ECONOMIC REVITALIZATION THROUGH PRESERVATION:
A STUDY OF THE EFFECTS OF PRESERVATION AND ECONOMIC INITIATIVES
IN FIVE SMALL CITIES IN VIRGINIA

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by
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ABSTRACT

Some preservation and economic based initiatives in small cities strive to be the driving force behind revitalization and economic growth. Small cities, especially those distant from major cities, experience periods of shrinkage. These places often struggle to stabilize and grow. Interventions from the local, state, and national levels can assist revitalization efforts with help from planners and redevelopment specialists. These interventions include initiatives with both preservation and economic objectives. Preservation initiatives include revolving funds, tax credits, foundations and advocacy organizations, historic districts, architectural review boards, ordinances, and the Main Street Program. Economic initiatives that include preservation principles and practices include Comprehensive Plans, grants, investment plans, studies, and community development corporations.

This thesis examines the impact of these initiatives in five small cities in Virginia using data in population, employment rate, real estate value, and income level trends. The analysis looks at these factors over time and expects correlations between changes in trajectory of these economic health measures and economic/preservation initiatives work within the cities. Population was the one category that did not have a correlation to initiatives. This demonstrates that preservation initiatives are unlikely to solve a city’s issues of falling population numbers. Unemployment trends demonstrated a correlation to preservation initiatives in three out of the five study cities. Real estate value demonstrated a consistently positive correlation over time. Income level has a weak correlation. These programs were compared to the unemployment rate, real estate value, and income level
data to draw final conclusions. 1) Main Street initiatives, 2) Historic District initiatives, 3) Plans, Guidelines, etc. initiatives, 4) Organizations and Programs initiatives and 5) Other initiatives all showed different levels of correlation to positive periods. The Main Street initiatives category did show the greatest correlation to positive periods.

While correlations may occur, additional research would be necessary to establish a direct cause and effect relationship between program establishment and community growth.
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CHAPTER ONE
INTRODUCTION

Preserving a city requires coordination from many aspects of the city including the local government, community leaders, and the community members themselves. Over the years, many types of preservation programs have been created to help cities initiate the preserving and saving of an area. Some initiatives focus solely on economic benefits while others focus on preservation through economic initiatives.

Preservation programs and initiatives vary at the national, state, and local levels. Larger programs such as the National Main Street Program, Community Development Corporations, Preserve America, and the Federal Historic Tax Credit are opportunities available at the national level to all states, while programs such as the Virginia Main Street Program, the State Historic Tax Credit are only available in the state of Virginia. At the local level, organizations and foundations work as grassroots efforts to promote preservation unique to each city. Each of these programs financially incentivize preservation as a means of revitalizing an area to promote economic growth and redevelop struggling areas.

Many small towns strive for preservation, but face challenges of economic growth and revitalization. These small towns are full of history and structures that have the potential to drive economic growth and create a thriving small town, city, or county. Petersburg, Virginia was the entry point into this research question. The city is located less than 30 minutes from Richmond. Petersburg has initiated preservation within the
community including by creating Historic Districts at the local and state/national level, nominating structures to the National Register, creating Historic Petersburg Foundation, and individuals driving grassroots preservation efforts. Petersburg is interested in finding preservation programs that are instrumental to revitalization success.

Studying similar cities will be the key to identifying how preservation and economic programs may affect the vitality of the city. Similar cities will have a similar population and a history with the Virginia Main Street Program. By looking at other cities’ preservation initiatives, a comparative study can be conducted in order to better inform decision making on preservation programs to consider initiating in Petersburg.

Preservation programs are a tool for communities who wish to activate their community’s history, especially that of the built environment. By determining the relationship between initiatives and city economic health, successful initiatives can be identified. Economic growth can be identified through the study of population, employment, real estate, and income, which are elaborated on in the literature review.
Introduction to the Study Cities

The five study cities are Danville, Fredericksburg, Petersburg, Staunton, and Winchester. Their selection process is detailed in the methodology. This portion of the thesis offers a brief background history for each of these cities.

Figure 1.1 – Map of the Five Study Cities in Virginia, 2022. Courtesy of Isabella Gordineer.
Danville

Danville is located in the southwest of Virginia near the North Carolina/Virginia border. The Saponi tribe resided here prior to European contact.¹ The city was founded as a town in 1793 and the first lots were sold to be developed in 1795 by the trustees of Danville.² In 1830, an act was created to incorporate the town.³ The town profited from crops and proximity to the Dan River. Flour was produced in the early 19th century and tobacco trade dominated the mid-19th century.⁴ The constant transportation of crops made it necessary for a better connection to the Norfolk waterway. A canal was constructed directly through the Dismal Swamp to help decrease shipping times.⁵

³ Ibid, 35.
⁴ Ibid, 11 and 14.
⁵ Ibid, 15.
was also produced in the city with the first cotton mill being built in 1828.\textsuperscript{6} Cotton production increased and led to more mills being built including the Riverside Cotton Mills in 1882, Mill No. 2 in 1887, and Dan River, Inc in 1882.\textsuperscript{7}

By the late 19th century, several colleges and institutes were established in Danville. The first was Averett College in 1859.\textsuperscript{8} Stratford College was later founded in 1883 and Danville Military Institute in 1890.\textsuperscript{9} As new technologies emerged, the need for modern conveniences was growing. Electricity was introduced with help from the charter for the Danville Electric Company, which was financed by the Newport News capital.\textsuperscript{10} Danville’s government consistently had a mayor but in 1950, the first city manager, T. Edward Temple was elected.\textsuperscript{11}

In the mid-20th century, the Civil Rights movement had a strong presence in Danville with demonstrations with

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\textsuperscript{6} Ibid, 32.
\textsuperscript{8} Ibid, 60.
\textsuperscript{9} Ibid, 59 and 63.
\textsuperscript{10} Ibid, 22.
\textsuperscript{11} Ibid, 124.
support of the Student Nonviolent Coordinating Committee, the Danville Progressive Christian Association, and the NAACP.\textsuperscript{12}

\textit{Fredericksburg}

Fredericksburg is located centrally in the northern portion of Virginia. The Patawomeck Indians have lived in this area since approximately 1300 AD.\textsuperscript{13} It was established as a town in 1728.\textsuperscript{14} A survey was completed in 1739 by William Waller to produce a plat even though a significant amount of the land was already developed.\textsuperscript{15} The town boundaries were further extended in 1763 by an act from the General Assembly.\textsuperscript{16} By the late 18th century and into the 19th century, Fredericksburg flourished due to its proximity to water as a trading center.\textsuperscript{17} One of the early downfalls that the city faced was the Fire of 1807, where approximately half of the town was destroyed.\textsuperscript{18} While this economic and structural setback hindered the city, it bounced back with strength.

By the mid-19th century, the city was growing due to its strong economic and trading center. The town traded “grain, flour, tobacco, maize, and some gold.”\textsuperscript{19} The town continued to grow beyond its boundaries. Another charter was passed to annex

\textsuperscript{15} Ibid, 44.
\textsuperscript{16} Ibid, 47.
\textsuperscript{17} Ibid, 58.
\textsuperscript{18} Ibid, 59.
\textsuperscript{19} Ibid, 67.
more land in 1852 and 1861. The Civil War had a strong presence within the city limits. One of the most notable events being the Battle of Fredericksburg at Marye’s Heights. Both sides suffered extensive casualties. The structures of the cities additionally suffered extreme damage. In 1865, the Freedman's Bureau of Fredericksburg was created.

By the end of the 19th century, industrialization was appearing within the city. The railroad was first operational in 1872. The Electric Light Plant gave lighting to the streets and some structures beginning in 1887 from a private company; it was later purchased by the Rappahannock Light Company before it was decided that the enterprise could be handled by local authorities at a governmental level. The telephone was

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20 Ibid, 69 & 70.
21 Ibid, 92.
22 Ibid, 128.
brought to Fredericksburg in 1895 first by the Rappahannock, Fredericksburg, and Piedmont Telephone Company which was later bought out by the Bell Company.  

In the early 20th century, the state of Virginia began expanding the education system to more people. Numerous schools throughout the state were established in cities such as Radford, Harrisonburg, and Fredericksburg to educate young women. Fredericksburg had the State Normal and Industrial School for Women. The school’s name was later changed to Mary Washington College and most recently to the University of Mary Washington, each in honor of Mary Ball Washington.


Fredericksburg continued to grow strongly by the

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25 Ibid, 179.
27 Ibid.
influence of the construction of the highways and railroad. Route 1 Bypass was finished in early 1946, and interstate 95 was completed in the 1960s with funding originating in the Interstate Highway Act of 1956.\textsuperscript{31}

\textit{Petersburg}

Petersburg is a city located approximately thirty miles south of Richmond. Early residents of the area are the Appamatuck Tribe.\textsuperscript{32} This tribe is a part of the Powhatan Confederacy.\textsuperscript{33} Settlement within the area began in 1646 with the construction of Fort Henry by Governor Sir William Berkely; it was situated on the Appomattox River as a trading post.\textsuperscript{34} Between 1734 and 1737, Old Blandford Church (Old Bristol Parish Church) was built and stands to this day.\textsuperscript{35} This is one of the earliest structures that remains today. During the Revolutionary War, took place in Petersburg. Benedict Arnold took Petersburg in 1781 prior to the arrival of Lord Cornwallis.\textsuperscript{36} Soon after, Cornwallis moved toward Yorktown and the surrender concluded the war.\textsuperscript{37} In the early 19th century, catastrophe struck Petersburg. On July 16, 1815, the Great Fire of Petersburg occurred and “destroyed nearly two-thirds of the city.”\textsuperscript{38} By the early 19th century, the town was the third-largest in the state due to its status as a “major commercial and

\textsuperscript{34} J.T. Morriss & Son, Inc., \textit{The Story of Old Petersburg and Southside Virginia} (J.T. Morriss & Son, Inc., 1940), 2.
\textsuperscript{35} Ibid, 24.
\textsuperscript{36} Ibid, 8-10.
\textsuperscript{37} Ibid, 11.
industrial center”; with this growth came the incorporation of the town into the city in 1850. The Civil War brought fighting, blockades, tunnel systems and sieges to Petersburg beginning in 1862. Today, Petersburg has a National Military Park which occupies approximately 2000 acres and was established in 1926.

After the Civil War, the city entered into what Anne Burnett, Ray Owens, and Santiago Pinto, authors of “Economic History: The Rise and Decline of Petersburg, VA,” identify as a “second boom.” Tobacco was a highly prized cash crop in Virginia. Cigarette manufacturing made up a key part of the economy. The business strategy eventually changed for what would produce the most profit. Businesses that were once family owned, just like that of the tobacco industry, were being bought out by companies

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41 Ibid, 26.
42 Ibid, 29.
like American Tobacco Co.\textsuperscript{43} This transfer of ownership took the foundation of the economy out of the hands of the community and into big business.

Along with the transfer of ownership within local companies, the new highway systems also took a toll on the downtown area. Prior to Interstate 95, Petersburg had three road systems that converged within the city limits: US 1, 301, and 460.\textsuperscript{44} With the interstate being built, traffic was removed from passing through downtown and only passed on the edge of the city.\textsuperscript{45} By removing the tourist traffic, the attraction to the downtown began to decline. People traveling on the interstate are less likely to reroute themselves and spend extra time by exiting the interstate in order to experience the Main Street.

Petersburg had a second industrial failure that occurred in the late 20th century which significantly affected the city in terms of revenue and jobs. The B&W plant closed in 1985 since it was consolidating to its plant in Georgia; this closure initiated a prolonged period of job losses and urban decline.\textsuperscript{46} The period of financial and job decline has continued since this time. It was reported that mid-year in 2016, the unemployment rate was

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{B&W_Factory_Petersburg_Virginia.jpg}
\caption{Photo of the B&W Factory in Petersburg, Virginia. Courtesy of Sarah Vogelsong.}
\end{figure}

\begin{footnotes}
\textsuperscript{43} Ibid, 29.
\textsuperscript{44} Ibid.
\textsuperscript{45} Ibid.
\textsuperscript{46} Ibid.
\end{footnotes}
More recently, Petersburg has been working to grow through reorganization within the city government and interactions with the local community. One example of this is Petersburg being awarded a $1.4 million dollar grant to foster “developing the cluster of pharmaceutical companies at the Petersburg Industrial Park in South Petersburg.” This grant, which also funds additional opportunities throughout the state of Virginia, will allow this center to be “an international leader in advanced pharmaceutical manufacturing.”

Staunton

Staunton and Winchester are both located in the Shenandoah Valley which was first occupied by Native Tribes including the Piedmont Siouans, Catawbas, Shawnee, Delaware, Cherokees, Susquehannocks, and the Iroquois, a tribe with six nations. Villages were first more semi-permanent and then transitioned into permanent with the domestication of crops after 900 AD. The first European settlers resided in Staunton in 1732. The town was used as a small center for trading in the remote area in the Blue Ridge Mountains. With trade came growth of the town. By 1761, the General Assembly had incorporated the town. The town continued to grow beyond its limits. In 1781, the

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47 Ibid.
48 Bill Atkinson, “State Awards $1.4 Million Grant to ‘Accelerate Growth’ of Petersburg’s New Pharma Cluster.”
49 Ibid.
51 Ibid.
54 Ibid.
first annexation of Staunton occurred; this area would later be known as the Newtown Addition Historic District.\(^{55}\) As the area continued to grow, new roads were necessary to keep up with trade and traffic. In 1825, a road was constructed to connect Staunton and Waynesboro: the Staunton and James River Turnpike.\(^{56}\) This represented one of the earliest turnpikes in the area. The road was covered in wood planks to make it more durable in 1849.\(^{57}\) The turnpike was heavily used until other means of transportation took over. With the rising use of the railroads and the declining road condition of the turnpike, the road was sold to the localities through which the road ran.\(^{58}\)

By the mid-19th century, the railroad was a dominant mode of transportation throughout the state. The Virginia Central Railroad arrived in Staunton in 1854.\(^{59}\) In 1856, Woodrow Wilson was born in the city.\(^{60}\) As 28th President of the United States,
Wilson is most notably known for his “Fourteen Points” during WWI.\(^{61}\) By 1871, Staunton was officially incorporated into a city and later became an independent city in 1902.\(^{62}\)

In the mid-20th century, Staunton began engaging in preservation through local organizations and city initiatives. The city continued to grow and use the existing historic fabric as a centerpiece for redevelopment.

**Winchester**

Winchester is located in the northwestern portion of Virginia. The original plan for the city was laid out by Colonel James Wood and Lord Thomas Fairfax in the 1700s.\(^{63}\) By the middle of the 18th century the town was growing in terms of economy.

