revival styles to its architect-designed Modernist buildings.

Figure 4.9.  
East Raleigh-South Park Historic District (WA1846) NRHP Boundary  
and Shaw University (WA8066) Study List Boundary



## RALEIGH WATER WORKS AND E.B. BAIN WATER TREATMENT PLANT (WA4179)

The Raleigh Water Works and E.B. Bain Water Treatment Plant is located at 1810 Fayetteville Street in Raleigh. The approximately 8-acre complex includes the Raleigh Water Works pump house (1887, 1923), the Raleigh Works filter house (1887), the E.B. Bain Water Treatment Plant (1939-1940), three reservoirs (1887, 1940, 1950s), and two ancillary buildings constructed in the 1990s. The property was listed on the NRHP in 1999.

The Raleigh Water Works and E.B. Bain Water Treatment Plant represents Raleigh's initial efforts to provide an urban water supply to its citizens in the late nineteenth through mid-twentieth centuries (Black and Thomas 1998). The complex contains what is left of the city's first water treatment facilities, constructed in 1887, that replaced the patchwork system of public and private wells and cisterns that supplied water to Raleigh residents. This early system pumped water from Walnut Creek, through sand filters, and into either the 1.5 million gallon reservoir adjacent to the Walnut Creek dam or to the standpipe in downtown Raleigh (Black and Thomas 1998). The pump house and the filter house remain from the original 1887 water works. Both buildings are one-story brick buildings with gable roofs and brick detailing. The pump house has multiple additions that date to circa 1923.

In 1940, the city's original water works were replaced with the E.B. Bain Water Treatment Plant. Constructed with a grant from the Public Works Administration, the plant was Raleigh's first modern water treatment system and was vital to supporting the city's rapid growth in the post-World War II era (Black and Thomas 1998). The three-story facility sits to the north of the original water works buildings and is constructed in the Art Deco style (Figures 4.11 and 4.12). The concrete block building is composed of interlocking masses, is clad in brick veneer, and has a symmetrical façade. The building's concrete foundation walls form a water table around the perimeter, and ornamental cast stone are applied to the exterior as pilaster bases and caps, copings, and cornice friezes (Black and Thomas 1998). Multi-light industrial steel-sash windows are present throughout the building and usually have a pivoting panel (Black and Thomas 1998).

Despite expanding the E.B. Bain plant in 1951 and enacting water restrictions, the plant could not meet demand during Raleigh's peak water usage periods (Black and Thomas 1998). A new water treatment plant was constructed in 1967 and the two plants worked in tandem until 1987, when the E.B. Bain plant was taken out of service (Black and Thomas 1998). The facility was used for emergency water storage through the 1990s, and two small ancillary buildings – an odor control building and a pumping facility – were constructed on the property in 1992 and 1997, respectively, to support that use. The complex has been unused since the late 1990s.

Figure 4.10.  
Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179), Facing Southwest



Figure 4.11.  
Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179), Facing Southeast



## NRHP EVALUATION

The Raleigh Water Works and E.B. Bain Water Treatment Plant is listed in the NRHP for its significance under Criteria A and C in the areas of community planning and development, architecture, and engineering. The water works is associated with the growth and development of Raleigh and played an important role in its transformation from a small town in the late nineteenth century to a small city by the mid-twentieth century. As Raleigh's first modern water treatment plant, the Raleigh Water Works and E.B. Bain Water Treatment Plant embodies the technological advances in water treatment to support Raleigh's growth and development. It is also an excellent example of the Art Deco style applied to a public utility building, as exhibited on the exterior and interior of the building.

Although the complex is vacant, it is still maintained and has not fallen into a state of disrepair, nor has it undergone any alterations that would affect its integrity of design, materials, or workmanship. The Raleigh Water Works and E.B. Bain Water Treatment Plant retains sufficient integrity to maintain its NRHP-listed status (Figure 4.13).

Figure 4.12.  
Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179) NRHP Boundary



## V. INTENSIVELY SURVEYED RESOURCES

### GRAY FUNERAL HOME (WA2464)

Resource Name:	Gray Funeral Home
HPO Survey Site:	WA2464
Location:	2415 South Wilmington Street
PIN:	1702672837
Date(s) of Construction:	1962
Recommendation:	Not eligible

Gray Funeral Home is a Tudor Revival-style funeral home and chapel situated on a 2.78-acre parcel on the east side of South Wilmington Street (Figure 5.1). The parcel is located approximately 0.3 miles south of Interstate 40. A self-storage facility dating to circa 1990 is located directly north of the Gray Funeral Home, while the Hertford Village neighborhood is directly to the south. The funeral home and chapel have a relatively deep setback from the road, sitting approximately 250 feet from South Wilmington Street. A large, paved parking lot encircles the building. The parcel is primarily landscaped with grassy areas and mature trees located in front of the building and along the perimeter of the parking lot.

The buildings at 2415 South Wilmington were first recorded in a 1991 survey completed by Ruth Little and Todd Johnson. The 1991 survey recorded a small two-story frame building with Craftsman style details that was located behind the funeral home and was referred to as the Gray Funeral Home Annex. With a construction date of 1962, the funeral home itself was not survey-eligible in 1991. The two-story frame building was demolished circa 1995, most likely when the property was purchased by its current owner, Haywood Funeral Home, Inc., in 1994. Since the annex building is no longer extant and the funeral home and chapel is more than 50 years old, the resource name and date of construction has been updated to reflect these changes, and the focus of the description and evaluation will be on the funeral home building.

#### DESCRIPTION

##### *Exterior*

Gray Funeral Home is a two-story building constructed of concrete block in an irregular plan. Designed in the Tudor Revival style, the building has a cross-gable roof and is clad in Formstone, or Permastone (Figures 5.2 and 5.3). The building has offices, reception rooms, and a chapel that seats up to 400 people. The chapel is within the projecting gable wing and has a one-story, gabled-roof

Figure 5.1.  
Gray Funeral Home Parcel Boundary



Figure 5.2.  
Gray Funeral Home, Facing Northeast



Figure 5.3.  
Gray Funeral Home, Facing Southeast



entry vestibule containing multi-panel double doors topped by a leaded glass transom window with diamond-shaped panes (Figure 5.4). A cast stone trim frames the doorway. Three thin rectangular leaded glass windows with diamond-shaped panes are located above the gabled-roof entry. Similar leaded glass windows with diamond-shaped panes are present along the north and south elevations of the chapel. A small gable wing extends from the east end of the chapel's south elevation and appears to be original to the building. It is clad in the same Formstone exterior and has leaded glass windows with diamond-shaped panes. The gable end has half-timbering and pebbledash. A vehicle canopy is attached to the wing and dates to circa 1995.

The offices and reception rooms are located in the section of the building under the side-gable roof. This section has two entrances: one that is a single multi-panel door flanked by leaded glass sidelights with diamond-shaped panes over wood panels, and the second that is within the gable porch. The porch roof is supported by wood posts with decorative brackets and has half-timbering and pebbledash in the gable end. The entrance is in a slightly projecting bay and consists of a multi-light door flanked by wide leaded glass casement windows with diamond-shaped panes above panels. Two sets of casement windows are present on the first story of the side gable wing, while the second story features half-timbering and shed roof dormer windows that are leaded glass with diamond-shaped panes (Figure 5.5). A secondary entrance is on the north elevation within a hipped roof awning; horizontal sliding windows have replaced the original windows on this end of the building.

The building has an unadorned two-story concrete block section that runs the length of the rear of the side-gabled wing (Figure 5.6). A concrete staircase leads to a second-story entrance under an awning. The second story has metal sash casement windows, while the first story windows have been replaced by vinyl sashes. This section may have housed the mortuary services and even provided a living space for the funeral director and his family. It is present in a 1965 aerial photograph and is most likely original to the building.

The other additions on the rear of the building include a crematorium and a garage, both which are concrete block construction and have flat roofs. Gray Funeral Home began offering cremation services in 1977, so that is most likely when the building was constructed. The three-car garage was probably added around the same time, circa 1980.

#### *Interior*

A limited portion of the building's interior was open to the surveyor. The lobby and offices of the Gray Funeral Home appear to retain circa-1960 finishes, including scored concrete and wood paneled walls and linoleum tile floors.