![Figure 1.9 – Photo of a City Street in Winchester, Virginia, 1850s. Courtesy of Dickinson College.](image)

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\(^{61}\) Ibid.
and population. In 1752, Winchester was enlarged for the first time.\textsuperscript{64} Animal and product trade was conducted to and from Baltimore and Alexandria.\textsuperscript{65} The town became the “first incorporated settlement west of the Blue Ridge Mountains” in 1779.\textsuperscript{66} To keep up with the continual growth, the Winchester and Potomac Railroad construction was finished in 1837 in order to cut the travel time to the Baltimore Port.\textsuperscript{67} The town then became an independent city in 1874.\textsuperscript{68} Industry continued to grow within the city. In the late 19th century, common industries within Winchester included “four glove factories, three furniture factories, five tanneries, two foundries, one shoe factory, one flour mill, one farm implement factory, one soap factory, one sumach and bark mill.”\textsuperscript{69}

By the early 20th century, the city continued to grow. In 1921, the first annexation into Frederick County occurred.\textsuperscript{70} Shenandoah College moved to Winchester in 1960 and

\begin{footnotesize}

65 Ibid, 632, 634, 641.

66 Ibid, 644.


\end{footnotesize}
remains there as Shenandoah University.\textsuperscript{71} A second annexation came in the 1970s which almost tripled the city in size.\textsuperscript{72}

\textsuperscript{71} Ibid.
Introduction to the Major Economic Based Historic Preservation Programs

Major programs are those that are common either a majority or all of the study cities. Each of these programs focuses on economic revitalization of cities, historic districts, and historic properties. These programs drive economies and preservation in Virginia and throughout the United States.

Main Street America

Main Street America is a program that is sponsored by the National Trust for Historic Preservation. This program is driven by the community with assistance from the National Trust in order to revitalize downtowns. The program has four main points within its approach: economic vitality, design, promotion, and organization. The organization offers tools and guidance to assist in ways and methods to redevelop and revitalize a town. Communities can become various levels of Main Street communities from a designated Main Street community to an affiliate community to a general member. Overall, this national program focuses on community revitalization but also helps to shape the leadership and quality of life within the community.

Virginia Main Street

The Virginia Main Street Program focuses on utilizing preservation to economically develop neighborhoods within the state of Virginia. The program was established in 1984 and is run by the Virginia Department of Housing and Community Development. The program follows the organization of the National Main Street Program that is run by the National Trust for Historic Preservation. The organization focuses on many areas of neighborhood revitalization including community revitalization, housing development, infrastructure, and regionalism. Virginia Main Street offers a variety of programs and resources to encourage growth within communities specifically to create a vibrant experience within the core of the downtown from the “cultural assets, natural beauty, and distinct character.” The designation of a Virginia Main Street community identifies counties and cities that strive to make their community more economically sustainable through growth and development. There are 28 Virginia Main Street communities in the state. Of the study cities in this thesis, four out of the five cities have received this designation.

In addition to the designated Virginia Main Street Communities, there are also communities that are known as Exploring Main Street Communities. These communities utilize some of the resources available to the Virginia Main Street program but do not

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80 Ibid.
have the full designation.\footnote{Virginia Main Street. “Communities.” Accessed January 31, 2022. https://virginiamainstreet.com/virginias-main-street-communities/} There are certain requirements to having this status including participating in training that the Main Street program provides.\footnote{Ibid.} There are more than 70 communities that have the “Exploring Main Street” designation.\footnote{Ibid.}

![Figure 1.10 – Map of the Virginia Main Street Communities. Courtesy of Virginia Department of Housing and Community Development.]

\textbf{Community Development Corporations}

Community Development Corporations work within the community to foster growth through areas like housing and affordability. The Virginia Community Development Corporation is the state level organization that began in 1990 to strive for “affordable housing and community revitalization projects.”\footnote{VCDC. “About Us.” Accessed January 31, 2022. https://www.vibrantcommunities.us/about.} The program assists in
creating partnerships with local organizations and helping with investment opportunities.\textsuperscript{85} This program has local chapters within cities and for specific areas.\textsuperscript{86} In addition to this community development organization, there is a Community Development Block Grant that is funded through the Department of Housing and Urban Development to address similar concerns as the Community Development Corporations.\textsuperscript{87}

**Federal Historic Tax Credit**

The Federal Tax Credit is a rehabilitation tax credit that gives a credit on an individual's or corporations taxes for the completion of a rehabilitation project on a designated historic structure. It was established in 1979 by Congress with an initial tax credit of 10\% on buildings that were at least 20 years old.\textsuperscript{88} The tax credit was changed with the tax reform of 1986 where “nonresidential buildings placed in service before 1936” received 10\% and “structures deemed historic by the National Park Service” received 20\%.\textsuperscript{89} This tax credit is a 20\% credit that is coordinated through the IRS and the National Park Service via State Historic Preservation Office of the state where the project is located.\textsuperscript{90} There are several rules and requirements to the utilization of this tax credit.

\textsuperscript{85} Ibid.
\textsuperscript{89} Ibid.
\textsuperscript{90} National Park Service, U.S. Department of the Interior. “Incentives.” Accessed January 31, 2022. https://www.nps.gov/tps/tax-incentives/incentives/essentials_1.htm?menu1=-++-++-++-+---+---+-&Button1.x=11&Button1.y=10&as_sfid=AAAAAXJv89-yWVnobQ7Evh2RU_dhidtPB1geHkTPtiOfeZCDiGs_XVsslDVB8of4alYGE5TCH2UJ0Pndyp_Nvlp6D
credit. In order to qualify, the structure must either be a historic resource on the National Register or a contributing resource that is located within a National Register District.\textsuperscript{91} The process cannot be completed for an owner-occupied residence.\textsuperscript{92} Once the plans are completed for the structure, they accompany an application that is submitted to the local SHPO. After any negotiations and review, approval must be granted for the work. Additionally, the SHPO will complete inspections to ensure the extent of the work.

Photographs of the site both prior to and after the work has been completed is important to document the changes. The National Park Service will also review the application to confirm that the work is in compliance with the Secretary of the Interior’s Standards for Rehabilitation.\textsuperscript{93} All study cities have access to this tax credit.

\textit{Virginia Historic Rehabilitation Tax Credit}

The Virginia Historic Rehabilitation Tax Credit (HRTC), like the Federal Tax Credit, gives a tax break for rehabilitation projects in the state of Virginia. Other states have a similar state-based tax credit. This credit was created in 1997 and is used for owner-occupied or income-producing historic structures.\textsuperscript{94} The same criteria for the

\textsuperscript{91} Ibid.


\textsuperscript{93} National Park Service, U.S. Department of the Interior. “Incentives.” Accessed January 31, 2022. https://www.nps.gov/tps/tax-incentives/incentives/essentials_1.htm?menu1=-+---+++---+++---+++---+++---+++---+&Button1.x=11&Button1.y=10&as_sfId=AAAAAXJv89-yWVnboQ7Evh2RU_dhidPBlgEHkTpi0FeZCDiGs_XVsslDvBV8o4aLYGE5TCH2UJ0Pndyp_Nvlp6D2kuYT1o2XS8neV7aACJlIMvgPUGwdroDvwIxYeJrp7w%3D&as_fid=a7fd9c3bf28c4444fe800debb970ea116916011.

significance of the structure and process that applies to the federal tax credit applies to the state tax credit.

Preservation Virginia along with other preservation and economic based organizations in the state of Virginia have completed numerous studies into the effectiveness and success of these programs. A report completed by Preservation Virginia in 2017, also known as APVA, was able to directly identify the impacts of the tax credits on the local communities. For example, the state of Virginia is ranked 5th for the “utilization of federal historic tax credits.”[95] The HRTC additionally created $258.4 million dollars in construction wages and increased property values by 353% on only 21 projects.[96] This tax credit has resulted in numerous historic resources to be revitalized in addition to contributing to the overall economy of each community and the state.

National Register of Historic Places & Virginia Landmarks Register

The National Register of Historic Places was created in 1966 by the National Historic Preservation Act and the Virginia Landmarks Register was created in 1965 by the Code of Virginia.[97] These registers are “honorary lists of structures, sites, objects, and districts.”[98] Though these registers do not have explicit economic or revitalization objective, they do interface with programs like the Federal Rehabilitation Tax Credit program, by serving as an authority to determine significance. For both registers, the

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[96] Ibid.


[98] Ibid.
process is the same. The structure must generally be at least 50 years old and meet the requirements for significance through Criteria A-D.99

The nominating process begins with a nomination form that includes site, address, location, and nominating party. Next, depending on if it is a single structure or district, there may be a count of contributing vs. non-contributing resources. The following sections analyze the history of the area, structure, and significance at a local, state, and federal level. Time periods of significance along with architectural styles must be identified. There is also a portion where four criteria are evaluated for the structure. These criteria are A, B, C, and D. Criteria A is for a connection to notable historic events. Criteria B is for a connection to historical people. Criteria C is for a connection to architecture and Criteria D is for archaeological data. If there is more than one site, an inventory will be included noting the address, style, structure type, and a brief description. Additional maps noting the location and a standard USGS map are also required. Once the paperwork has been completed, the form is submitted to the Department of Historic Resources to be reviewed.

Local Organizations

Local foundations and organizations make up some of the earliest preservation initiatives in the timelines of the cities. Within the study cities, these organizations were established as early as 1955 and as late as 1999 with Historic Fredericksburg Foundation being the oldest and Downtown Danville Association being the newest among all of the study cities. These nonprofit organizations have missions and goals that strive to preserve

99 Ibid.
the built environment, educate residents, and provide economic support and growth within the community. Some of the study cities’ organizations offer grants, classes, and assistance with projects that will help to create a vibrant downtown and community for residents and visitors.
CHAPTER TWO
METHODOLOGY

In order to better understand the impact of historic preservation plans on small cities, it is necessary to first select a sample of cities or counties to study. For the purposes of this study, cities, and counties with a population between approximately 23,000 and 43,000 are examined. The contemporary population is what is used for this evaluation. It is important to note, however, that the population of these places has not always been the same, and the size of the city or county may have changed significantly from earliest data collection period to today.

Study Areas

The study city that initiated this research question of this thesis is Petersburg, Virginia. Located south of the capital of the state, Petersburg is an incorporated city with a diverse range of architectural history and cultural significance which allows for this
built environment to be the centerpiece for a variety of preservation programs. Petersburg has incorporated several of the preservation programs geared at economic benefits for the city and residents and strives to initiate new programs to create more preservation success. In order to understand implementation and economic benefits of multiple programs, studying other cities or counties whose history has resembled this city will help places like Petersburg to support growth through utilizing preservation resources and existing structures.

To create a systematic and controlled set of study communities, it was important to begin the selection within a singular state. Choosing counties within one state rather than different states allows for more comparison based on similar opportunities, since some economic development opportunities are state specific. Laws and regulations vary from state to state and therefore could result in the introduction of different variables. Additionally, different states offer different economically incentivized preservation plans. For example, South Carolina has a Textiles Community Mill Revitalization Credit. This thesis will focus on counties and cities within the state of Virginia.
The current population of Petersburg is approximately 33,000 people. Cities and counties with a population of plus or minus 10,000 from Petersburg’s population were isolated in Virginia (Figure 2.2). Of these 32 communities, The Virginia Main Street Program, was used as a criterion to narrow down the number of cities to study. Cities and counties which have been or are currently Virginia Main Street communities were included in the list of possible study communities. This economic and preservation-based program was used as a criterion because it is widespread and indicates the community has engaged in some form of preservation-based economic recovery program. Of the 32 communities, nine were identified as currently using the Main Street Program. These cities are Danville City, Fredericksburg City, Gloucester County, Hopewell County, Orange County, Page County, Staunton City, Tazewell County, and Winchester City.
Next, emails were sent out to all the Main Street Program contacts from each of these cities during the months of November and December of 2021. By emailing these cities, I planned to engage in conversations related to this program and any additional information these people could provide. Of the nine cities that I sent a standard email to, three cities immediately responded. These cities included Orange County, Fredericksburg, and Winchester County. After some email correspondence, I had phone conversations with representatives from each county. These city officials provided contextual information along with guidance to additional resources and people within their cities. These resources included websites, reports, and handouts. Suggestions were also made by these community leaders to look into other cities such as Staunton and Danville. The correspondences also led to connections with people in economic development offices of some of these cities along with people at the Main Street Program headquarters.

These conversations sparked additional research into the other existing programs and initiatives that these cities have to offer. Supplementing the conversation was information available on community websites, government websites, and local organization’s websites. These programs and local initiatives include but are not limited to the National Trust’s Main Street Program, Virginia Main Street Program, State Tax Credits, Federal Tax Credits, Historic district designations, revolving funds, and Community Development Corporations. Other programs were identified and are specific to each community. A background and history of the major programs is described in Chapter One and a background and history of each cities’ initiatives in Chapter Four as
an introduction to the analysis of the data as these dates were collected as a part of the data collection process. Key dates within the program’s histories in the different cities were recorded, as it is crucial to create a timeline that shows when each program began and integrated into these cities. The timeline will also show key economic events within the country’s history to show if any financial situations within counties are similar or different due to an outside impact and major changes in leadership. These key economic events are only a fraction of the economic events that have changed the market in history.

Data

The timeline gives the date data that acts as a baseline for when to measure the economic factors within each county. The economic factors that are measured in each county are defined by Ryberg-Webster and Kinahan’s article titled “Historic Preservation in Declining Neighborhoods: Analyzing Rehabilitation Tax Credit Investments in Six Cities”. They include population loss, residential demand, abandonment, poverty, and unemployment change. Due to the scope of this thesis, population loss, unemployment, real estate value, and income level are studied. These four categories are designated as indicators within this study. To make the indicators measure positive growth or revitalization, they are renamed population, employment, real estate value, and income level.

Each of these factors are represented by different data that is collected at the local, state, and national level. The census data utilized is from the United States Census Bureau. The data includes the decennial census and population estimates for each year in
between the official collection for each community. For this study, only the decennial data was utilized.\textsuperscript{100}

For employment, the unemployment rate is representative of the job aspect of the economy of the city, state, and nation. Unemployment rates in each community are graphed over time in addition to being compared to the state average over time. This data is from FRED Economic Data. The data is collected every month. The data point that is utilized is from January first of every year.\textsuperscript{101}

Real estate value is measured in terms of the tax basis within the city. The City Land Books represent the data for this category. The land book values are presented each year in the annual reports from the Department of Taxation of Virginia. These reports are available on their website for the fiscal years of 1999 to present. Within these reports is the total assessment of the land and structures within each city and county in the state of Virginia. These are designated under the Fair Market Value category (FMV) in the report. The amounts in dollars were collected from each city for each corresponding


year.\textsuperscript{102} Income also used the United States Census data and additionally FRED Economic Data. The median household income was charted for all five cities.\textsuperscript{103}

Analysis and Interpretation

The analysis portion of this thesis focuses on the data organized chronologically beginning with the initiation of the preservation programs within the selected counties and ending though 2020. The trends in the data per city/county are organized and explanations for the correlations are hypothesized. The start dates of initiatives are studied as a moment in time although initiatives may have lag time in how long before the impact of the initiatives are present. Key year or turning point years were identified within the four categories’ charts and see if these years correspond to years of preservation or economic intervention from the community. These years are defined as the beginning of a drastic change within the factor’s category. Categories have different turning points due to the fact that the turning points are based solely on the data category that is being analyzed. The level of change in order to identify these turning points within each category will vary due to the different data being used. These trends are presented in

both timelines and charts in order to effectively display the preservation initiatives impact/influence economic indicators. While dates of population, employment, real estate, and income statistics change, the preservation or economic interventions do not solely bear responsibility for these dynamics. Other forces not studied in this thesis certainly contribute to changes within the economy of a city.

Understanding this data is necessary in order to understand the economic impacts of community-based preservation programs and initiatives. By understanding the financial aspect of preservation, historic preservation initiatives can be used as a driving force to revitalize cities and counties in all states and to assist these communities with the process of considering what programs to implement. This thesis strives to identify if there are any correlations between preservation and overall economic change.
Main street areas within the downtown core are a popular topic of discussion and research for both economists and preservationists. A lifespan of these downtowns is revealed from the creation of town to the decline to the redevelopment. This lifespan is laid out fully in many sources in order to portray the chronological effects that come throughout time. Economic-based preservation literature focuses highly on incentivizing these downtown redevelopments with revitalization plans that utilize preservation and non-preservation techniques. Real estate, preservation, and revitalization literature reveal topics including an understanding of downtown history and culture, periods of decline, a spark for revitalization, and a need for preservation-based programs or plans in order to make downtowns sustaining again.

The Picturesque Downtown

The Main Street of any town at its thriving moments emitted feelings to people that are detailed as emotional responses in literature. Richard V. Francaviglia’s *Main Street Revisited* details a sense of community that residents and patrons feel. The Main Street did not necessarily have the grandest architecture or defining features to set it apart, but the simplicity was enough to make an impression.\(^{104}\) Stephanie Ryberg-Webster and Kelly l. Kinahan’s “Historic Preservation in Declining Neighborhoods: Analyzing Rehabilitation Tax Credit Investments in Six Cities” offers insight into historic downtowns that are also known as legacy cities. These cities that are similarly referred to

as “shrinking cities” are “a group of American cities that have rich histories and assets, and yet have struggled to stay relevant in an ever-changing global economy.”

The lasting impressions of the Main Street communities and ways of life are revealed in our present-day societies. In “image, song, and cinema,” spread throughout our culture, the “American attitude” towards downtowns is revealed. This passion for an area is continuously displayed on collectable items such as postcards where images from between the 1890s and 1920s appear. The popularization of the Main Street aesthetic became so large that it became the centerpiece of a theme park. Walt Disney designed Disney World to have “Main Street USA’ as the main entrance point for his new theme park.”

Guests enter a single street with the aesthetics of what a downtown would feel and look like: brick walkways, light posts, shops with large windows, and streetcar rails that stretch down the street. All of these elements, along with many more of Main Street USA, “so beautifully captured the essence of the romanticism of the small town.”

**Main Street as a ‘Commercial Corridor’**

Main Street areas within towns have played a significant role in the development of towns and their infrastructures. These areas have many types of systems which all work together to create a sustainable town. The ‘Commercial Corridor’ is also within the same area as what some towns note as the Central Business District, CBD. This

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106 Ibid, 66.
108 Ibid, 159.
nickname, ‘Commercial Corridor,’ emphasizes the importance of what occurs within this area and how that contributes to the local community.\(^{109}\)

**The Decline of the Downtown Setting**

*Industry of the Early Periods*

The industry of small towns was usually dominated by where they were located and therefore, what goods or services could they offer. Michael A. Burayidi, author of *Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns*, discusses the beginnings of these small towns along with their development. Cities were settled in certain locations for certain reasons. Rivers were a common place for trade and transportation.\(^{110}\) Over time, especially moving through the Industrial period, cities began using the railroad as another means of transportation.\(^{111}\) Burayidi cites a source that gives four differences between what is considered a small town and a large town. These differences are as follows: “first, small-city downtowns have less racial and social diversity than large cities, second, there is a significant difference in land prices, third, small-city downtowns are typically within easy driving distance of all city residents, fourth, large-city downtowns are dominated by corporate presence.”\(^{112}\)

*Period of Decline*

Small towns that are centered around one industry are driven solely by this industry and this reliance on one job system can have the potential to be catastrophic.

\(^{109}\) Ibid, 1.


\(^{111}\) Ibid.

\(^{112}\) Ibid, 2-3.
Small towns are vulnerable to disinvestment and decline. The effects include “decades of industrial decline, are experiencing entrenched population loss, low residential demand, high abandonment rates, and extreme poverty and unemployment.”\textsuperscript{113} The decline can be resolved through revitalization programs which stabilize the population size of an area, boost residential demand, reduce abandonment rates, reduce poverty rates, and improve unemployment numbers are successful in combating the ill effects of deindustrialization.

Stephanie Ryberg-Webster and Kelly L. Kinahan, authors of “Historic Preservation and Urban Revitalization in the Twenty-First Century,” identify the “the New American City, place matters in economic and community development, anchor institutions, and legacy cites.”\textsuperscript{114} These main components of a city which contribute to their economic and social success are called anchor institutions; these include schools, hospitals, universities, and industries.\textsuperscript{115} These institutions are considered “large employers within the city and region as job generators.”\textsuperscript{116} When jobs are cut from a city, the incentive to live there is lost.

An additional social change that hindered downtowns was the creation of shopping malls. Shopping malls were being built on the outskirts of towns due to the fact that they were quite large and required a large amount of parking. This shift occurred in

\textsuperscript{114} Ibid, 120.
\textsuperscript{115} Ibid, 129.
\textsuperscript{116} Ibid.
the later portion of the 20th century but specifically hit a “ boom in the 1970s and 1980s.”

Current Condition

Today, these cities have history and historic structures that require attention for preservation for future generations. Cities struggle with preservation techniques to assist in growth and redevelopment due to “the lack of sufficient resources and professional preservation expertise to effectively carry out preservation policies and an over-reliance on large, signature developments to catalyze downtown revitalization.” Organizations and city governments work to make preservation more feasible and utilized within cities.

Revitalization Through Preservation

What is Revitalization?

Revitalization is widely discussed as becoming a key method for reversing the decline of cities and areas that once were self-sustaining and profiting. Revitalization in economics is defined as a set of initiatives aimed at reorganizing an existing city structure, particularly in neighborhoods in decline due to economic or social reasons. Revitalization represents how “we are now in the ‘Re’ century; this means that “redevelopment displaces development, reconstruction outpaces construction, revitalization supplants devitalization, etc.”

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118 Meredith Leigh Wilson. “Can the Center Hold? Grappling with the Decline of a Small-City Downtown in Meridian, Mississippi.” Clemson University, 2016, 1.
James S. Russell and Mark Robbins, details the “Elements of Success in Downtown Revitalization;” these elements focus around leadership and government.121 These methods of revitalization require assistance from many aspects of the community including leadership from residents and the local government in order to reestablish “a vision that creates a sense of place.”122 This new vision for a downtown must look at the existing areas in order to “capitalize on what makes them unique.”123 Towns all over the country have different histories and laws which makes a vision unique to a specific setting. The change necessary for growth, as portrayed in this book, stresses that “success comes out of multiple catalysts for change, beginning with small-scale efforts, like rehabilitation of historic structures by students or artists.”124

Revitalization has the possibility to control the number of structures within the built environment. Meredith Leigh Wilson, author of “Can the Center Hold? Grappling with the Decline of a Small-City Downtown in Meridian, Mississippi,” discusses a key term in the planning setting: urban sprawl. Urban sprawl is happening constantly all over the country, surrounding major cities where population growth means more houses and more commercial areas. Construction continues everyday with cities pushing into suburbs and rural areas which leads to an unnecessarily large number of houses and the destruction of untouched landscapes. Urban sprawl is “not only unsustainable in an environmental sense,” but it directly causes the deterioration and abandonment of

122 Ibid.
123 Ibid, 75.
124 Ibid.
structures that have the potential for revitalization. Additionally, “sprawl wastes tax dollars while downtown revitalization saves tax dollars.”

The overall cost of rehabilitation tends to fall under that of new construction. Stephanie Ryberg-Webster and Kelly L. Kinahan, authors of “Historic Preservation and Urban Revitalization in the Twenty-First Century” identify the steps toward revitalization with the “downtown development philosophy.” Throughout the article, they chronologically reveal the patterns and trials of downtown redevelopment economically, socially, and structurally. The most impact portion of their article discusses research previously done within the field. This research draws from an input-output model known as the Preservation Economic Impact Model. This model “assesses the construction-stage direct and multiplier effects of rehabilitation tax credits on jobs, income, wealth, output, and tax revenues.” This model is a successful example of understanding, through a set method, how beneficial preservation can be to a community.

**The Benefits of Revitalization and Rehabilitation**

Historic preservation plays a vital role in revitalization because the existing built environment is the foundation for revitalization and redevelopment. By revitalizing, using existing fabric and infilling with appropriate structures, there is a sense of maintenance of historic fabric similar to that of urban renewal. When preserving what is already in place,

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126 Meredith Leigh Wilson. “Can the Center Hold? Grappling with the Decline of a Small-City Downtown in Meridian, Mississippi.” Clemson University, 2016, 1.
128 Ibid.
there are numerous advantages that financially benefit the towns and help them grow again. The financial incentives are discussed in the following sections. These lead to economic benefits that are rooted in business, tax incentives, jobs, housing, and city financial development.

Tax Incentives

Tax incentives come in the form of credits either at the federal, state, or local level. These incentives catalyze revitalization to help spur redevelopment. Stephanie Ryberg-Webster and Kelly L. Kinahan’s article titled “Historic Preservation Neighborhoods: Analyzing Rehabilitation Tax Credit Investments in Six Cities” details the major components of the Rehabilitation Tax Credit along with statistical data that supports its success. This is considered “the largest Federal program specifically supporting historic preservation” since it has contributed over $73 billion dollars to preservation efforts in approximately 40 years.\(^\text{129}\) between 2000 and 2010, this type of tax credit project accounted for “US $3.25 billion invested in the six cities’ neighborhoods.”\(^\text{130}\)

Within this article, the authors seek to answer numerous questions that relate the Rehabilitation Tax Credits to legacy cities and housing. These questions include: “Are RTC investments occurring in legacy cities? How much is invested and what are the general characteristics of these projects? What are the income characteristics of neighborhoods where developers choose to undertake RTC projects? Does the RTC


\(^{130}\) Ibid, 1679.
incentive the investment in very low- and low-income areas and/or support projects in moderate and middle-income tracts?" \(131\) Each of them is important in order to understand the mechanics and implementation of RTC effectively. By understanding communities and the areas of implementation, the credit can be successful for revitalization. Within the study, the authors were able to answer these questions using statistics and a Hirschman-Herfindahl Index (HHI). \(132\) This index is able to “calculate the concentration based on the RTC investment share per sq mile of each Census tract.” \(133\) The index results allow for comparison among results from different areas while having the same constant.

The Rehabilitation Tax Credit is one example of tax incentives that incentive rehabilitation. These legacy cities struggle with housing, especially market-rate housing. \(134\) Making housing affordable can be tricky especially after reinvestment to make these historic structures livable again. This tax credit is especially beneficial when applied to larger projects due to the “high overhead costs including legal, accounting and preservation services.” \(135\) The Rehabilitation Tax Credit (RTC) supports the revitalization of historic structures especially when promoting the redevelopment of structures for housing.

The Federal Historic Tax Credit is another tax credit to incentivize preservation. Stephanie Meeks, author of *The Past and Future City: How Preservation Is Revising America’s Communities*, discusses tax credits and other organizations that assist small

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\(131\) Ibid, 1678.
\(132\) Ibid.
\(133\) Ibid.
\(134\) Ibid, 1684.
\(135\) Ibid, 1686.
towns. The Federal Historic Tax Credit is “equal to 20 percent of qualifying rehabilitation costs.” These credits are awarded once the project has been completed. Another tax credit which is state specific is the Abandoned Buildings Revitalization Act. This act, which was passed in 2013, “provides a state income tax credit of up to 25 percent for renovating any income-producing buildings that have been at least two-thirds vacant for five years or more.” By identifying structures that have been in disrepair and abandonment for more than 5 years, the more endangered structures can be revitalized first. This can help to decrease the amount of demolition that may be necessary if structures are far beyond repair.

*Businesses & Jobs*

Commercial enterprises comprise a large part of downtowns. The traditional image of the downtown setting shows two to three story structures with large windows on the first floor for shops and smaller windows on the other floors for residences. These first-floor areas are home to retail and restaurants of all kinds. These commercial spaces drive the economy of the downtown and represent a key employment spot for many residents. Keeping businesses local directly benefits the local economy and the people of the community.

Job creation is another important topic that is a direct result of the revitalization efforts of a small town. It is “one measure of success of an economic development

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program."\(^{138}\) Jobs are a good measurement tool because they show the potential viability of a town. By using historic preservation as a means of transforming a downtown, there can be the creation of “more jobs and keep more money in the local economy.”\(^{139}\) “Historic preservation is one of the highest job-generating economic development options available.”\(^{140}\) Preservation requires a diverse background of workers and creates a system of employment for people within the community. The job market drives the economy which in return affects housing, city profits, and drives city growth. A healthy employment rate, which is usually near to 4% or 5%, represents a community that is striving for success and in return can reinvest within their community to foster growth.\(^{141}\)

**Overall Cost & City Economy**

While saving money and creating economic stability is a positive for a community, the results of revitalizing can be greater than intended. Once a community finds a path to growing again, the growth will continue. Andrew Gold, author of “The Welfare of Economics of Historic Preservation,” identifies market values, property values, and the patterns of development following the initiation of revitalization. These downtown areas that are likely to have some designation status on a historic register will

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\(^{139}\) Meredith Leigh Wilson. “Can the Center Hold? Grappling with the Decline of a Small-City Downtown in Meridian, Mississippi.” Clemson University, 2016, 11.


have higher property values which in return leads to higher taxes.\textsuperscript{142} If structures are occupied and continually maintained this tax growth will continue and possibly price out people. This is a negative effect of revitalization.