Figure 5.4.  
Gray Funeral Home, Detail of Chapel Entrance, Facing Southeast

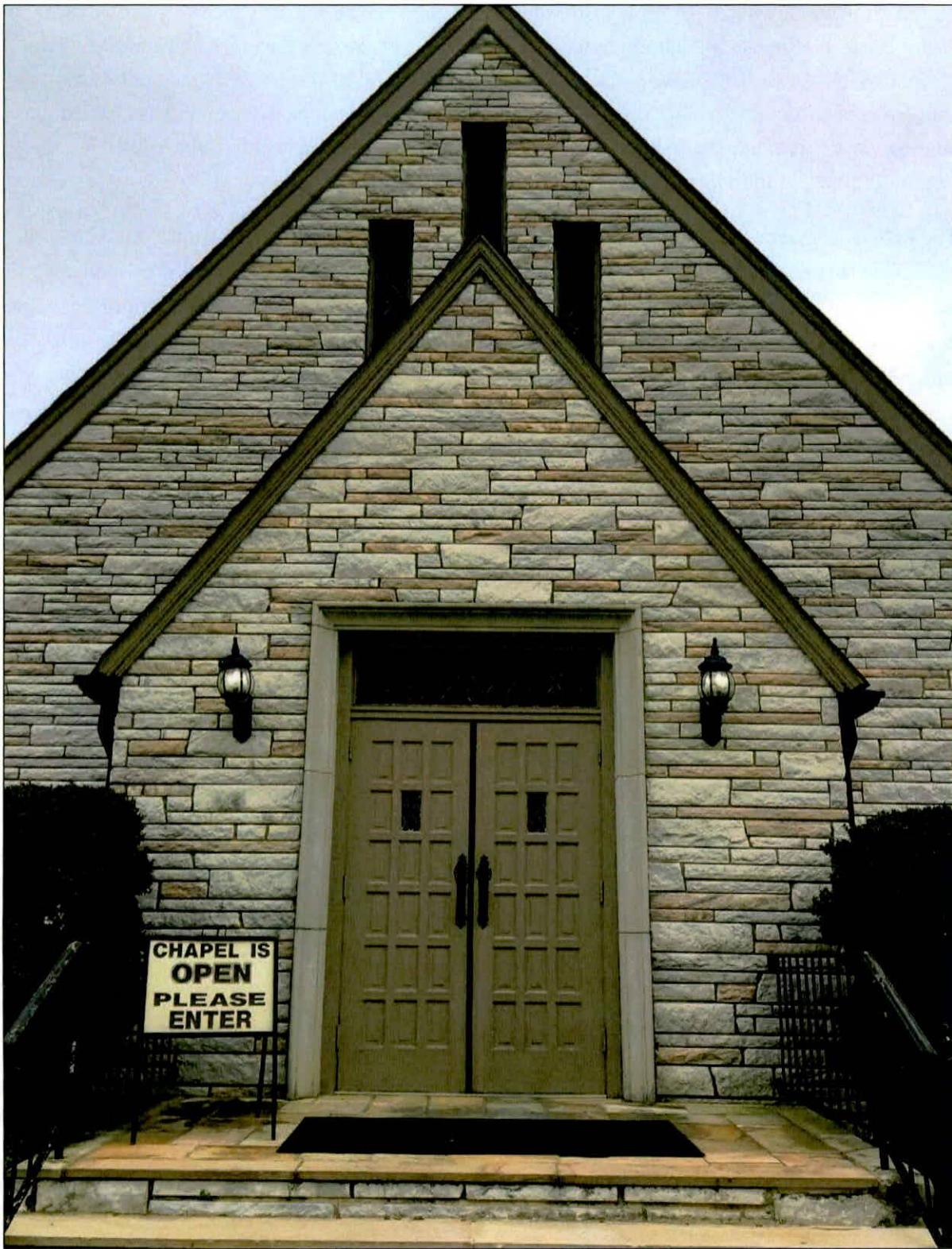


Figure 5.5.  
Gray Funeral Home, Detail of Windows, Facing Southeast



Figure 5.6.  
Gray Funeral Home, Rear Elevation, Facing Southwest



## HISTORY

In 1932, Joseph Overby opened his first funeral home in Four Oaks, Johnston County, North Carolina. That was followed by the opening in quick succession of funeral homes in Angier, Smithfield, Benson, and Clayton. In Smithfield, Overby constructed a funeral home and chapel at the corner of Second and Johnson streets. An advertisement in *The News & Observer* announced the funeral home's formal opening in August 1942. The photograph accompanying the advertisement is almost identical to the Gray Funeral Home building in plan, style, and materials (Figure 5.7). The advertisement's text describes the new funeral home as having three entrances: one into the business office, one into the reception hall, and one into the chapel – and a second floor with two apartments where employees reside (*News & Observer* 1942). That funeral home was destroyed in a fire in the 1980s (North Carolina Board of Funeral Service 2018).

In December 1950, Overby opened a location in Raleigh, converting the former Hillyer Residence at 305 Hillsboro Street into a funeral home (*News & Observer* 1950b). In 1962, Overby had a new building constructed on South Wilmington Street. Of note was the building's nondenominational chapel, which could seat up to 400 people (*News & Observer* 1962). While the article in *The News & Observer* announcing the dedication of the chapel is brief, the adjacent advertisements extending congratulations on the opening of the Overby Mortuary are many and varied, taking up almost the entirety of a two-page spread (Figure 5.8). The advertisements include those from funeral-related businesses, such as coffin dealers and florists, and those businesses that constructed the building, such as lumber yards and concrete contractors, to local Raleigh businesses, such as restaurants, gas stations, and the hardware store (*News & Observer* 1962). At this point, Overby operated six funeral homes in the area, including the one in Raleigh.

By the early 1970s, it appears that Overby, now in his 60s, began divesting himself of his mortuary operations, either to retire or to pursue other ambitions. Overby took on a partner, John Gray, to manage his Raleigh funeral home. An advertisement in *The News & Observer* from May 1974 is the first time the business is referred to as "Overby-Gray Funeral Home" (*News & Observer* 1974). By 1981, Gray was the owner of the South Wilmington Street mortuary, offering funeral, cremation, and ambulance services (*News & Observer* 1981). He also owned the Ayers-Gray Funeral Home in Bethel, North Carolina. By the end of the 1980s, Gray was in legal trouble due to improper storage of remains and improper disposal of pathological and medical wastes (Clear 1989). As these violations were investigated, several other infractions were uncovered that prompted state officials to obtain a court order to close Gray Funeral Home (Bailey 1990).

Figure 5.7.  
Advertisement for the Formal Opening of the Overby Funeral Home in Smithfield,  
North Carolina, 1942

Source: News and Observer 1942

Figure 5.8.

## Article and Advertisements Related to the Opening of the New Overby Funeral Home in Raleigh, North Carolina, 1962

Source: News and Observer 1962

Haywood Funeral Home purchased the building from the federal government in 1994, and after renovations to the interior of the building relocated their business to 2415 South Wilmington Street in 1995 (Haywood Funeral Home 2023). The Haywood family has been performing funeral services for Raleigh's Black community since the 1910s. Charles "Doll" Haywood and several other investors organized the Raleigh Undertaking Company in 1914 (Haywood Funeral Home 2023). In 1923, after completing an embalming course, Haywood established an office at 322 East Carrabus Street and renamed the business the Raleigh Funeral Home (Haywood Funeral Home 2023). The Raleigh Funeral Home was the second African American-owned funeral home in Raleigh (Williams 2022). The name was changed to Haywood Funeral Home in 1964. Today, the funeral home is operated by Doll Haywood's grandsons, Orrin Ray Haywood Jr. and Karl Anderson (Haywood Funeral Home 2023). The former Haywood Funeral Home building at 322 East Carrabus Street is still extant and is a contributing resource within the Prince Hall Local Historic District (Williams 2022).

#### ARCHITECTURAL CONTEXT

The city of Raleigh has a long association with the field of mortuary services. In 1887, representatives from eight mortuary firms in North Carolina met in Goldsboro to organize a state funeral directors' association (Van Beck 2023). John W. Brown of Raleigh, along with funeral directors from Goldsboro, Wilmington, Wilson, Kinston, and LaGrange, established the organization and chose officers, with the plan to meet in Raleigh in the fall. While Brown is often credited with founding North Carolina's mortuary association, it was really the work of a group of funeral directors from across the state (Van Beck 2023). Brown was the association's first president, and classes in funeral directing education and embalming were held at Brown Funeral Home (later Brown-Wynne Funeral Home) (Van Beck 2023). The association continues to this day as the North Carolina Funeral Directors' Association and is headquartered in Raleigh (Van Beck 2023).

According to HPOWEB, five funeral homes have been identified in previous Wake County surveys. Of these, none have been individually listed in the NRHP. One example, the Brown-Wynne Funeral Home (WA8034) located at 308 St. Mary's Street, is the oldest business in the city of Raleigh and the oldest continuously operating funeral home in North Carolina (Raleigh Historic Development Commission 2023a). In 1836, Henry Brown established the H.J. Brown Coffin House in Raleigh. Although the business began as a coffin manufacturer, it shifted to undertaking and mortuary services, eventually becoming Brown-Wynne Funeral Home (Brown-Wynne Funeral Home 2023).

During its first 120 years in business, the Brown-Wynne Funeral Home operated in several locations in downtown Raleigh. In 1959, Robert Wynne Jr. constructed a new building for the business on the corner of St. Mary's and North streets, which is where the Brown-Wynne Funeral Home still operates today. Designed by F. Carter Williams in a Modernist style, the building consists of a two-story brick main section and one-story side wings projecting from the north and rear elevations of the main mass (Figures 5.9 and 5.10). The main section is clad in brick and has a flat roof with wide eaves and groups of horizontal windows set in groups of three. The entrances to the office and to the chapel consist of double doors flanked by sidelights. The building's north elevation features a diagonal sawtooth brick wall with frosted glass windows. A brick planter runs between the entrances on the front, or west, elevation. A large addition was constructed circa 1975 on the rear, or east, elevation. The building's masonry exterior has been painted beige, obscuring the color and texture of its materials and compromising its integrity.

The Steven L. Lyons Funeral Home is located at 1515 New Bern Avenue. The building previously housed Seagraves Funeral Home before the Steven L. Lyons Funeral Home began operating out of the building about 10 years ago. Constructed in 1959, according to the Wake County tax assessor, the two-story building is of concrete block construction exhibiting a mix of stylistic elements (Figures 5.11 and 5.12). While the building's brick veneer façade has Modern stylings, such as a flat roof and sawtooth brick wall with sash windows, the rest of the building has more traditional architectural elements, such as box columns supporting the porch roof, a classical door surround topped by a pediment, and front-facing gables above the porch that were added circa 2015.

#### INTEGRITY

Properties may be eligible for listing in the NRHP if they possess integrity of location, setting, design, materials, workmanship, feeling, and association. Gray Funeral Home remains on its original site on the east side of South Wilmington Street. Besides the construction of the self-storage facility directly north of the property, the building's immediate surrounds have changed very little since the 1960s. While the building's design has been altered by the large rear additions and the automobile canopy, it retains its original materials, and its workmanship remains apparent. The building's feeling and association may not immediately be that of a funeral home; rather, it is of a mid-twentieth century commercial building.

Figure 5.9.  
Brown-Wynne Funeral Home (WA8034), Facing Northeast



Figure 5.10.  
Brown-Wynne Funeral Home (WA8034), Detail of Chapel, Facing East



Figure 5.11.  
Steven L. Lyons Funeral Home, Facing Northeast



Figure 5.12.  
Steven L. Lyons Funeral Home, Facing Northwest



## NRHP EVALUATION

Properties can be eligible for listing in the NRHP under Criterion A if they are associated with events or patterns of events that have made a significant contribution to the broad patterns of our history at the local, state, or national level. Gray Funeral Home was evaluated for its significance in the area of commerce. At the peak of his business holdings, Joseph Overby operated six funeral homes in Central North Carolina. While these funeral homes contributed to the local economy, as evidenced by the advertisements placed in the newspaper by local businesses owners congratulating Overby on the opening of his new funeral home in Raleigh, it was not a primary economic driver for the area. Overby's funeral home was also not the only, or the oldest, funeral home in the city. Therefore, Gray's Funeral Home is not recommended as eligible for the NRHP under Criterion A.

Under Criterion B, properties can be eligible for listing in the NRHP if they are associated with a person or persons that have made significant contributions to our past. Joseph Overby was a local businessman and even ran unsuccessfully for state office. And while his mortuary services and political aspirations made him known within his community, his role within the community may have been notable but not historically significant. Therefore, Gray Funeral Home is not recommended as eligible for the NRHP under Criterion B.

Properties that embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, or possess high artistic value can be eligible for listing in the NRHP under Criterion C. Gray Funeral Home is a purpose-built building designed in the Tudor Revival style. The configuration of the building – a single building housing offices, reception areas, and a chapel – is common amongst those buildings designed to be used as funeral homes. With a construction date of 1962, the building is a very late, and modest, example of the Tudor Revival style. Although the building does retain integrity of materials and workmanship, its design has been altered by large additions on the rear elevation and an automobile canopy on the south elevation. When compared with others of its type, though a stylistic departure, the Gray Funeral Home does not stand out as an excellent example of the type or form. Therefore, Gray Funeral Home is recommended as not eligible for the NRHP.

It is unlikely that additional study of this property would yield any unretrieved data not discoverable through informant interviews and documentary sources. Therefore, Gray Funeral Home is recommended not eligible for listing in the NRHP under Criterion D.

## HERTFORD VILLAGE (WA8349) AND LAYDEN MEMORIAL UNITED METHODIST CHURCH (WA8112)

Resource Name:	Hertford Village and Layden Memorial United Methodist Church
HPO Survey Site:	WA8349, WA8112
Location:	157 properties along Knowles, Newbold, Blanchard, and Layden streets, 2607 South Wilmington Street
PIN:	N/A
Date(s) of Construction:	1951-1955; 1958; 1968
Recommendation:	Not eligible

The Hertford Village neighborhood is situated just east of South Wilmington Street and just north of Rush Street. Initially platted in 1951, the neighborhood consists of three roughly parallel streets running north-south (Knowles, Layden, and Newbold streets) that are connected by two east-west cross streets (Knowles and Blanchard streets); approximately 157 residences and one park comprise the neighborhood. Both Knowles and Newbold streets terminate in cul-de-sacs at their southern ends and are separated from Rush Street by a narrow wooded strip of land. The neighborhood is separated from South Wilmington Street by a variety of primarily commercial development constructed between 1957 and 1974, including the Layden Memorial United Methodist Church, which was constructed in 1958. The church is located on a large parcel on the south corner of South Wilmington and Layden streets (Figure 5.13).

Hertford Village is characterized by single-family, one-story Minimal Traditional homes on rectangular parcels that range in size from 0.22 acre to as large as 0.54 acre. The neighborhood has a simple street layout indicative of post-World War II residential subdivision design. The neighborhood lacks sidewalks and does not have formal landscape elements. The houses have a relatively uniform setback of approximately 50 feet from the street. Most parcels have paved pathways and/or paved driveways leading from the street to the house. The dwellings are characteristic of modest Minimal Traditional, rectangular forms with side-gable roofs, sometimes with a front-facing gable. The houses are usually clad in a single material such as brick veneer, aluminum or asbestos shingles, pressed wood, or replacement vinyl siding; however, several examples have siding on the front elevation and brick veneer on the sides (Figures 5.14-5.16). There is one multi-family residence at 2601 Newbold Street. The neighborhood also has a small park, Hertford Village Park, which is located on the northwest corner of Blanchard and Layden streets. The park is small and relatively informal; it has basketball courts and modern playground equipment (Figure 5.17). Modern infill is present in the neighborhood and is typically larger two-story residences (Figure 5.18).