Donovan D. Rypkema, author of “Economics and Historic Preservation,”\textsuperscript{143} discusses the driving force of American preservation.\textsuperscript{144} Preservation is not always easy on the economy of small cities; when budgets are small or simply “stretched to the limit,” it can be difficult to fund historic preservation.\textsuperscript{145} When funding is available, preservation can be rather successful in more ways than just saying historic structures. More money and jobs are kept within the city.\textsuperscript{146} “Whenever historic preservation nis community development, the local economy is developed.\textsuperscript{146}


\textsuperscript{144} Ibid, 47.

\textsuperscript{145} Ibid, 48.

\textsuperscript{146} Ibid, 54.
CHAPTER FOUR
THE PRESERVATION HISTORIES OF THE CITIES

Danville

Danville’s preservation history begins in 1972 with the establishment of the Old West End and Millionaires Row Historic District on the Virginia Landmarks Register; this same district was approved to the National Register in 1973. The district mainly contains residential structures with some institutional and commercial structures present. The period of significance for the district is the 19th and 20th century with “perhaps the finest and most concentrated collection of Victorian and Edwardian residential architecture in the Commonwealth.”

Figure 4.1 – Map of Historic Districts in Danville, Virginia. Courtesy of Danville River District Association.

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149 Ibid, 4.
district was increased in 2015 and a survey was completed.\textsuperscript{150} As of 2017, the district contains 247 contributing resources and 55 noncontributing resources.\textsuperscript{151} Five more historic districts have been added since this time. The historic districts make up approximately 4\% of the city.

<table>
<thead>
<tr>
<th>Historic District</th>
<th>Virginia Landmarks Register</th>
<th>National Register of Historic Places</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old West End Historic District</td>
<td>1972</td>
<td>1973</td>
</tr>
<tr>
<td>Danville Tobacco Warehouse and Residential District</td>
<td>1980</td>
<td>1982</td>
</tr>
<tr>
<td>Holbrook-Ross Street Historic District</td>
<td>1997</td>
<td>1997</td>
</tr>
<tr>
<td>North Danville Historic District</td>
<td>2003</td>
<td>2004</td>
</tr>
<tr>
<td>Mechanicsville Historic District</td>
<td>2014</td>
<td>2014</td>
</tr>
<tr>
<td>Schoolfield Historic District</td>
<td>2020</td>
<td>2020</td>
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</tbody>
</table>

\textit{Figure 4.2 – Chart of the Danville Historic Districts and their Listing to the VLR and NRHP. Data Courtesy of Department of Historic Resources}

Danville has created guidelines and plans for several areas within historic districts. The first design guidelines were created for the Old West End in 1999 and were


updated in December of 2014. These guidelines first give an ‘architectural overview’ of the area and define styles and features that can be found. Additional information supporting restoration, renovation, new builds, and non-contributing structure maintenance is present.

In 1999, the community established an organization to help encourage revitalization. The Downtown Danville Association, now known as the River District Association, was created. The organization focuses within the River District portion of the city and helps business owners to develop the downtown area. River District Association works to follow the Main Street model as it received Virginia Main Street accreditation in 2000 and later a Main Street America accreditation from the National Trust for Historic Preservation.

Programs facilitated by this organization include RDA Get Boosted, Mornings on Main, Dream Launch Bootcamp and Pitch Competition, River District Facade Improvement Grant Program, E-Ren: E-Commerce Renovation Program

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153 Ibid, 4.
154 Ibid.
156 Ibid.
and a Murals Program.\textsuperscript{158} They have also developed a Strategic Plan in 2021 that spans until 2024 to cover topics such as fundraising, organization, programming.\textsuperscript{159}

In 2012, the Old West End Rental District study was completed in order to guide revitalization efforts through “administrative, financial, planning and design activities.”\textsuperscript{160} Details on this study can be found in the Old West End Revitalization Strategy that was developed in 2014. This strategy identifies ways of revitalization specifically through reuse of vacant houses, historic fabric, and non-historic fabric with assistance from state and federal tax credits.\textsuperscript{161} The study was initially conducted in order to help the City of Danville and the Danville Redevelopment and Housing Authority learn of “administrative, financial, planning, and design activities” for overall neighborhood improvement.\textsuperscript{162} In 2015, Danville adopted a Comprehensive Plan to exist through 2030 aimed at development, growth, and revitalization for the future. Within this plan, initiatives to revitalize the community are included in order to address housing concerns and eliminate blight.\textsuperscript{163}

\textsuperscript{161} Ibid, 4 & 13.
\textsuperscript{162} Ibid, 2.
In 2016, “A Residential Analysis in the City of Danville, Virginia” was written to conduct a residential market analysis of the city.”\textsuperscript{164} The methodology of this report includes an Effective Market Area Principle which was created by the company conducting this survey, Danter Company LLC; the scope included a field survey, area housing analysis, economic analysis, and demographic analysis.\textsuperscript{165} Conclusions of this report are broken down into the categories of single-family, condominium, and multifamily; recommendations include redevelopment of existing structures and a push for rental development.\textsuperscript{166}

In 2016, the Danville Neighborhood Development Corporation was established. This is a nonprofit organization that is made up of a Board of Directors whose goal is to “improve neighborhood conditions and to catalyze housing development in Danville city neighborhoods.”\textsuperscript{167} The organization focuses their work in 3 specific neighborhoods within Danville including White Rock, Westmoreland, and the DCC-Cardinal Village community.\textsuperscript{168} This organization will also launch a new program in 2022 called “Mission 180: Repair-Rebuild-Revitalize.” The three objectives, repair, rebuild, and revitalize are the basis for the program. Repair will focus mainly teaching residents about the steps within continual maintenance of a home. Rebuild will focus on the organization purchasing vacant lots in order to help with the development of housing and contribute to

\textsuperscript{165} Ibid, II-1.
\textsuperscript{166} Ibid, IV-15.
keeping structures owner-occupied. Revitalize will focus on keeping the community engaged in maintaining community spaces in order to encourage beautification and placemaking.\textsuperscript{169} Danville also received designation as a Virginia Main Street Community in 2016 and National Main Street Community in 2021.\textsuperscript{170}

**Fredericksburg**

Fredericksburg has engaged in grassroots preservation since the mid-20th century. The Historic Fredericksburg Foundation was established in 1955 to address the concern of the “destruction of several architectural and historic landmarks in the city.”\textsuperscript{171} One of their earliest preservation projects was the easement program. This program began in the early 1960s and continued into the late 1970s.\textsuperscript{172} Through the help of a revolving fund, at-risk structures were able to be “purchased, rehabilitated and resold; today, nearly 40 structures contain a preservation easement in Fredericksburg.”\textsuperscript{173} In 1989, the organization established the Marker Program which gives recognition to historic structures that display historic and architectural significance.\textsuperscript{174} A Strategic Plan was established by the organization for 2019-2024; within this plan are five goals to help encourage the community in preservation and preservation education.\textsuperscript{175}

\textsuperscript{169} Ibid.
\textsuperscript{173} Ibid.
\textsuperscript{174} Ibid.
The earliest example of preservation through historic districts occurred in 1968 with an ordinance being passed.\(^\text{176}\) The first historic district, the Fredericksburg Historic District, was designated in 1971 both to the Virginia Landmarks Register and the National Register of Historic Places.\(^\text{177}\) The historic district makes up approximately a “40-block section of the historic downtown.”\(^\text{178}\) Within this district is a Preservation Zone where uses of structures are varied and includes “the city’s oldest residential areas.”\(^\text{179}\) The second historic district within the city of Fredericksburg is the Washington Avenue Historic District. This district was added to the Virginia Landmarks Register in 2001 and to the National Register of Historic Places in 2002.\(^\text{180}\) It contains 41 contributing

resources, 36 of which are historic buildings.\textsuperscript{181} A notable structure within this historic district is Kenmore, “a 1770s Georgian style brick mansion.”\textsuperscript{182} These two districts make up approximately 3.42\% of the city. This statistic is based on the overall area of the districts from the nomination forms divided by the overall area of the city. The Historic Districts have both a set of design guidelines and a handbook. The Handbook was written in 2003 and the Design Guidelines were cited within the City’s Comprehensive Plan.\textsuperscript{183}

The Main Street Program has played a critical role in the development of revitalization in downtown Fredericksburg. In the 1980s, the program was attempted but did not succeed.\textsuperscript{184} In 2010, the Economic Development Authority for the city reinstituted the Fredericksburg Main Street Program.\textsuperscript{185} It was later recognized as an official Virginia Main Street community in 2013 and later a Main Street America city from the National Trust.\textsuperscript{186} The city’s Comprehensive Plan of 2015 was amended in 2021.\textsuperscript{187} The plan focuses on making Fredericksburg a livable community from walkability to character, housing, transportation, and more.\textsuperscript{188} Preservation is discussed extensively in terms of city character, redevelopment, and heritage resources.\textsuperscript{189} It is

\textsuperscript{184} Discussion with Fred
\textsuperscript{185} Planning Commission. “Fredericksburg, Virginia Comprehensive Plan.” Fredericksburg City Council, September 8, 2015, 6-3.
\textsuperscript{186} Ibid.
\textsuperscript{187} Ibid, 1.
\textsuperscript{188} Ibid.
\textsuperscript{189} Ibid, 1-11.
considered a “core community value” due to Fredericksburg’s long history with significant national events and nationally recognized historic figures such as George Washington.\textsuperscript{190}

**Petersburg**

Petersburg’s earliest preservation program was the creation of the Historic Petersburg Foundation. The foundation was founded in 1967 by local residents, the Mayor and members of the Association for the Preservation of Virginia Antiquities, presently APVA-Preservation Virginia, and the Petersburg Chamber of Commerce.\textsuperscript{191} The organization participates in creating architectural surveys, education programs, and encouraging preservation throughout the city.\textsuperscript{192} They also have an easement program with restrictions established in state code.\textsuperscript{193} The first city produced preservation incentive was the Historic Zoning Ordinance. The ordinance was created in 1973 to establish the Architectural Review Board, which is composed of seven members, to act in the best interest of the history and built environment of the city.\textsuperscript{194} The members of the board have terms of three years and are appointed by City Council.\textsuperscript{195}

\textsuperscript{190} Ibid, 8-1 & 8-2.
\textsuperscript{192} Ibid.
Petersburg has numerous historic districts that are both on the State Register and the National Register. These historic districts have a substantial number of 19th century structures and early 20th century structures. The first historic district was created in 1979.\textsuperscript{196} The historic districts have a range of architectural styles as early as Federal through to Craftsman and Art Moderne. The historic districts below currently exist within the city and make up approximately 4.6% of the city. This statistic is based on the overall area of the districts from the nomination forms divided by the overall area of the city. Another historic district is potentially being created. The Walnut Hill Historic District is currently a work in progress as a committee has been established to oversee the

architectural inventory and paperwork with help from the Historic Petersburg Foundation and Department of Historic Resources.  

<table>
<thead>
<tr>
<th>Historic District</th>
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<td>2006</td>
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<td>Commerce Street Industrial</td>
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<td>2008</td>
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<td>Historic District</td>
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<td></td>
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<td>Halifax Triangle &amp; Downtown</td>
<td>2017</td>
<td>2019</td>
</tr>
<tr>
<td>Commercial Historic District</td>
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</table>

Figure 4.6 – Chart of the Petersburg Historic Districts and their Listing to the VLR and the NRHP. Data Courtesy of the Department of Historic Resources.

In 1999, a local church, the Tabernacle Baptist Church, established the Restoration of Petersburg CDC. This organization is similar to a Community Development Corporation in that it identified the need for affordable and safe housing for

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residents. The organization had help with funding from the Cameron Foundation. The Cameron Foundation was created in 2003 to help strengthen the community in terms of revitalization and education in order to create a stronger neighborhood. The organization looks at metrics as indicators for the health and growth of the community. These indicators include health, education, and socio-economics. The organization has a wide range of interests when it comes to where they invest. Major categories include health care, human services, community and economic development, education, historic preservation and conservation, and arts and culture.

In 2004, the city of Petersburg was designated a “Preserve America Community.” This designation is established by the Advisory Council on Historic Preservation. It addresses communities that “protect and celebrate their heritage.” There are more than 900 communities that have this designation within all 50 states and United States territories.

The Petersburg National Battlefield is located within the city limits of Petersburg and the adjacent counties. The battlefield completed its most recent General Management

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204 Ibid.
Plan in 2014 with the original being completed in 1965. In this plan, adjacent structures to the park boundary are noted. Petersburg’s Comprehensive Plan was created in 2014. This plan included all major components of other city’s comprehensive plans including economy, population, real estate, and preservation. In terms of preservation, the plan discusses certified historic structures, accessible preservation incentives such as tax credits, and easements. The plan was being updated in 2021 to be the 2040 Comprehensive Plan. In 2018, a CDBG grant program was started specifically to assist in funding for the facades of structures located in Old Towne and the Halifax Triangle. Unfortunately, the program ended in 2020 due to funding and staffing.

Other preservation-based initiatives include the Community Development Block Grant and the Petersburg Preservation Taskforce. The Community Development Block Grant functions through the Planning Department as a means to give funds to further develop areas of Petersburg. The Petersburg Preservation Task Force is a nonprofit organization that strives through education to represent the “unique history of Petersburg,

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206 Ibid.
207 Ibid, 1.
209 Sangregorio, Kate. ‘Graduate Thesis’. Email, 2022.
Virginia, by preserving, managing, interpreting, and presenting the City’s rich and unique historic resources.”