Figure 5.13.  
Parcel Boundaries for Hertford Village (WA8349) and Layden Memorial United Methodist Church (WA8112)

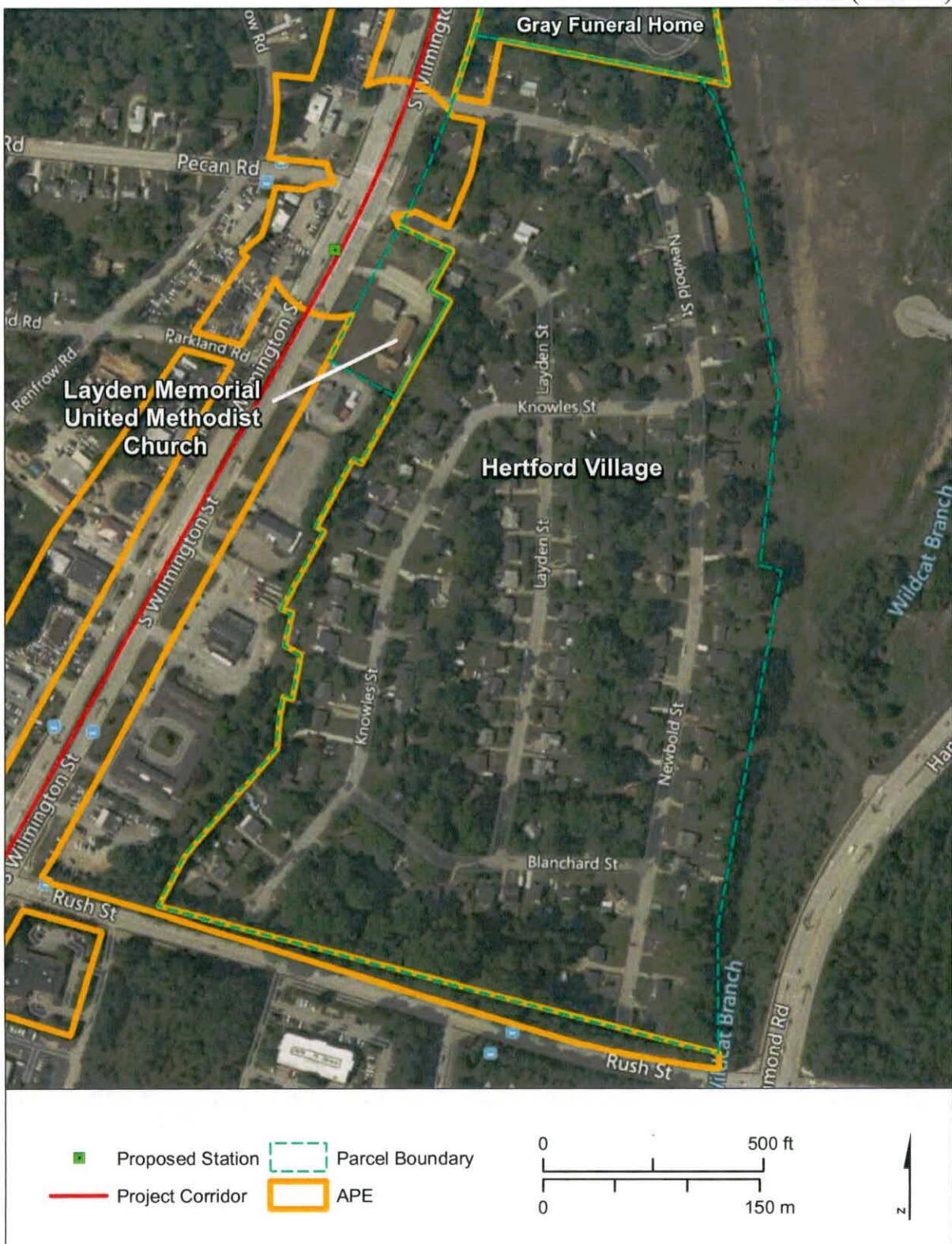


Figure 5.14.  
Hertford Village (WA8349) Entrance Sign at Newbold Street, Facing East



Figure 5.15.  
Hertford Village, Knowles Street, Facing Northwest



Figure 5.16.  
Hertford Village, 2700 Block of Knowles Street, Facing Northwest



Figure 5.17.

Hertford Village, Park at Layden and Newbold Streets, Facing Northwest

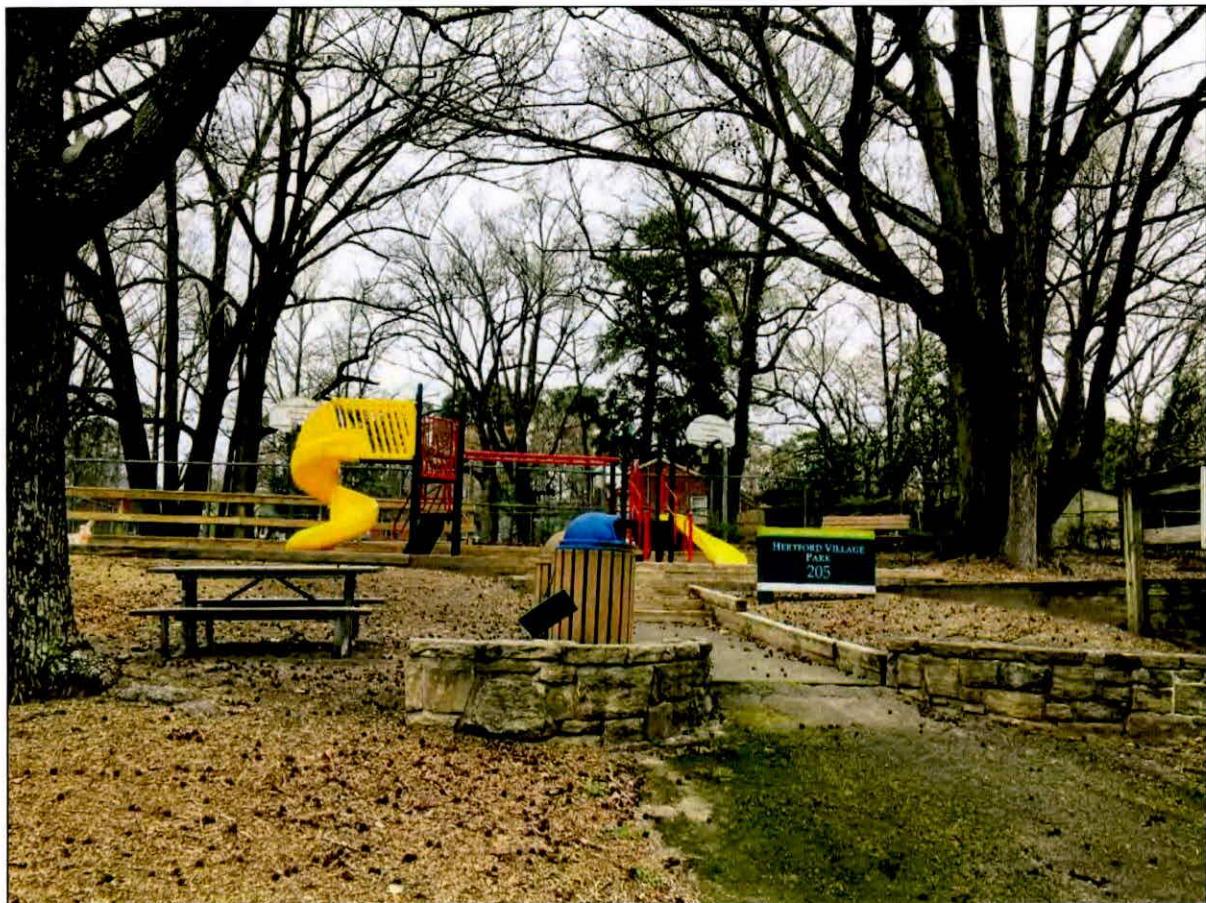


Figure 5.18.  
Hertford Village, Representative Infill at 2518 Newbold Street



## DESCRIPTIONS

Hertford Village appears to have three main house types:

### *Center Entrance*

This type of a common Minimal Traditional form is defined by its rectangular plan with a side-gable roof. There are two variations within this type. The first has a symmetrical façade featuring a central entrance flanked by sash windows (Figure 5.19a). Steps lead to the front stoop and door, which is within a metal awning or entry porch. Wood posts or metal supports are present on these houses. Some include additional architectural details, such as the small gable front above the door, as seen on the house at 2606 Layden Street (Figure 5.19b).