Staunton

The City of Staunton established its first Comprehensive Plan in 1959; the plan was later updated in 1972, 1977-1981, 1993-1996, 2001-2003, 2008-2010, and 2016-2019. The most recent Comprehensive Plan, created in 2019 for 2018-2040, focuses on preservation as a community character goal. The document gives other goals in terms of planning, housing, transportation, and economy. Staunton’s first preservation based program was the establishment of the Historic Staunton Foundation in 1971. This program was a result of a “dramatic decline of the central community in the 1960s and 1970s.” The mission and vision both have a strong foundation on revitalization and preservation of a diverse range of structures within the built environment. Some of the organization’s main goals include “saving the historic Sears house, conducting architectural surveys of the historic districts, revitalization of the downtown storefronts, and more.” The foundation identifies

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216 Ibid.
217 Ibid.
218 Ibid.
additional preservation support within the community including the Office of the City Assessor. This office offers a Rehabilitation Abatement Program where a tax abatement can be utilized for up to seven years after the rehabilitation is complete.219 There are several requirements in order to participate in the program; they include: “the structure must be at least 25 years old, for residential structures, the value must be increased by at least 40%, without increasing the area of the structure by more than 15%, for commercial structures, the assessed value must increase at least 60%, with no increase in total area, the owner must comply with all building permits, an application must be submitted to City Assessor and the City Assessor must conduct an inspection prior to and after the work has been completed.”220

Staunton’s first historic district, the Wharf Area Historic District, was also created in 1971.221 This historic district is unique in that while it was at the center of all

220 Ibid.
}{222}

}{224} The Newtown Historic District has a variation of structural uses including religious, industrial, and residential; the structures mainly date from the 19th and early 20th centuries but there are a few remaining from the late 1700s.\footnote{Department of Historic Resources. “132-0034 Newtown Historic District,” February 2, 2021. https://www.dhr.virginia.gov/historic-registers/132-0034/.
}{226} The last historic district to be added within Staunton is the Stuart Addition Historic District. The district follows the area of land that was “a tract deed to the city of Staunton in 1803 by Judge Archibald Stuart.”\footnote{Department of Historic Resources. “132-0036 Stuart Addition Historic District,” January 20, 2022. https://www.dhr.virginia.gov/historic-registers/132-0036/.
}{227} There are 105 contributing structures within this historic district and the oldest dates prior to 1825 with architectural styles including “Italianate, Queen Anne, and Georgian Revival.”\footnote{Ibid.
}{228} The historic districts make up approximately 2.29% of the city. This statistic is based on the overall area of the districts from the nomination forms divided by the overall area of the city.
<table>
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<th>Historic District</th>
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<td>Newtown Historic District</td>
<td>1983</td>
<td>1983</td>
</tr>
<tr>
<td>Gospel Hill Historic District</td>
<td>1984</td>
<td>1985</td>
</tr>
<tr>
<td>Stuart Addition Historic District</td>
<td>1984</td>
<td>1984</td>
</tr>
</tbody>
</table>

Figure 4.9 – Chart of Staunton’s Historic Districts and their Listing to the VLR and the NRHP. Data Courtesy of the Department of Historic Resources.

In order to maintain and preserve the historic districts, a Historic Preservation Commission was created. The commission is made up of five members that remain in office for three years without term limits.\(^{229}\) Rules and regulations for historic districts can be found in Section 18.85 of the City Code and the Historic District Design Guidelines. The design guidelines, created in 2018 by Frazier Associates, discuss in depth the historic districts, architectural styles, and guidelines for materials and features that should be maintained.\(^{230}\)

In the 1980s, the community began the Staunton United Revitalization Effort to engage in revitalization within the area.\(^{231}\) In 1995, the Historic Preservation Ordinance was established for numerous goals including protecting possible and current National Register properties, increasing tourism, and education to residents and visitors.\(^{232}\)

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\(^{232}\) Ibid, I-8.
community continued its preservation efforts and was designated a Virginia Main Street Community in 1995. The following year, the Staunton Downtown Development Association was developed in order to continually uphold the Main Street organization. In 2002, the city won the Great American Main Street Award from the National Trust for Historic Preservation.

In the early 2000s, the city created grants to encourage development within the downtown area. These grants include the BRIGHT IDEA Innovation Grant, BRIGHT REWIRED Business Plan Competition, and the StauntoNites Grand and Urban Design Competition. The Economic Development office has created an Economic Zone Incentives Guide that lists eight financial incentives to encourage economic growth. They include: 1) High Tech Business Location & Expansion 2) Professional Job Grants 3) Premier Company Location 4) Creative Class/Entrepreneurship 5) Destination Retail 6) Minority Business 7) Property Tax Exemption 8) Increased Property Tax Exemption for Low-Impact Development. There is also a grant that is awarded at the state level by the Virginia Department of Housing and Community Development known as the Real Property Investment Grant. These grants can be utilized on either commercial, industrial or mixed use buildings; they must be within the Virginia Enterprise Zone.
The city also received accreditation from the Main Street America of the National Trust for Historic Preservation in 2021.241

**Winchester**

Winchester’s first preservation-based initiative was established in 1964. Preservation of Winchester is a 501(c)3 organization that over the past 58 years. Their mission statement is “to preserve the history and architecture of Winchester, Virginia through education, advocacy.”242 Over time, the organization expanded and created the W. Raymond Jennings Revolving Fund. This fund was created in memory of the organization’s president, Ray Jennings, who died in a plane crash in 1974.243 The revolving fund worked for 13 years on buying and reselling historic structures. 56 properties were acquired and resold during this time.244 Initial and continual funding came from a small interest loan from the National Trust and credit lines from local banks.245 This resulted in an almost $2.7 million dollar investment between purchase and

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244 Ibid.
245 Ibid.
restoration of these structures along with property assessments increasing by over 300%.\textsuperscript{246}

Winchester has only one historic district which was established in 1967; this district was established at the local level.\textsuperscript{247} The district was then designated as a Virginia Landmark Register District in 1979 and to the National Register of Historic Places in 1980. The nomination describes the nearly 45 city blocks of structures that vary in use from commercial to residential.\textsuperscript{248} The two districts make up approximately 6.41 percent of the city. Notable structures include those that are dated to the late 18th and early 19th centuries for their construction material of stone and log.\textsuperscript{249} Common architectural styles

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{Maps_of_the_Local_and_National_Historic_Districts_of_Winchester_2022.png}
\caption{Maps of the Local and National Historic Districts of Winchester, 2022. Courtesy of the City of Winchester Planning and Zoning Office.}
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\begin{flushright}
\textsuperscript{246} Ibid.
\textsuperscript{249} Ibid, 3.
\end{flushright}
within the district include Federal, Greek Revival, Georgian, Colonial Revival and a small number of Gothic Revival and Italianate.\textsuperscript{250} In 1976, citizens of Winchester created the Board of Architectural Review to “review all new construction and of all alterations of buildings over seventy-five years old.”\textsuperscript{251} The Board has seven members and upholds the mission to “promote preservation, protection, and maintenance.”\textsuperscript{252} The Board of Architectural Review only reviews cases for structures that are within the boundaries of the National Register district.\textsuperscript{253}

In 1985, Winchester received designation as a Virginia Main Street community as recognition for continual preservation and revitalization of the community and was later designated a Main Street America city by the National Trust for Historic Preservation.\textsuperscript{254} It is maintained by the Old Town Advancement Commission which was established as the Old Town Development Board.\textsuperscript{255} The organization has brought in over “$140,000,000 in private investment since 2010.”\textsuperscript{256} In the past 11 years, preservation has been discussed in more documents and led to the establishment of more preservation based incentives. An update of the Comprehensive Plan for the city occurred in 2011.

\begin{flushleft}
\textsuperscript{250} Ibid, 2 & 6.
\textsuperscript{251} Ibid, 110.
\textsuperscript{255} Ibid.
\end{flushleft}
This plan has had many iterations dating to 1958 with the first comprehensive plan.257 Additional iterations came in 1974, 1982, 1991, 1999, and 2005.258 Over the years, major topics have been responses to the shift in the commercial areas, lack of implementation, rezoning, transportation, and new urbanism.259 Preservation is discussed in the most recent plan in more greater detail. It includes objectives that target historic preservation and urban design.260 The specific goal of the city within these subjects is to “promote architecturally appealing and walkable urban form while also respecting significant historic identity, image, and integrity to constantly improve the quality of life for those visiting, working, and living in the City.”261 The city also wants to continue with updating the 1976 Historic Structures Survey in order to manage the historic structures of the area.262 This survey was completed as a joint effort between Preservation of Historic Winchester and Virginia’s Department of Historic Resources.263

Preservation is also discussed as an economic standpoint in the Comprehensive Plan of 2011. The state and federal tax credits are noted as being a useful resource that can total 45% in tax credits, with certain stipulations that apply.264 Winchester has also established connections with the Virginia Department of Historic Resources to help with redevelopment and revitalization in the upfront costs specifically with private

259 Ibid.
260 Ibid, 10-1.
261 Ibid.
262 Ibid, 11-33.
263 Ibid.
264 Ibid, 10-7.
developers.\textsuperscript{265} The City has also created additional resources to assist developers such as the Rehabilitation Incentives brochure from the Economic Re-Development, Planning, Zoning & Inspections Office. The brochure describes two incentives, the Substantial Rehabilitation Incentive, and the Derelict Building Renovation Incentives. The Substantial Rehabilitation Incentive is dated 2011 in the City Code; it details the tax exemptions that can occur for 10 years when a rehabilitation of a structure is completed.\textsuperscript{266} In order to receive the tax exemption, the “assessed value of residential structures must be increased by at least 40%, without increasing total square footage by more than 15%” in residential structures and in commercial structures, “the assessed value of commercial or industrial structures must be increased by at least 60%, without increasing total square footage by more than 15%.”\textsuperscript{267} The Derelict Building Renovation Incentive was established and written in City Code with updates in 2020.\textsuperscript{268} This incentive helps speed up any city paper work that has to be filed prior to renovation and also allows for a tax deduction for 10 years that is equal to the improved value subtracted from the assessment.\textsuperscript{269}

\textsuperscript{265} Ibid, 11-32.
\textsuperscript{267} Ibid.
\textsuperscript{268} “Winchester Municode: DERELICT BUILDINGS; AUTHORITY TO REQUIRE REMOVAL OR REPAIR, ETC. Ch. 6, Section 134 (2011).” 2014. https://library.municode.com/va/winchester/codes/code_of_ordinances?nodeId=CO_CH27TA_ARTIIREP RTA_DIV7ABDEPR_S27-39.1EXDE.
CHAPTER FIVE

PRESENTATION OF DATA & ANALYSIS

This study demonstrates the impact that several types of preservation and economic initiatives have on the economic health of small cities by analyzing the factors of population, real estate value, income levels, and employment rate. This work reveals several patterns about the correlation between preservation initiatives and positive and negative economic impacts. Though this study examines the economic impact of preservation initiatives, it recognizes that preservation interventions are not the sole influencers of changes to population, employment rate, real estate values, and income level. Many other factors, too numerous to explore fully, shape the dynamics of the economic factors explored here. A few major macroeconomic and political forces are discussed at the start of this chapter to provide context to the close look at data from the 1960s until 2020. When considering changes to the economic health metrics (population, employment rate, real estate value, and income level), one must keep the macroeconomic situation in mind. In order to visualize the impact that recessions and depressions had over the study periods, bands of color are displayed over graphs to signify these periods. Between 1960 and 2020, there have been eight recessions: 1960, 1970, 1973-75, 1980-82, 1990-91, 2001, 2008-09, and 2020.270 Another factor would be the change in infrastructure within the city, specifically the opening and closing of major employment centers. Population and real estate can be greatly affected by the annexation of land

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within each city. Annexation of land means that, without individuals moving or experiencing any changes, they will not be part of the population count before annexation but will be after. The same is true for the real estate values. Property that was not part of the city’s tax base before annexation can increase the value seen in the land books when that property is annexed. For these reasons, city annexation is charted in the following discussion of the five Virginia cities.

All categories of study listed above can be affected by proximity to major cities. Fredericksburg is the city with closest proximity to a large city, Washington, D.C. Leadership within each city can also drastically affect and drive the four factors presented in this thesis but in less obvious ways than recession or annexation. The length of employment for the higher city officials such as mayor, city manager and members of the planning and assessing offices can affect the success of programs since most preservation and economic based initiatives management to both develop and deploy.

Preservation initiatives probably do not influence the financial scene the year they are initiated. In fact, most programs could have the potential for a larger impact later than the start-up year. A limitation of this analysis is that the year of the initiative implementation is reviewed for each program. Future study could better reflect the ongoing impacts of these initiatives.
**Population**

Census data was collected for all five cities beginning in 1960 and ending in 2020. The numbers are those found on the decennial census. Turning points within this category are points of change in population that are visible by an angle on the charts depicting population. These periods are usually defined by a growth or decline by approximately 1000 people to 7000 people. All of the charts for this category are set at the same axis intervals for population beginning with 0 and having a maximum of 55,000 people. The cities have had a variation of growth and decline in population over the years, but population remained in this range.
Danville, Virginia had the largest initial population of all of the cities within the study period of this thesis at 46,557 residents. From 1960 to 1980, there was a slight decline to 45,642 residents. A sharp increase occurred until 1990 when steady decline began and continues until 2020 though this rate of decline has slowed in the most recent decade. The population record in 2020 was 40,071 residents. This represents an overall decline of 6,486 residents from 1960-2020. Turning points within Danville’s census history are 1980, 1990, and 2010. Danville had several annexations specifically 11 between 1955 and 1978 which gave the city 1.09 additional square miles.\textsuperscript{271} In 1985, an additional 29.66 square miles were added through annexation from Pittsylvania County to Danville.\textsuperscript{272} This likely explains the turning point in the 1980s and 1990s data.


\textsuperscript{272} Ibid, 49.
Fredericksburg, Virginia had the largest overall change in population within the study cities. The population was 13,639 in 1960 with a steady incline until 1980. The incline increased more sharply until 1990 when a plateau occurred until 2000. From 2000 to 2020, the steepest incline occurred in the population history within the study period. The overall change in population from 1960 to 2020 was 15,184 residents. Turning points within Fredericksburg’s census history are 1980 and 2000. The continuous increase in population may be related to Fredericksburg’s proximity to the large metropolis of Washington, D.C. Fredericksburg annexed numerous times, especially in the late 19th and early to mid-20th centuries; only one annexation occurred within the study period, 1984. This difference in population between 1980 and 1990 could possibly be attributed to the annexation. A map of the annexations from the earliest plot of 1727 to resent can be found in Appendix B.

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Petersburg, Virginia had the steadiest population levels over the 60-year period. A small decline occurred from 1960 to 1970. From 1970 to 1980, there was a strong incline just prior to a steady decline for the next three decades. The decade 2010-2020 shows a small trend upward in population. The population only changed 5,128 residents between the 1960 census and today. Turning points within Petersburg’s census history are 1970, 1980, and 2010. Petersburg had one annexation that occurred in 1972. This likely accounts for the 1970-1980 positive population growth trend seen in Figure 5.3.

Staunton, Virginia has had a steady population since 1960. In 1960, the population was 22,232. It increased in 1970 to 25,504. A small period of decrease occurred in 1980 and was then followed by a period of growth which brought the population back to what it was previously in 1970, approximately 24,461. From 1990

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until 2010, the population plateaued and decreased less than a thousand people. The population then began to gradually increase. The overall change from 1960 to 2020 is 3,518 people. There were four turning points that were overall minor inflections in the population trajectory of Staunton’s census history: 1960, 1970, 1980, and 2010. Staunton had two annexations, 1986 and 2008, within the population study period.\textsuperscript{275} The 1986 annexation corresponds to an increase in the population between 1980 and 1990. The 2008 annexation was not impactful enough in the population to change the overall decline trend. A map of all annexations within the city is located in Appendix B.

![Winchester](image)

Figure 5.5 - Population Trends in Winchester from 1960-2020. Data Courtesy of the U.S. Census Bureau.

Winchester, Virginia had a brief period of decline prior to both a high and steady rate of growth. Between 1960 and 1970, the population declined approximately 500 residents. After this period, a strong period of growth occurred until 1980. After this time, growth was steady through to 2020. The turning point with Winchester’s census history is 1970. Winchester only had one annexation during the population study period, and it occurred in 1984.\textsuperscript{276} This annexation does not coincide with the strongest date of growth (1970-1980) thus the annexation doesn’t have a clear impact on the population of Winchester. This annexation is similar to that of


Fredericksburg in the same time period. Both cities have a common proximity to a major city: Washington, D.C.

<table>
<thead>
<tr>
<th></th>
<th>1960</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>46,577</td>
<td>40,071</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>13,639</td>
<td>28,880</td>
</tr>
<tr>
<td>Petersburg</td>
<td>36,750</td>
<td>31,622</td>
</tr>
<tr>
<td>Staunton</td>
<td>22,232</td>
<td>25,110</td>
</tr>
<tr>
<td>Winchester</td>
<td>15,110</td>
<td>28,310</td>
</tr>
</tbody>
</table>

Figure 5.6 – Overall Change in Population in Study Cities between 1960 and 2020. Data Courtesy of the U.S. Census Bureau.

Of the five study cities, two cities have had an overall drop in population. Figure 5.6 presents the overall population changes from the first census in the data period, 1960, to the last census in the period, 2020. These two cities, Danville and Petersburg had similar trends throughout their population history as well as in the overall change. Fredericksburg and Winchester averaged with between a 13,000 and 15,000 person increase over the eighty years. Staunton grew the least at just under 3,000.
Periods of Recession

Periods of recession present different impacts on cities. Danville, Fredericksburg, Petersburg, and Winchester all had gradual decline leading up to the 1970 recession. Staunton is the only city that saw a spike in population growth directly prior to the 1970 recession. The population at the time jumped from 22,232 to 25,504. Fredericksburg, Petersburg, and Winchester each had gradual or steep increases in population prior to and during the 1973 recession. Danville had a slight decrease while Staunton saw a sharp decline. The 1980 census data demonstrates an initiation of population in all cities. Danville, Fredericksburg, Winchester, and Staunton all had a rise in population beginning in 1980 that was either steady or significant. Petersburg saw the opposite effect. The population began to decline.

Figure 5.7 – Population Trends and Recession Periods in the Study Cities. Data Courtesy of the U.S. Census Bureau.
The 1990 recession was a turning point for Danville, Petersburg, and Staunton in terms of decline. These three cities saw a significant population decline that lasted between 10 and 20 years. Fredericksburg and Winchester had steady periods of growth. The 2001 recession led up to and continued a period of decline in Petersburg, Staunton, and Danville. Winchester and Fredericksburg continued growing. Since 2009, Fredericksburg, Winchester, and Staunton have each seen a period of population growth while Petersburg and Danville’s periods of decline have continued. The recessions over the years have not always caused a negative influence on the population. At several points of time in different cities, the recessions corresponded to the initiation of periods of growth or the growth period in terms of population.

Overall trends within these cities include steady periods of growth and decline with each city having at least one major change in population at one point. There is not a strong correlation between population trends and recession periods. Winchester, Staunton, and Fredericksburg have had an overall increase in population that began in 1960 and steadily climbed until 2020. These three cities each have a population that is larger than the earliest census in this study, 1960. Danville and Petersburg have followed a similar pattern in their population change. Both cities followed a slow downward trend followed by a short burst of growth. This influx of population growth was then followed by a sharp decline and later a steadier line of decline. The trend occurred first in Petersburg beginning in 1960 followed by the high point in 1980. Danville followed this trend later beginning in the 1980.
Danville’s turning point years of 1980, 1990 and 2010 correspond to years in which historic districts were listed to the Virginia Landmarks Register and the National Register of Historic Places and other preservation and economic based programs were created in Figure 5.10. Danville’s population was on a slow downward slope prior to 1980 as seen in the figure above. Between 1980 and 1990, the population jump from 45,642 to 53,056 corresponds to the creation of two historic districts: the Danville Tobacco Warehouse and Residential District and Downtown Danville Historic District. This represents the only positive turning point. Additionally, an annexation occurred during this period in 1985. From 1990 to 2010, while the population decreased sharply, historic districts, revitalization strategies, and the Downtown Danville Association were
created. Furthermore, while the population continued to decrease from 2010 until 2020, several historic districts were nominated, and Revitalization Strategies, documentations, and a Comprehensive Plan were written. The Danville Neighborhood Development Corporation and the Virginia Main Street Program were the two organizations that were established. Overall, Danville’s population has not coincided with preservation and economic based initiatives. Danville has implemented 26 initiatives within the community.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Population Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960-1969</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>1970-1979</td>
<td>Decrease</td>
<td>2</td>
</tr>
<tr>
<td>1980-1989*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1990-1999*</td>
<td>Decrease</td>
<td>6</td>
</tr>
<tr>
<td>2000-2009</td>
<td>Decrease</td>
<td>3</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Decrease</td>
<td>13</td>
</tr>
</tbody>
</table>

*Figure 5.9 – Danville’s Population Trends and Initiative Totals from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Danville Resources.*

In Danville, the creation of two historic districts correlated to a significant increase in population. No additional programs or plans were created during this time. The largest period of growth for preservation and economic based incentives was from 2012 to 2020 when additional historic districts were created, design guidelines were written, and several organizations focused on the economy and preservation were established. This corresponds to a significant decrease in the population. **Seven percent of initiatives occurred in approximately 16% of the study period within a positive**
turning point period. This demonstrates how there is not a correlation between the population change and the preservation and economic incentives in Danville.
Figure 5.10 - Danville’s Population Trends & Preservation and Economic Initiatives from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Resources in Danville, Virginia.
Figure 5.11 – Danville’s Population Trends & Historic Districts from 1960-2020. Data Courtesy of the U.S. Census Bureau and the Virginia Department of Historic Resources.
Fredericksburg’s turning points are in the 1980s and 2000s. Between 1980 and 1990, the population of Fredericksburg increased from 15,322 to 19,027 as seen in Figure 5.12. While the population of the city has been increasing since 1960, this is the largest increase between the two census years. At this time, only two preservation programs were in existence: the Main Street Program and the Historic Fredericksburg Foundation’s Marker Program. Additionally, the 1984 annexation occurred during this period. The second turning point began in the 2000s when the population increase became sharper once again. Between 2000 and 2010, the population increased from 19,279 to 24,286 and to 27,982 by 2020. Between 2000 and 2020, six initiatives occurred. The Washington Avenue Historic District was added to the Virginia Landmarks Register and the National Register. The City implemented the Rehabilitation Tax Credit into the city code and the Comprehensive Plan was established. The city was additionally recognized as a Virginia Main Street community.
<table>
<thead>
<tr>
<th>Year</th>
<th>Population Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960-1969</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1970-1979</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1980-1989*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1990-1999</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2000-2009*</td>
<td>Increase</td>
<td>3</td>
</tr>
<tr>
<td>2010-2020</td>
<td>Increase</td>
<td>2</td>
</tr>
</tbody>
</table>

Figure 5.13 – Fredericksburg’s Population Trends and Initiative Totals from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Fredericksburg Resources.

The second turning point in the early 2000s occurred when numerous preservation and economic programs were being created and implemented. Fredericksburg’s first turning point corresponded to two preservation programs. The first of the two programs failed shortly after it was started. The second of the two programs have no financial incentive; it is solely a recognition program. The trend in more programs and a population growth that continues for the next 20 years shows there is a correlation.

Overall, Fredericksburg’s population has continually grown during the study period. The number of preservation and economic initiatives has varied throughout each period with the total being 10 initiatives. The greatest number of initiatives has corresponded to the greatest growth periods within the city’s history but the correlation between initiatives and population is weak. With 100% of initiatives occurring in the positive periods, as they make up 100% of the study period, and in positive turning point periods, which represent approximately 33% of the study period.
Figure 5.14 – Fredericksburg’s Population Trends & Preservation and Economic Initiatives from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Resources in Fredericksburg, Virginia.
Figure 5.15 – Fredericksburg’s Population Trends & Historic Districts from 1960-2020. Data Courtesy of the U.S. Census Bureau and the Virginia Department of Historic Resources.
Figure 5.16 - Population Trends in Petersburg from 1960-2020. Data Courtesy of the U.S. Census Bureau.

Petersburg’s turning points are 1970, 1980, and 2010. The turning point of 1970 is the only positive turning point while the turning points of 1980 and 2010 are negative as seen in Figure 5.16. Two of these periods are also recession eras within the country. Between 1970 and 1980, the population of Petersburg increased 4,952 residents. At this time, four preservation initiatives were established. Three of these were the creation of Virginia Landmark Register historic districts and the fourth was a historic zoning ordinance. An annexation also occurred during this period in 1972. Between 1980 and 1990, the population decreased by 3,848 people. During this time, the five preservation initiatives created were all historic districts that were nominated to both the National Register and the Virginia Landmarks Register. Between 2010 and 2020, the population began to have a steady increase. At this time, six preservation and economic initiatives
were established. Four of these initiatives were centered around historic districts. Two historic districts had updates to increase size and another district was added to the Virginia Landmarks Register and the National Register.

<table>
<thead>
<tr>
<th></th>
<th>Population Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960-1969</td>
<td>Decrease</td>
<td>2</td>
</tr>
<tr>
<td>1970-1979*</td>
<td>Increase</td>
<td>4</td>
</tr>
<tr>
<td>1980-1989*</td>
<td>Decrease</td>
<td>5</td>
</tr>
<tr>
<td>1990-1999</td>
<td>Decrease</td>
<td>4</td>
</tr>
<tr>
<td>2000-2009</td>
<td>Decrease</td>
<td>16</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase</td>
<td>9</td>
</tr>
</tbody>
</table>

*Figure 5.17 – Petersburg’s Population Trends and Initiative Totals from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Fredericksburg Resources.*

The turning points of 1970 and 2010 represent the two periods of positive population change in this study time period. From 1970 to 1980, increase in population correlates to the increase in the number of initiatives. But from 1980 to 1990, the population decrease does not correspond to a decrease in the number of initiatives. The decrease in population could be partly attributed to the closing of one of the major industrial plants in the city. The number of initiatives continually increased until 2010. From 2010 to 2020, there was another period of increase in both population and initiative.

Overall, Petersburg’s population has had a steady downward trend. **There is not a strong correlation between positive turning points and the creation of preservation initiatives.** Approximately 32% of initiatives were initiated in positive turning point periods which account for 34% of the study period. The population in 1960 is higher than the current population.
Figure 5.18 – Petersburg’s Population Trends & Preservation and Economic Initiatives from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Resources in Petersburg, Virginia.
Figure 5.19 – Petersburg’s Population Trends & Historic Districts from 1960-2020. Data Courtesy of the U.S. Census Bureau and the Virginia Department of Historic Resources.
Staunton has the greatest number of turning points within the 60 years of census data. The years of the turning points are 1960, 1970, 1980, and 2010. Two of the three turning points are positive turning points. Each of these turning points align with recessions in the United States though not all turning points are in a negative direction, which one would expect for there to be a strong correlation between recessions and turning points. Between 1960 and 1970, while the population increased by 3,272 residents, there were no preservation incentives established during this time. Between 1970 and 1980, the population decreased by 3,647 residents which brought the population to the lowest within this study period. During this time period, two historic districts and the Historic Staunton Foundation were established. A study was also conducted on the Wharf District, a historic district that was created a few years prior, by the National Trust.
Between 1980 and 1990, the population increased. During this time, 11 new programs, organizations, or districts were established. These range from historic districts to recognition by other organizations to revitalization efforts. More than three quarters of these programs are the creations of historic districts at the state and national levels. There was also an annexation in 1986. Between 2010 and 2020, the population of Staunton increased by 1,364 residents. Seven preservation and economic initiatives were created. These include grants, city plans and document updates, and the creation of a historic district. These initiatives were primarily economic based with some preservation such as the creation of the Historic District Design Guidelines. An annexation also occurred in 2008. **Overall, there was little correlation between population change and preservation initiatives.**

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Population Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960-1969*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1970-1979*</td>
<td>Decrease</td>
<td>5</td>
</tr>
<tr>
<td>1980-1989*</td>
<td>Increase</td>
<td>11</td>
</tr>
<tr>
<td>1990-1999</td>
<td>Decrease</td>
<td>3</td>
</tr>
<tr>
<td>2000-2009</td>
<td>Decrease</td>
<td>1</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase</td>
<td>7</td>
</tr>
</tbody>
</table>

*Figure 5.21 – Staunton’s Population Trends and Initiative Totals from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Fredericksburg Resources.*

Staunton’s turning points, overall, represented a period of increase in the population. At the times of dramatic population change, the largest number of preservation and economic initiatives were implemented. The first turning point in 1960, a decrease in the population, did not correspond to any preservation or economic
initiatives because there were no initiatives established between 1960 and 1970. The second turning point in 1970, a significant decrease in the population, corresponds to five newly created initiatives. The decline in population and increase in the number of preservation initiatives does not offer a strong correlation. The third turning point, 1980, was represented by an increase in population. During this time, the greatest number of initiatives were created. This demonstrates a mild correlation between the number of initiatives and population increase. The fourth and final turning point in the census history, 2010, demonstrates a period of increased population growth. This correlates to the second largest grouping of newly created preservation initiatives. These two campaigns of preservation initiatives and population growth do sow some correlation and might indicate how preservation initiatives, in critical mass, help a city attract people.