The other variation is asymmetrical and consists of a central entrance flanked by a single window to one side and a pair of windows on the other (Figure 5.19c). Additionally, one half of the house projects slightly, resulting in the front entrance to be recessed and the roof plane to be split or stepped. These houses also have a small, central brick chimney. Steps lead to a small concrete stoop that is sheltered by the roof eave.

### *Front-Facing Gable*

This house type has a front-facing gable applied to either a symmetrical or asymmetrical central entrance house type, giving the appearance of a cross-gable roof (Figure 5.20). In some examples the front-facing gable spans almost the entire façade, in others just one bay. Sash windows are located to either side of the central entrances, which are either recessed or flush with the exterior wall. Steps, usually poured concrete, lead up to a stoop and the front door, which is sheltered by either the roof eave or a metal awning.

### *Offset Entrance*

This type also has the common Minimal Traditional form of a rectangular plan with a side-gable roof. Some examples have the split or stepped side-gable roof (Figure 5.21). The entrance is located on one side of the front façade and sash windows occupy the rest of the façade. Brick or concrete steps lead up to the stoop and front door. Several examples of this type have multiple exterior finishes, primarily brick veneer and vinyl siding.

Most of the dwellings in Hertford Village exhibit alterations including replacement one-over-one and simulated divided-light vinyl sash windows, replacement vinyl siding, and replacement fiberglass doors. As this section of Raleigh has developed, a number of dwellings have been demolished and circa-2015 multi-story dwellings have been built in the neighborhood, mostly along Newbold Street.

Figure 5.19.  
Hertford Village, Center Entrance Type

A. 2700 Layden Street



B. 2606 Layden Street



C. 2731 Layden Street



Figure 5.20.  
Hertford Village, Front-Facing Gable

A. 2601 Layden Street



B. 2620 Knowles Street



C. 2517 Newbold Street



Figure 5.21.  
Hertford Village, Offset Entrance Type

A. 2748 Knowles Street



B. 2720 Layden Street



C. 2739 Knowles Street



As noted, Hertford Village also has one multi-family residence, located at 2601 Newbold Street. It consists of two units that each contain two residences. The building was constructed in 1968 in the Ranch style (Figure 5.22). The building has a side-gable roof and brick veneer exterior. Each residence has a central door with two-over-two double hung sash windows to either side of the door.

Situated just south of the entrance to Hertford Village, Layden Memorial United Methodist Church was constructed in 1958, shortly after the neighborhood was completed. Designed by F. Carter Williams, the church building has a cross-gabled sanctuary with a long and low classroom/administration wing extending from the northeast elevation. The church has a brick veneer exterior and wide roof eaves (Figure 5.23a). The front gable of the sanctuary has a solid center bay covered in stucco with a large cross affixed to it and flanked by window walls of small vertical panes of glass (North Carolina Historic Preservation Office 2018). An aluminum spire is located in the center of the roof. A set of double doors, not original to the building, are located on the wing, next to the sanctuary. Two-light vinyl windows, which were installed around 2008, fill each bay of the wing (North Carolina Historic Preservation Office 2018). In 2007, a large gable-front brick fellowship hall was built in front of the north end of the church's wing (North Carolina Historic Preservation Office 2018) (Figure 5.23b). All the church's fenestration has been replaced.

## HISTORY

Like most of the United States, the city of Raleigh experienced unprecedent growth in the years following World War II. Raleigh's economy, and in turn its population, began to diversify in the post-World War II years as industries moved to the state and technological research facilities developed just outside of Raleigh (Little 2009:2). The rapid commercial and industrial growth of the 1950s, coupled with the accompanying residential development, transformed Raleigh. By 1965, the city's population doubled, the city's area tripled, the number of industries in Raleigh tripled, and more than 7,500 houses were built within the city limits (Little 2009:3–4).

The housing constructed at this time was suburban in nature, consisting of curvilinear streets lined with Minimal Traditional-style homes set on deep, narrow lots (Little 2009:3). Much of this development was speculative. In upper middle-class subdivisions, buyers usually purchased a lot and then hired a builder to construct a custom house, while tract subdivisions, where builders constructed speculative houses, were usually marketed to individuals with lower incomes or those purchasing a home with FHA or VA loans.

Figure 5.22.  
Hertford Village, Multi-Family Residence, 2601 Newbold Street



Figure 5.23.  
Layden Memorial United Methodist Church



A. Layden Memorial United Methodist Church, Facing East



B. Layden Memorial United Methodist Church, 2007 Fellowship Hall, Facing South

Although the bulk of Raleigh's post-World War II development occurred on the north side of town, several neighborhoods were platted, subdivided, and constructed on the south side of Raleigh. These developments included Carolina Pines, Twin Lakes, Robinwood, Parkland, and Hertford Village (North Carolina Historic Preservation Office 2018). The Belvidere Building Company platted Hertford Village in phases between 1951 and 1953. A 1951 advertisement in *The News & Observer* touts the subdivision's two-bedroom homes featuring tile showers, oak floors, and oil heat. FHA financing and adjusted down payments incentivized the purchase for veterans (*News & Observer* 1951). A 1952 advertisement priced initial down payments at \$600 for veterans and \$1,375 for non-veterans (Figure 5.24). By 1952, 41 of the 67 houses were under contract, streets were paved, and lawns were planted (*News & Observer* 1952). The neighborhood was more or less built out by 1955.

Layden Memorial United Methodist Church was constructed to serve the new population moving to the south side of Raleigh. In 1954, the Methodist Conference Board of Missions recognized a need for new church development in the rapidly expanding Raleigh suburbs (North Carolina Historic Preservation Office 2018). The board hired F. Carter Williams to design a modern yet economical church. The building was completed in 1958 and comprised a sanctuary, classrooms, and offices sited at the rear of the lot (North Carolina Historic Preservation Office 2018). The design was recognized by *Southern Architect* for its economy of design, which would easily allow for future expansion (*Southern Architect* 1958).

#### DISTRICT CONTEXT

As discussed, Raleigh experienced a development boom, like much of the country did, after World War II. The servicemen returning from the war needed jobs and housing. The influx of industry and technological research facilities also helped to draw people to the area, resulting in a housing construction boom. Minimal Traditional dwellings became popular at this time due to their economy and efficiency. The house form is found extensively in the urban center and suburban areas of central North Carolina. These dwellings were rapidly constructed throughout the United States during the 1940s to house manufacturing employees of WWII production plants and later, returning servicemen. The dwellings are found in clusters along the periphery of Raleigh where large tracts of land were available in the mid-century and newly built highways provided improved automobile access. Minimal Traditional dwellings are characterized by the simplicity of their design and were usually clad with one material in an effort to make the dwelling appear large. Their design eliminated inessential features and included few breaks in the façade or roofline. It was in this context that suburban developments such as Hertford Village (WA8349), Belvidere Park (WA4431), and Longview Park (WA4436) were built.

Figure 5.24.  
Advertisement for Houses in Hertford Village, 1952

Real Estate For Sale      Real Estate For Sale      Real Estate For Sale      Real Estate For Sale

## — NEW 2 BEDROOM HOMES —

### OPEN FOR INSPECTION TODAY 2-6 P.M.

We Invite You to See This New Well Planned Community, Hertford Village, 67 Attractive Homes, 41 Already Sold.

**CHECK THESE FEATURES:**

✓ Paved Streets ✓ Weatherstripped ✓ Insulated ✓ Oil Heat ✓ Tile Shower ✓ Oak Floors ✓ Excellent Floor Plan ✓ Factory Built Cabinets ✓ Painted Walls ✓ Plenty of Closets ✓ Average Lot 60 x 150 ✓ Lawns Planted ✓ Electric Water Heater ✓ Outside Storage Room.

Down Payment For Veterans Only      \$600 including Loan Cost      Monthly Payments      \$48.50 including Taxes and Insurance

G. E. Range and Refrigerator Can Be Included In Loan.  
F. H. A. Financing For Non-Veterans. Down Payment \$1,375.

**SELECT YOUR HOME TODAY**

To See Maps Or For More Information See Our Representative at Model Home

**STANTON AGENCY**  
Selling Agents  
DIAL 5719

**BELVIDERE BUILDING COMPANY**  
Builder  
DIAL 8441

Source: News and Observer 1952

### *Belvidere Park (WA4431)*

Belvidere Park – spelled both Belvedere and Belvidere – is located on the north side of Raleigh, just east of Capital Boulevard. Developed by the Belvidere Building Company from 1948 to 1950, Belvidere Park was housing constructed for veterans who could take advantage of available VA loans. An advertisement in *The News & Observer* in 1950 advertises two-bedroom homes with a living room, kitchen, and dinette on an average lot size of 60 feet by 150 feet (Belvidere Building Company 1950). Amenities such as a stove, washing machine, and refrigerator were included in the price of the homes.

The Belvidere Park neighborhood includes Plainview, Dennis, Baggett, and Myers avenues, Midwood and Columbia drives, and Rankin and Bennett streets. The neighborhood has Minimal Traditional-style homes along curvilinear streets; some of the streets, like Midwood Drive, have sidewalks. The lots are relatively uniform in size and shape and the houses have uniform setbacks. The houses exhibit the Minimal Traditional form of a rectangular plan with a side-gable roof (Figures 5.25 and 5.26). To this form, minimal architectural elements have been applied, such as a front-facing gable, hipped- or gable-roof entry porches, or shed roof dormers. The houses have common alterations including replacement one-over-one and simulated divided-light vinyl sash windows, replacement vinyl siding, and replacement fiberglass doors. Modern two-story infill housing is present throughout the neighborhood. While Belvidere Park does not have a park within its boundary, a park and a Methodist church are both immediately adjacent to the neighborhood, accessible from Bennett Street. While the church was constructed only in 1990, the park was established in the early 1960s. The neighborhood was documented as a survey area by Sara David Lachenman but has not been evaluated or recommended eligible for the NRHP.

### *Longview Park (WA4436)*

Longview Park was platted between 1946 and 1959 by L.E. Wooten and Joseph Farlow. The initial plan for Longview Park was illustrated in a series of nine plats that depict a neighborhood roughly bounded by North Raleigh Boulevard to the west, Milburnie Road to the north, New Bern Avenue and Beatie Drive to the south, and North Peartree Lane to the east (Hanbury Preservation Consulting 2017). The oldest plat for the neighborhood dates to 1947 and depicts approximately 141 residential lots north of Beatie Drive on Colleton Road, Tudor Place, Charles Road, Surry Road, Stevens Road, and Derby Drive. The curved roads were anchored by the centrally located Longview Park. A 1948 plat earmarked lands to the west of the park for the Raleigh School Board (North Carolina Department of Archives and History 2018).

The neighborhood was fully developed by 1968 as depicted on the East Raleigh 1968 USGS Historic Quadrangle Map, and the entire neighborhood was within the Raleigh city limits. Longview Gardens School at 318 North King Charles Road was situated just east of Longview Park, and Enloe High School and Aycock Junior High School were constructed to the south of Bertie Drive, north of the adjacent Longview Gardens neighborhood (see Figure 5.13).

Figure 5.25.  
Belvidere Park, Rankin Street, Facing West



Figure 5.26.  
Belvidere Park, Myers Avenue, Facing South



Home to middle- and working-class families, Longview Park is characterized by modest-sized residences on mid-size lots. The neighborhood features curvilinear streets edged with dense foliage, roundabouts, traffic islands, and small parks. The lots in Longview Park are small and standardized, each one covering about one-tenth of an acre. The houses are situated at the same place on each lot, creating consistent rows. Dwellings in Longview Park are representative of popular post-war architectural styles and most often feature elements of the Minimal Traditional and Compact Ranch forms. Most one-story Minimal Traditional houses in the neighborhood are clad in a single material such as brick veneer, stucco, or pressed wood siding. A majority of the dwellings are single-family and one story to one-and-a-half stories tall. Some Minimal Traditional dwellings feature muted elements of the Colonial Revival style, including pedimented entrance bays, dormers at the half-story, and columned entrance bays (Figures 5.27 and 5.28).

The Longview Park Historic district was added to the NC Study List in 2018 and has been recommended as eligible for the NRHP in subsequent studies (Reed and Hyder 2020).

## INTEGRITY

Properties may be eligible for listing in the NRHP if they possess integrity of location, setting, design, materials, workmanship, feeling, and association. Hertford Village and Layden Memorial United Methodist Church remain in their original sites on the east side of South Wilmington Street. Although some modern commercial development has occurred, the immediate surroundings have changed very little since the 1960s. The neighborhood and the church retain their overall original designs; however, the replacement of original materials on the church and houses throughout Hertford Village, as well as the replacement of original homes with modern infill houses, has diminished their integrity of materials and workmanship. Despite the lack of integrity of materials and workmanship, the neighborhood and church still possess feeling and association of post-World War II development.

## NRHP EVALUATION

Properties can be eligible for listing in the NRHP under Criterion A if they are associated with events or patterns of events that have made a significant contribution to the broad patterns of our history at the local, state, or national level. Hertford Village and Layden Memorial United Methodist Church were evaluated for significance in the area of community planning and development. Hertford Village and Layden Memorial United Methodist Church are associated with the post-World War II housing boom in Raleigh that was encouraged through federal lending programs, standardization of materials, and the annexation of the city's suburbs. While Hertford Village and Layden Memorial United Methodist Church are representative of these mid-twentieth-century patterns and were constructed during one of Raleigh's most significant periods of growth, the neighborhood is one of many speculative tract subdivisions that were constructed after World War II. The neighborhood's plan is not unique and it lacks features, such as designed landscape

Figure 5.27.  
Longview Park, Intersection of Culpepper Lane and Stevens Road, Facing South



Figure 5.28.  
Longview Park, 2490 block of Stevens Road



elements, that would elevate its significance. Additionally, the church and the houses within the neighborhood lack integrity. Therefore, Hertford Village and Layden Memorial United Methodist Church are not recommended as eligible for the NRHP under Criterion A.

Under Criterion B, properties can be eligible for listing in the NRHP if they are associated with a person or persons that have made significant contributions to our past. Archival research did not reveal a resident, pastor, or parishioner of Hertford Village and Layden Memorial United Methodist Church that was historically significant within a local, state, or national context. Therefore, Hertford Village and Layden Memorial United Methodist Church are not recommended as eligible for the NRHP under Criterion B.

Properties that embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, or possess high artistic value can be eligible for listing in the NRHP under Criterion C. The homes in Hertford Village represent the Minimal Traditional style, a common single-family residential form constructed throughout Raleigh in the mid-twentieth century to meet the post-World War II demand for housing. The dwellings feature elements of the Minimal Traditional style including modest rectangular plans, side-gable roofs, and small entry porches. A review of contemporary single-family housing in Raleigh reveals that these stylistic elements, placement on the lot, orientation to the street, and site design were particularly common in mid-twentieth-century subdivisions. Similar versions of the form were constructed in the late 1940s to early 1950s throughout Raleigh, including Longview Park (WA4436), which retain material integrity and is recommended as eligible for the NRHP. While representative of single-family house types in mid-twentieth-century Raleigh, Hertford Village does not retain sufficient material integrity to be considered eligible for listing in the NRHP. The majority of the individual residences have been altered with the addition of vinyl replacement windows, fiberglass doors, replacement porches, and novelty siding materials. Therefore, Hertford Village is recommended not eligible for listing in the NRHP under Criterion C.

The Layden Memorial United Methodist Church was constructed to serve the growing South Raleigh neighborhoods and reflects the Modern stylistic preferences of the 1950s, as well as a preference for economy and efficiency that was prevalent in construction at the time. The church has undergone alterations, as all of the building's fenestration has been replaced with vinyl sash windows and fiberglass doors. Additionally, the large fellowship hall was constructed in front of a portion of the historic church building, distracting from the church's original plan and position on the parcel. Therefore, the Layden Memorial United Methodist Church is recommended as not eligible for the NRHP.

It is unlikely that additional study of these properties would yield any unretrieved data not discoverable through informant interviews and documentary sources. Therefore, Hertford Village and Layden Memorial United Methodist Church are recommended not eligible for listing in the NRHP under Criterion D.