Overall, Staunton’s population has changed significantly from census to census. The graph demonstrates how the city has seen the most dramatic change out of all the study cities. The creation of preservation and economic initiatives has occurred throughout the entire study period with 27 initiatives established. Sixty six percent of initiatives were created during periods of growth which are also positive turning point periods. These account for 50% of the study period.
Figure 5.22 – Staunton’s Population Trends & Preservation and Economic Initiatives from 1960-2020.
Data Courtesy of the U.S. Census Bureau and Various Resources in Staunton, Virginia.
Figure 5.23 – Staunton’s Population Trends & Historic Districts from 1960-2020. Data Courtesy of the U.S. Census Bureau and the Virginia Department of Historic Resources.
Winchester’s turning point in 1970 is a noticeable increase in population. The 1970 recession did not affect this positive turning point. The population increased 5,574 residents. Between 1970 and 1980, in addition to the period having the largest population growth within the study period, the greatest number of initiatives were established. The initiatives include historic district designation, the creation of the Architectural Review Board, a revolving fund through a local non-profit organization, and the creation of a local preservation ordinance. While this turning point represents a drastic change in population, the city has had steady increase throughout the majority of the study period. An annexation of 1986 occurred just after the turning point period of 1970-1979.
<table>
<thead>
<tr>
<th>Period</th>
<th>Population Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
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<td>1960-1969</td>
<td>Decrease</td>
<td>2</td>
</tr>
<tr>
<td>1970-1979*</td>
<td>Increase</td>
<td>5</td>
</tr>
<tr>
<td>1980-1989</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1990-1999</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2000-2009</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2010-2020</td>
<td>Increase</td>
<td>4</td>
</tr>
</tbody>
</table>

Figure 5.25 – Winchester’s Population Trends and Initiative Totals from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Fredericksburg Resources.

While Winchester’s population history began with a small downfall, it increased dramatically before a steadier increase. These initiatives were well-rounded due to the fact that they included local preservation, national preservation, economics, and planning.

The turning point of 1970, when the population increased dramatically, correlates with the largest number of initiatives being created in the city’s history. Overall, Winchester’s population has steadily increased over time. Since the earliest date within this study, 1960, the population has nearly doubled. The creation of economic and preservation-based initiatives has occurred 14 times throughout the study period.

Approximately 35% of all initiatives occurred within the one positive turning point period. This period accounts for approximately 16% of the study period. Overall, 85% of initiatives were created in all positive periods which account for 81% of the study period. This represents a positive correlation.
Figure 5.26 – Winchester’s Population Trends & Preservation and Economic Initiatives from 1960-2020. Data Courtesy of the U.S. Census Bureau and Various Resources in Winchester, Virginia.
Figure 5.27 – Winchester’s Population Trends & Historic Districts from 1960-2020. Data Courtesy of the U.S. Census Bureau and the Virginia Department of Historic Resources.
Conclusion

Population data from the five cities displays both positive and negative turning points. Overall, there were 13 turning points in the census data between 1960 and 2020. Four of the eight positive turning point periods are associated with annexation. In few instances, mainly in Fredericksburg, Staunton, Petersburg, and Winchester in the 1990s and 2000s, population growth and an increased number of preservation initiatives appear to correlate. It is not clear if the preservation initiatives contributed to population growth or are a reaction to it. Because there are few instances of strong correlation, the strongest conclusion to draw is that there is little correlation between population growth and preservation initiatives. The greatest number of initiatives created in the ten-year period was seven and the least was two. Greater number of initiatives were created but these occurred outside of a turning point period; this further reinforces that there isn’t a correlation between the number of initiatives and population increase.

<table>
<thead>
<tr>
<th>City</th>
<th>Total Initiatives</th>
<th>Total Initiatives in Positive Periods</th>
<th>Number of Positive Periods (Years)</th>
<th>Number of Turning Point Periods (Years)</th>
<th>Percent of Initiatives in Positive Periods</th>
<th>Percent of Time in Positive Periods</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>26</td>
<td>2</td>
<td>31</td>
<td>10</td>
<td>7%</td>
<td>16%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>11</td>
<td>11</td>
<td>61</td>
<td>20</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>40</td>
<td>13</td>
<td>21</td>
<td>21</td>
<td>32%</td>
<td>33%</td>
</tr>
<tr>
<td>Staunton</td>
<td>27</td>
<td>18</td>
<td>31</td>
<td>31</td>
<td>66%</td>
<td>50%</td>
</tr>
<tr>
<td>Winchester</td>
<td>14</td>
<td>12</td>
<td>10</td>
<td>10</td>
<td>85%</td>
<td>83%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>118</td>
<td>56</td>
<td>154</td>
<td>92</td>
<td>58% (Avg.)</td>
<td>53% (Avg.)</td>
</tr>
</tbody>
</table>

Figure 5.28 – Conclusion Data for Population Trends & Preservation and Economic Initiatives in the Study Cities from 1960-2020.
Employment

The employment data is represented by the unemployment rate that is collected every month of every year for each county and the state of Virginia. The employment rate for each year is from January for consistency. The state unemployment rate is also presented as a light gray line throughout the figures to give context to give recognition to other trends within the state. Turning points within this category represent points at which a sharp change in unemployment initially begins. The highest city unemployment rate peaked over 14% while the lowest rate hovered above 2%. The state unemployment rate rose and fell between 2% and just under 8%. Overall, the cities followed a similar path to that of the statewide trend in unemployment.

The turning points for the employment data occur more frequently due to more available data and the related overall frequency of more changes in employment rates. With the unemployment data being collected every month of every year, only yearly data is displayed to create consistency across different economic health measures. Charts within the city analysis portion include breakdowns of the trends in the unemployment rate along with the number of initiatives per period.
City Data

Danville’s unemployment rate has followed a similar pattern to that of the state but while the trend is the same, it is always approximately two percent higher than that of the state. In 1990, the unemployment rate was 9.3%, which is the highest out of all of the study cities. The rate rose until the early 90s before first falling sharply in the mid-90s and then steady lowering until 2000. After 2001, it began to increase again until 2005 reaching 10.9%. The number then dropped below 8% prior to 2010. After a drastic increase to a record high unemployment in 2010 of 13.8%, the unemployment rate steadily decreased until 2019. The next year drove the unemployment rate up once again.

Fredericksburg’s unemployment rate has followed a similar pattern of rising and falling but, the difference between the highs and the lows smaller than that of Danville. In 1990, the unemployment rate was 5%. It followed the state trend of rising until the early 90s before dropping until the early 2000s.
By 2000, Fredericksburg had hit its lowest unemployment rate within the study period, 2.6%. It sharply rose in 2002 before slowly declining once again. Just before 2010, it rose sharply again. After 2010, it began to decline and has continually declined since. In 2020, it measured 3.2% which is almost a record low. Overall, the city generally followed the trend of the state Danville and therefore the state.

Petersburg’s unemployment rate presented the most drastic changes of all of the study cities. The city does follow a similar pattern in other cities with a rise in the 1990s leading to a fall in the late 1990s and another rise in the early 2000s. This rise too would be followed by a continual decline until 2020. The city does follow a similar pattern as the state unemployment rate, but it is much higher at all points. The lowest unemployment rate occurred in 2000 measuring 3.4% and the highest rate measured 14.3%.

Figure 5.31 – Unemployment Trends in Petersburg from 1990-2020. Data Courtesy of FRED Economic Data.
Staunton’s unemployment rate was the most similar to the state-wide rate out of all of the study cities. There was a rise into the early 1990s before a decline until the early 2000s. The unemployment rate then rose before slightly lowering just under 4%. Just before 2010, a sharp rise nearly doubled the rate. The unemployment rate has been in constant decline since then until 2019 when a sharp increase occurred. Overall, the unemployment rate was extremely similar to that of the state with a more gradual rise and decline than that of the state.

Winchester was similar to Staunton in that it too had a lower trend in the unemployment rate, closer to stat-wide averages. The trend rose and fell from low points and to high points of unemployment. Gradual decline appeared between 1990 and 2000 and 2010 and 2020. The highest unemployment rate was in 1991 at 9.5% and 2010 at 8.5%. The lowest rates were in 2000 at 2.2% and 2019 at 2.7%.
Periods of Recessions

Recessions are a major contributor to the rise in unemployment. There are four recessions within the study period of the employment category. They include 1990-1, 2001, 2008-09, and 2020. As presented in the figure below, unemployment rises at the beginning of a recession, and drops relatively quickly afterwards. With the exception of the 2000 recession, where unemployment peaks, there appear to be staggered years after the recession in the cases of Petersburg and Danville. All of the study cities had a rise in unemployment during each of the recessions. Each city had a different level of increase followed by different patterns of decrease post-recession. Danville was the city that had the highest unemployment rate in each of the recessions while Staunton continually had the lowest unemployment rate. Between the 1990 and 2001 and the 2009 and 2020 recessions, Petersburg did rise above Staunton for a higher rate. This did not occur between the 2001 and 2008 recessions.

Figure 5.34 – Employment Trends and Recession Periods in the Study Cities. Data Courtesy of FRED Economic Data.

The first turning point is in 1991 when the unemployment rate had reached 13.2%. Leading up to this point, between 1990 and the turning point, there are no initiatives established. The unemployment rate then trends downward until 1993, the second turning point. At this time, the unemployment rate was 8.4%; this represents a 4.8% drop. In 1993, there is an increase in the unemployment rate to 8.5%. During this
time, two historic districts are created. The rate then decreases slightly to 8.1% in 1994 with no new initiatives. In 1995, the unemployment increased to 8.3% with no initiatives being established. Between 1996 and 1999, the unemployment rate once again decreased. During this time, four initiatives were established. These initiatives include one historic district at the state and national level, design guidelines, and the establishment of the Downtown Danville Association. From 2000-2004, there was an increase in the unemployment rate from 4.3% to 10.9% and the creation of three new initiatives. These include a comprehensive plan and one historic district being added to the state and national registers. From 2005-2006 and 2007-2009, the unemployment rate decreased in the first period and increased in the second period. Between 2010 and 2018, the unemployment rate decreased drastically from 13.8% to 4.8%. During this time, eleven initiatives were created. These included one historic district, several studies, revised design guidelines, the Danville Neighborhood Development Corporation, and the Virginia Main Street Program. Between 2019 and 2020, there was an increase in the unemployment rate and two initiatives were created. One historic district was added to both registers.
<table>
<thead>
<tr>
<th>Year</th>
<th>Unemployment Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1991-1992*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>1993*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1994*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>1995*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1996-1999*</td>
<td>Decrease</td>
<td>4</td>
</tr>
<tr>
<td>2000-2004*</td>
<td>Increase</td>
<td>3</td>
</tr>
<tr>
<td>2005-2006*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2007-2009*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2010-2018*</td>
<td>Decrease</td>
<td>11</td>
</tr>
<tr>
<td>2019-2020*</td>
<td>Increase</td>
<td>2</td>
</tr>
</tbody>
</table>

Figure 5.36 – Danville’s Unemployment Trends & Initiative Totals from 1990-2020. Data Courtesy of FRED Economic Data and Various Danville Resources.

In the city of Danville’s unemployment history, there is some correlation between the decrease of the unemployment rate and the creation of new initiatives. Out of the ten turning points, five of the periods were represented by a decrease in the unemployment rate, meaning a positive turning point. Within these five periods, initiatives were created in two of them totaling 15 new preservation and economic initiatives out of a total of 22 in the city’s history where unemployment is decreasing.

The positive turning point periods make up approximately 58% of the entire study period. These periods of decreased unemployment ranged in length. The shortest was one year and the longest was eight years. The period of eight years of decrease was the period at which eleven initiatives were established. Some new programs were created during an
increase in the unemployment rate. Within these six periods, only two periods saw the
creation of initiatives. The total number of initiatives within periods of falling
unemployment are 15 out of the city’s 22 total number of initiatives.
Figure 5.37 – Danville’s Unemployment Trends & Preservation and Economic Initiatives from 1990-2020. Data Courtesy of FRED Economic Data and Various Resources in Danville, Virginia.
Figure 5.38 – Danville’s Unemployment Trends & Historic Districts from 1990-2020. Data Courtesy of the FRED Economic Data and the Virginia Department of Historic Resources.
Fredericksburg had five turning points in its unemployment history. These turning points are 1992, 2000, 2003, 2006, and 2010. Three of these turning points, 1992, 2003, and 2010, are positive unemployment periods which are when unemployment decreases. Two turning points are represented by increasing unemployment or negative turning point periods. These are 2000 and 2006. Only one of these turning points was during a recession period, 2000. During this one recession, the unemployment rate began to increase beginning in 2000 and for the following two years.

Prior to the first turning point in 1992, the unemployment rate was increasing. The first turning point in 1992 was the beginning of a decrease in the rate from 10.6 to a low of 2.6% in 2000. There were no initiatives created at this time. Beginning in 2000, the rate began to increase ultimately reaching 6.4% in 2003. Only two initiatives were
created during the increase at they were a single historic district being added to the state and national registers. The following turning point of 2003 until 2006 represented a decreased in the unemployment rate with no initiatives being created. The following turning point in 2006 was the initial year of an increase in the rate from 4.9% to 10.6%, an increase of more than double. There was only one initiative during this time, and it was the Rehabilitation Tax Code being present in the City Code. The final turning point in 2010 was the initial point representing a decrease in the unemployment rate. There were two initiatives between 2010 and 2020. One was the creation of the Virginia Main Street Program and the second was the new Comprehensive Plan.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Unemployment Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990-1991</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1992-1999*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2000-2002*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>2003-2005*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2006-2009*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Decrease</td>
<td>2</td>
</tr>
</tbody>
</table>

Figure 5.40 – Fredericksburg’s Unemployment Trends & Initiative Totals from 1990-2020. Data Courtesy of FRED Economic Data and Various Fredericksburg Resources.

In Fredericksburg, there is little correlation between the number of initiatives and the decrease in the unemployment rate within the city. Analysis of this correlation is difficult due to small numbers to work with. It is possible that the critical mass of multiple programs/initiatives occurring at the same time is what creates the transformative energy for changing economic factors such as unemployment. Of all five turning points, three periods were represented as decreasing and two periods were
represented as increasing. Of the three decreasing periods, only one had initiatives established within the time period. Of the two increasing periods, both had either one or two initiatives established. This represents how there were more initiatives created more frequently during unemployment increases. This is the opposite of the trend that is commonly found where more initiatives usually correspond with unemployment decreases. **Overall, the positive turning point periods represent approximately 58% of the study period and 40% of initiatives were created in these periods.**
Figure 5.41 – Fredericksburg’s Unemployment Trends & Preservation and Economic Initiatives from 1990-2020. Data Courtesy of the FRED Economic Data and Various Resources in Fredericksburg, Virginia.
Figure 5.42 – Fredericksburg’s Unemployment Trends & Historic Districts from 1990-2020. Data Courtesy of the FRED Economic Data and the Virginia Department of Historic Resources.