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## VI. SUMMARY

NSA completed a historic architecture survey for the proposed Wake BRT: Southern Corridor project that would extend from the existing GoRaleigh Station in downtown Raleigh to the existing shopping center on Rupert Road in Garner, North Carolina.

The prime consultant, WSP, is under contract with the City. The project is seeking funding from the FTA and is therefore complying with NEPA and Section 106 of the NHPA regulations specified in 36 CFR 800. The work adhered to the procedures and policies established by the North Carolina HPO for compliance with Section 106 of the NHPA of 1966, as amended.

The FTA has determined that the APE for the proposed project's direct and indirect effects for historic architectural resources includes parcels immediately adjacent to the proposed project work along the 5.1-mile corridor. In areas where no roadway work is proposed, the APE will be the existing roadway, curb to curb. In areas where proposed roadway work would extend beyond the existing edge of travel, including the construction of new lanes, pedestrian access, etc., the APE will include parcels immediately adjacent to the proposed project work. Around BRT side stops, the APE will be 50 feet beyond proposed BRT side stops, and an approximately 50-foot buffer around the transportation right-of-way (ROW) for median BRT stops. The APE includes any areas of new ROW acquisition and may be expanded in select areas, as needed, to accommodate any anticipated movements in BRT stop locations or construction of pedestrian access. The HPO concurred with the APE in a letter dated January 4, 2023. FTA and the HPO staff subsequently determined that two resources along the project corridor warranted intensive NRHP eligibility evaluations: the Gray Funeral Home (WA2464) and the Hertford Village (WA8349) neighborhood including Layden Memorial United Methodist Church (WA8112).

On January 30, 2023, the HPO requested that NSA survey and evaluate the above-referenced properties and prepare a report on their eligibility for listing in the NRHP. In addition, HPO requested that NSA document all resources within the APE that are 45 years of age and older, noting that they lack NRHP potential. Thirty-four resources were identified, photographed, and briefly described in a chart that is included in Appendix A.

The APE contains portions of two NRHP-listed historic districts and one NRHP-listed site that is not within the boundaries of a district. The NRHP-listed Moore Square Historic District was discussed in the 2020 historic architecture survey of the companion New Bern Avenue Corridor

Bus Rapid Transit Project and was confirmed to retain sufficient integrity to remain eligible for listing in the NRHP (Reed and Hyder 2020). The other two NRHP properties, the East Raleigh-South Park Historic District (WA1846) and the Raleigh Water Works and E.B. Bain Water Treatment Plant (WA4179), were reviewed in this study. The study-listed Shaw University District (WA8066) is within the boundary of the East Raleigh-South Park Historic District and was evaluated as part of that district. A review of the NRHP-listed properties reveals that all the NRHP-listed properties retain sufficient integrity to remain eligible for listing in the NRHP. Additionally, the study-listed Shaw University District (WA8066) appears to retain sufficient integrity to remain on the NC Study List and was recommended as eligible for the NRHP, both individually and as part of the East Raleigh-South Park Historic District. The resources within the boundaries of the NRHP-listed historic districts were not individually assessed as the districts were evaluated for NRHP eligibility.

None of the intensively surveyed architectural resources are recommended eligible for the NRHP.

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2022 Removal of Prince Hall Historic Overlay District (HOD) Zoning.

## APPENDIX A

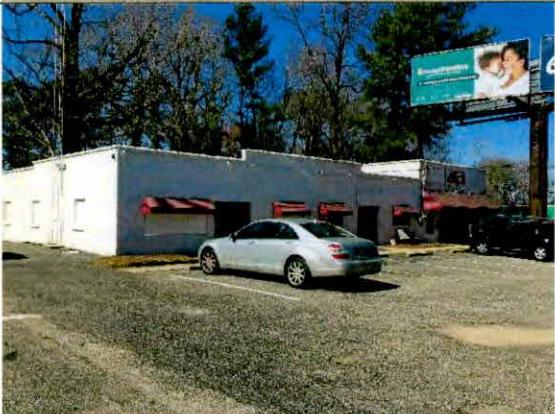
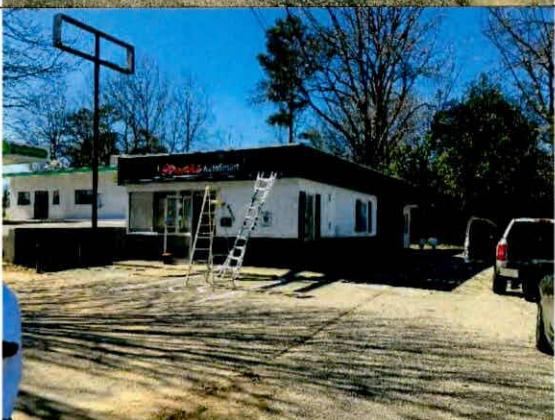
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## Appendix A

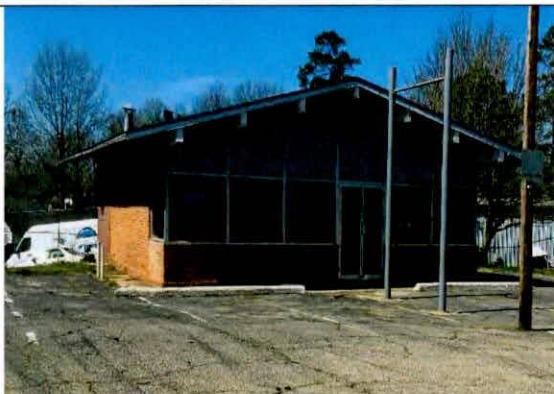
None of the properties listed below retain sufficient integrity or architectural distinction to be considered eligible for the National Register of Historic Places. All dates of construction are pulled from the Wake County Tax Record.

Name (SSN)/Address	Photo	Description
Memorial Auditorium (WA4046) 2 South Street		Constructed in 1932, the Raleigh Memorial Auditorium is a modified example of Greek Revival architecture. The building has been altered in multiple campaigns between 1975 and 2016 including the construction of flanking glass and steel wings on either side of the prominent north facing portico.
1420 S Wilmington Street		Constructed in 1958, this one-story former warehouse has been repurposed to house the South Wilmington Street Center. Clad in a brick and permastone veneer, this building has been altered with a large south addition and replacement fenestration with the exception of structural glass block windows on the façade.
1430 S Wilmington Street		Significantly altered in the 2010s, the core of this one-story building was constructed circa 1960.

1904 S Wilmington Street		<p>Constructed in 1961, this one-story commercial building has a flat roof, a concrete block exterior, and a recessed entrance on the façade featuring a bank of single-light windows with extruded aluminum frames.</p>
2200 Wilmington Street		<p>Constructed in 1957, this rectangular plan building houses the Vernon Malone College and Career Academy. The one-story building has a flat roof with added louvered parapets and screening around the entrances.</p>
2430 Wilmington Street		<p>Constructed in 1965, this rectangular plan commercial building has an added metal, mansard roof, fixed windows, and a brick veneer.</p>

<p>2500 Wilmington Street</p>		<p>This 1970, one-story commercial building has a flat roof, concrete block exterior, and single-pane fixed windows with aluminum frames.</p>
<p>2522 Wilmington Street</p>		<p>This 1955 commercial building is comprised of three storefronts, each with three bays formed by two windows flanking a central door. The building is clad in concrete blocks and has a flat roof obscured by a parapet with metal coping along the roofline.</p>
<p>2568 Wilmington Street</p>		<p>This 1954 one-story frame commercial building has a flat roof with an added wood paneled cornice cap, a brick skirt wall, and fixed, metal-frame windows.</p>
<p>2600 Wilmington Street</p>		<p>Constructed in 1941, this three-bay former service station is of concrete block construction, has a flat roof, and replacement overheard track garage doors.</p>

2606  
Wilmington  
Street



This 1950 frame commercial building is clad in a brick veneer. The low-pitched front gable roof has wide overhanging eaves and exposed faux rafter ends.

2720  
Wilmington  
Street



Constructed in 1954, this flat roof commercial building is of concrete block construction. The flat roof is obscured by a parapet with metal coping along the roofline.

2732  
Wilmington  
Street

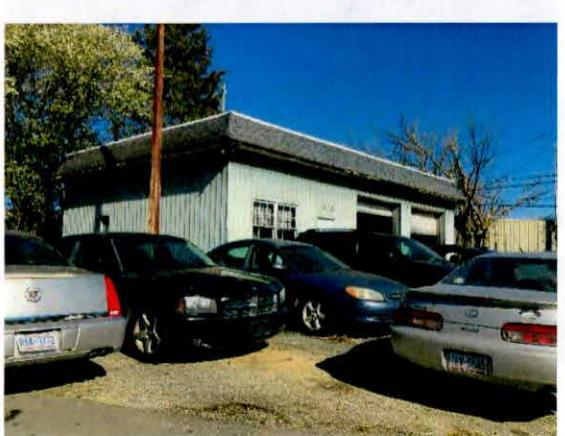


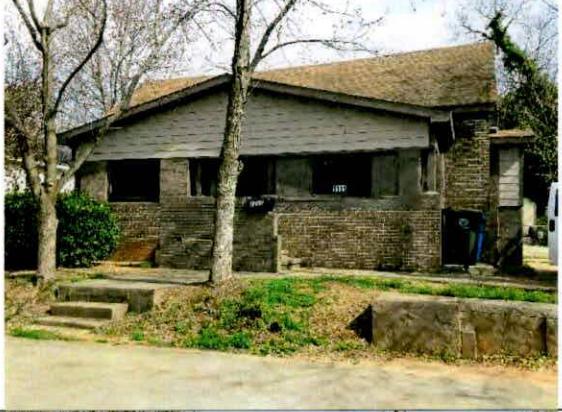
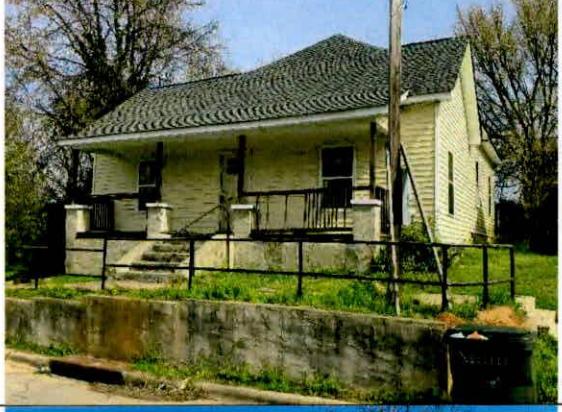
This 1973 front-gable commercial building is of frame construction and is clad in a brick veneer. A protruding front entrance is situated under the gable end sheltered by wide, overhanging eaves.

<p>2808 Wilmington Street</p>		<p>Built in 1958, this warehouse has a variegated brick veneer and flat roof with metal coping along the roofline.</p>
<p>2840 Wilmington Street</p>		<p>This 1954 concrete block commercial building has a flat roof with cantilevered eaves and a parapet along the façade. Concrete blocks and stacked brick panels clad the façade.</p>
<p>2815 Saunders Street</p>		<p>This one-story metal frame commercial building was constructed in 1970. The exterior is clad in standing seam metal sheets and brick veneer and the replacement fenestration is delineated by brick pilasters on the façade.</p>

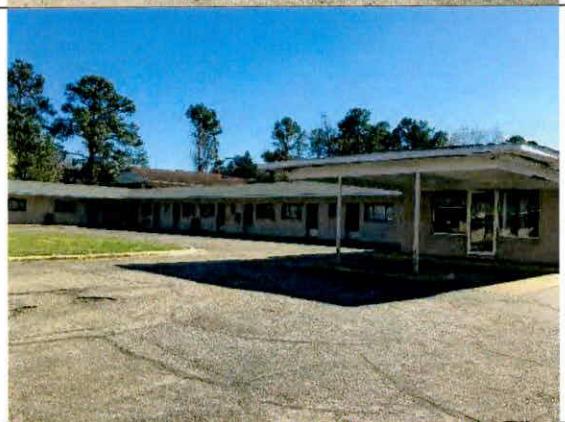
<p>Chapanoke Shopping Center  3210 Wilmington Street</p>		<p>Constructed in 1962, this sprawling shopping center has been significantly altered with the addition of stucco panels to the exterior and standing seam metal roof projections across the façade.</p>
<p>3400 Olympia Drive</p>		<p>Constructed in 1977, this one-story commercial building has been significantly altered with replacement metal frame windows, a brick veneer exterior, and a metal cornice cap.</p>
<p>2731 Wilmington Street</p>		<p>This 1967 one-story commercial building has a side-gable roof of asphalt shingles, a brick veneer exterior, and full-height metal-frame windows across the façade.</p>

2610 Wilmington Street		<p>This one-story former service station was constructed in 1950. The concrete block building is clad in sections of vinyl siding and the garage entrances have been replaced with circa 2000 overhead track doors.</p>
2700 Wilmington Street		<p>This three-bay commercial building was constructed in 1968. Clad in brick veneer, the building is topped with a mansard-style cornice cap of asphalt shingles.</p>
2704 Wilmington Terrace		<p>Constructed circa 1955, this frame commercial building is clad in board and batten siding. A prominent parapet obscures the gable roof.</p>

<p>2621 Wilmington Street</p>		<p>This 1959 commercial building has an asymmetrical roof with wide-overhanging eaves. The frame building is clad in vertical wood siding the windows are vinyl replacements.</p>
<p>2201 Wilmington Street</p>		<p>This 1956 industrial complex is comprised of multiple one-story, flat-roof warehouses clad in replacement aluminum panels.</p>
<p>1425 Wilmington Street</p>		<p>Constructed in 1964, this one-story, three-bay garage is one of three similar buildings on the parcel. This frame building has a standing seam metal exterior, replacement garage doors, and a flat roof with an added asphalt shingle cornice cap.</p>

<p>1111 Wilmington Street</p>		<p>Constructed in 1915, this one-story dwelling has been significantly altered with the enclosure of the one-story front porch and the addition of vinyl windows, brick veneer, and vinyl siding on the exterior.</p>
<p>1013 Wilmington Street</p>		<p>Constructed circa 1930, this one and one-half story dwelling has a hipped roof of asphalt shingles, a vinyl siding exterior, and replacement fenestration including vinyl windows and a fiberglass main entrance.</p>
<p>Dob's Motel (WA8109)  1403 Wilmington Street</p>		<p>Constructed in 1955, this 31-unit motel is comprised of one- and two-story wings. This flat roof building has a scored concrete veneer, and a second story cantilevered portico supported by wrought iron posts.</p>

<p>International Paper Company (WA8111)</p> <p>2215 Wilmington Street</p>		<p>This one-story International-style warehouse is clad in a brick veneer. The main entrance is recessed on the west façade within a cast stone bay. Windows across the façade are replacement vinyl designs.</p>
<p>Stephenson's Pilot Gas Service Station (WA8114)</p> <p>2708 Wilmington Street</p>		<p>This former service station was constructed in 1968. A one-story, flat-roof Modernist design, the building is clad in brick veneer with fixed windows wrapping the façade and north and south elevations.</p>
<p>Webb Motel (WA8115)</p> <p>2716 Wilmington Street</p>		<p>Constructed in phases between 1940 and 1955, the Webb Motel complex is comprised of three one-story frame buildings with brick veneers. The main hotel block has a side-gable roof of asphalt shingles and the hotel office has a hipped roof of standing seam metal.</p>

<p>Shoney's Big Boy (WA8116)</p> <p>2725 Wilmington Street</p>		<p>Constructed in 1969, this former restaurant is of frame construction. The front gable roof with prominent flat roof wings is clad with asphalt shingles. Faux stonework, brick veneer, and stucco clad the exterior.</p>
<p>Belvidere Motel (WA8117)</p> <p>2729 Wilmington Street</p>		<p>This U-shaped Modernist-inspired hotel was constructed in 1957. The building's low-pitched gable roof is clad with asphalt shingle and the exterior is clad with stucco.</p>
<p>Wachovia Bank &amp; Trust Company, South Office (WA8118)</p> <p>3200 Wilmington Street</p>		<p>This one-story former bank office was constructed in 1967. The exterior is clad in vertical wood siding. The flat roof features wide overhanging eaves and prominent faux rafter ends.</p>