The unemployment rate was initially higher than other study cities. In 1990, the unemployment rate was measured at 7.1%. By 1992, the first turning point, it had reached 11.8%. Between 1990 and 1991, there were three initiatives created: two historic districts nominated to both registers and a second historic district nominated to the state register. Between 1992 and 1995, the rate decreased to 7.6%. During this four-year period, only
one initiative was created, and it was a historic district being added to the National Register. From 1995-2003, the unemployment rate increased and decreased first after one year and then after each two-year period. No initiatives were created during this time. In 2003, rate began to decrease from 9.1% eventually to 6.7% in 2007. During this time, eight new initiatives were created. These include the Cameron Foundation, two historic districts added each to both registers, a Preserve America Community designation, a Strategic Investment Plan, and an update to the General Management Plan for the nearby battlefield.

Following this period, the unemployment rate once again increased. This occurred during the 2008-9 recession. The unemployment rate hit a record high for the city of 14.3%. During this time, eight new initiatives were created. A large majority of these initiatives were new historic districts and updates to existing districts. The Restoration of Petersburg CDC was also formed at this time. Following the 2008-9 recession was the turning point of 2010. This was the beginning of a decrease in the unemployment rate. By 2019, it would decrease by more than half to 5.4%. During this time, six new initiatives were created including historic districts, the Pocahontas Neighborhood Plan, a Comprehensive Plan, and the CDBG Grant Program. The unemployment rate once again began to increase in 2019, the final turning point, ultimately reaching 13.9% in 2020. Three initiatives were created during this two-year period including two historic district and the CDBG Grant Program.
Overall, Petersburg did not have a correlation between unemployment decreasing and the number of initiatives because in the two periods of the largest number of initiatives the unemployment rate went in two different directions. Out of the eight turning points, four were represented by decreasing unemployment trends. There were 16 initiatives created in these four positive periods with 29 initiatives being created in the overall study timeframe of 1990-2020. This means that over 55% of initiatives occurred when the unemployment is also decreasing. The positive turning point periods, which are represented by a decrease in unemployment, are approximately 64% of the study period.
Figure 5.45 – Petersburg’s Unemployment Trends & Preservation and Economic Initiatives from 1990-2020. Data Courtesy of the FRED Economic Data and Various Resources in Petersburg, Virginia.

- 2021: Comprehensive Plan Update
- 2018: CDBG Grant Program
- 2014: Comprehensive Plan & Pocahontas Neighborhood Plan
- 2008: Restoration of Petersburg CDC
- 2007: Strategic Investment Plan
- 2004: General Management for the Petersburg National Battlefield revised & Preserve America Community Designation
- 2003: The Cameron Foundation established
- 1997: Virginia Rehabilitation Tax Credit
Figure 5.46 – Petersburg's Unemployment Trends & Historic Districts from 1990-2020. Data Courtesy of the FRED Economic Data and the Virginia Department of Historic Resources.
Figure 5.47 – Unemployment Trends in Staunton from 1990-2020. Data Courtesy of FRED Economic Data.


The unemployment rate in Staunton, beginning in 1990, was on an upward trend until the first turning point in 1992. At this time, there were no initiatives created and the rate began to decrease to 4.5% in 1993. Between 1993 and 1994, the rate again increased, reaching 5.2% in 1994. In 1994, the rate began to decrease until 2000, reaching a low of 2.1% nearly half of the previous decade. During this six-year period of decrease, three initiatives were established. They include a preservation ordinance, the Virginia Main
Street Program, and the Staunton Downtown Development Association. Following this period was a two-year period of unemployment increase beginning in 2000. During this time, only one initiative was established at it was the Great American Main Street Award. The next two turning points of 2003 and 2007 were represented by a four-year period of a decrease in unemployment followed by a three-year period of an increase in unemployment with no initiatives being created. The next turning point in 2010 was a high point in the unemployment history at 8% but it was the initial point of a period of decrease that lasted until 2019 bringing the unemployment rate to 2.8%. In these nine years, there were seven initiatives created. They include a historic district nominated to the Virginia Landmarks Register, three grants, an advisory committee, Historic District Guidelines, and a Comprehensive Plan. The last turning point in 2019 was the beginning of a period of increase in the unemployment. There were no initiatives created during this time.
<table>
<thead>
<tr>
<th>Year Range</th>
<th>Unemployment Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990-1991</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1992*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>1993*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1994-1999*</td>
<td>Decrease</td>
<td>3</td>
</tr>
<tr>
<td>2000-2002*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2003-2006*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2007-2009*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2010-2018*</td>
<td>Decrease</td>
<td>7</td>
</tr>
<tr>
<td>2019-2020*</td>
<td>Increase</td>
<td>0</td>
</tr>
</tbody>
</table>

Figure 5.48 – Staunton’s Unemployment Trends & Initiative Totals from 1990-2020. Data Courtesy of FRED Economic Data and Various Staunton Resources.

Overall, Staunton had a significant correlation between decrease in unemployment and increase in the number of initiatives created. Out of the eight turning points, four were represented by a decrease in unemployment. Out of these four, two had initiatives created during them totaling 10 initiatives. Between 1990 and 2020 there were only 11 initiatives created and 10 of them were during turning points with decreases in the unemployment rate. This represents 90% of initiatives being created during positive turning point periods. The positive turning point periods represent approximately 64% of the entire study period.
Figure 5.49 – Staunton’s Unemployment Trends & Preservation and Economic Initiatives from 1990-2020. Data Courtesy of the FRED Economic Data and Various Resources in Staunton, Virginia.
Figure 5.50 – Staunton’s Unemployment Trends & Historic Districts from 1990-2020. Data Courtesy of the FRED Economic Data and the Virginia Department of Historic Resources.

The first turning point occurred in 1990 when the unemployment rate was initiated into an upward trend. The spike peaked in 1992, the second turning point, at 9.5%. During this period, no initiatives were created. Between 1992 and 2000, the rate decreased significantly to 2.2%. No initiatives were created. From 2000 to 2002 and
2002-2006, the unemployment rate first increased to 4.1% and then decreased in the following period to 3.2% with no initiatives created in either period. From 2006-2009, the rate increased by more than double to 8.5%. Only one initiative occurred in this period; this initiative was a series of input sessions organized by local government for the public to voice their opinions on changes including those regarding preservation. Between 2010 and 2019, unemployment rate decreased to 2.7% with two new initiatives being established. One of the initiatives is a Comprehensive Plan and the second is the use of the Substantial Rehabilitation Incentives in city code. The final turning point of 2019 represents a low point in the unemployment rate just prior to a rise due to the recession of 2020; within this period the Derelict Buildings Renovation Incentives was dated, and the National Main Street was accredited here.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Unemployment Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990-1991*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>1992-1999*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2000-2001*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2002-2005*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2006-2009*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2010-2018*</td>
<td>Decrease</td>
<td>2</td>
</tr>
<tr>
<td>2019-2020*</td>
<td>Increase</td>
<td>2</td>
</tr>
</tbody>
</table>

*Figure 5.52 – Winchester’s Unemployment Trends & Initiative Totals from 1990-2020. Data Courtesy of FRED Economic Data and Various Winchester Resources.*

In the city of Winchester, there is some correlation between a decrease in unemployment and an increase in the number of preservation initiatives. Out of the seven turning points identified in Winchester’s history, three have preservation or
economic initiatives being established within the period following the turning point. The periods that have initiatives include 2006-2009 with one initiative, 2010-2018 with two initiatives, and 2019-2020 with two initiatives. Out of the three periods, only one represents a positive impact on the economy, when the unemployment rate decreases. This occurred between 2010 and 2018. Overall, 40% of Winchester’s preservation and economic initiatives fall within positive trend periods, which represent approximately 67% of the study period.
Figure 5.53 – Winchester’s Unemployment Trends & Preservation and Economic Initiatives from 1990-2020. Data Courtesy of the FRED Economic Data and Various Resources in Winchester, Virginia.
Figure 5.54 – Winchester’s Unemployment Trends & Historic Districts from 1990-2020. Data Courtesy of the FRED Economic Data and the Virginia Department of Historic Resources.
Conclusion

Out of the five study cities of Danville, Fredericksburg, Petersburg, Staunton, and Winchester, three showed an association between the positive turning points (decreasing unemployment rates) that correlates with higher-than-average number of initiatives; these cities include Danville (1991, 1994, 1996, 2005, 2010), Petersburg (1992, 1996, 2003, 2010), Staunton (1992, 1994, 2003, 2010). **In these cities, an average of 71% of initiatives occurred in positive turning point periods which on average made up 62% of the study period.** The decreasing periods of unemployment represent periods of a more successful economy supporting more working residents.

There were 26 total turning points as a sum of all cities’ turning points. Out of these 26, 13 were periods of a decreasing unemployment rate. This represents 50% of the turning points. Within the 13 turning points representing decreasing unemployment, 45 initiatives were created during the positive turning points out of a total of 72 throughout the entire study period. The positive periods account for average of 62% of the total study period for all five study cities. **This suggests that there is a correlation between an increase in the number of initiatives and the decreasing unemployment rate representative of a healthy economy.**

Fredericksburg and Winchester are the cities that do not follow this pattern. These two cities had more initiatives created in turning point periods that were represented by an increase in the unemployment rather (negative turning points) than a decrease as seen in the other three study cities. This runs counter to the idea that there is a clear relationship between more initiatives in decreasing unemployment periods.
In order for economic and preservation initiatives to have a clear correlation with positive periods of employment dates, one would expect the percent of initiatives started during positive employment periods to be larger than the percent of the study period that the positive turning point periods make up. This pattern holds for Danville (68% of initiatives in positive turning point periods which make up 58% of the study period) and Staunton (90% of initiatives in positive turning point periods which make up 64% of the study period). Petersburg shows even distribution on initiatives in positive period to the proportion of time that positive turning point periods take up within the study period. Fredericksburg and Winchester present the inverse with 40% of initiatives in positive period which took up 64-67% of the study period.

<table>
<thead>
<tr>
<th></th>
<th>Total Initiatives</th>
<th>Total in Positive Periods</th>
<th>Number of Positive Periods (Years)</th>
<th>Percent of Initiatives in Positive Years/Turning Point Periods</th>
<th>Percent of Study Period with Positive Years/Turning Point Periods</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>22</td>
<td>15</td>
<td>18</td>
<td>68%</td>
<td>58%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>5</td>
<td>2</td>
<td>22</td>
<td>40%</td>
<td>58%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>29</td>
<td>16</td>
<td>20</td>
<td>55%</td>
<td>64%</td>
</tr>
<tr>
<td>Staunton</td>
<td>11</td>
<td>10</td>
<td>20</td>
<td>90%</td>
<td>64%</td>
</tr>
<tr>
<td>Winchester</td>
<td>5</td>
<td>2</td>
<td>21</td>
<td>40%</td>
<td>67%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>72</td>
<td>45</td>
<td>101</td>
<td>58% (Avg.)</td>
<td>62% (Avg.)</td>
</tr>
</tbody>
</table>

Figure 5.55 – Conclusion Data for Unemployment Trends & Preservation and Economic Initiatives in the Study Cities from 1990-2020.
Real Estate

Real estate value data was collected from the real estate land books from the Virginia Department of Taxation. Each year, there is an annual report that details the real estate data along with other statistical data that is collected within the state. The reports have been written since 1999. From each of the reports, the Fair Market Value (FMV) of each study city was collected and compiled from the fiscal years of 1999-2020. Any year discussed within the analysis is considered the fiscal year for the consistency of the data. The fair market value is a sum of all assessed properties in the city including properties that are tax exempt. It is important to note that cities reassess their property at various times. Some cities are on a strict every two-year period and some cities chose even or odd years. The study cities reassess approximately every two years. Each city’s data has been graphed utilizing the same conventions specifically regarding the y-axis, the fair market value of the real estate, ranging from 0 to 4,500,000,000 dollars.
Danville’s growth in terms of its land value had occurred steadily over time. The initial value closely resembled that of Winchester at approximately 1.5 billion dollars. Both cities had higher initial values than those of Petersburg, Fredericksburg, or Staunton. Beginning in the late nineties, the land book value increased until 2002 when there was a small jump in the total. From the early 2000s until 2009, the value grew rapidly for the city. After 2009, the value plateaued and has not had any major shifts neither positive nor negative.

Fredericksburg’s land book data shows the most dramatic change over the study period. The initial value is average compared to the other study cities at just over 1.1 billion dollars. The data shows a small level of growth in the value leading into the early 2000s. The first spike in the value is in 2004 leading to a gradual growth. A large spike occurred in
2008 when the value almost doubled from just over two billion to just over 4 billion. A small decrease later occurred in 2010. Growth has been steady since 2010 with the land book value not surpassing the high point that it reached in 2009.

Petersburg’s land book value trend resembles that of Danville in that it begins with a steady increase followed by periods of increased and decreased change. Beginning in the late nineties, the land book value increased steadily until the early 2000s when the increase became more pronounced. In 2009, the first high point for the value was reached. A period of decrease followed with a change to a steady increase occurring in 2013. The value continues to increase into 2020 with new high point achieved.

Staunton’s trend in land book data follows a similar pattern to that of Petersburg. In the initial period of the data collection, the line trends positively with the first spike occurring in 2005 and later in 2007. A high point in the data is
present in 2010 with almost two billion dollars in land book value. This increase came after an annexation that occurred in 2008. This value was not surpassed until 2020 due to the fact that after 2010, the value first decreased and then plateaued until a steady increase began in 2019. Staunton had one annexation that occurred in 2008.²⁷⁷

Winchester’s growth in terms of real estate resembles the same pattern of Fredericksburg. Both cities have large steps between their data collection points. The initial value within this data period rested just above 1.3 billion dollars in fair market value.

Between 1999 and 2003, there was a period of slow but steady growth. Beginning in 2003, the value increased dramatically every two years until 2008. A plateau then occurred between 2008 and 2010. The value then decreased to just above the 2007 value of more than 2.5 billion. After this period, steady growth continues through to 2020 with no periods of decline occurring.

Periods of Recession

Within the period of the collected land book value data, there are only three recessions: 2001, 2008-9, and 2020. During the first recession, no cities had any changes in their trends. In the second recession, 2008-9, all of the study cities showed an increase in the fair market value. This spike in 2008 is specifically visible in Fredericksburg and Winchester. The spike is represented by the real estate bubble where some markets were extremely successful and therefore causing costs of houses to rise significantly. In the third and final recession within the study period, all cities continued on their upward trend and did not show any drastic change or downward trend.

Figure 5.61 – Fair Market Value Trends and Recession Periods in the Study Cities. Data Courtesy of the Virginia Department of Taxation.
Danville has four turning points between 1999 and 2020. These turning points include 2002, 2004, 2008, and 2011. All turning points are positive which are represented by an increase in the land book value. One of the points is a recession with two others immediately following a recession period.

Prior to the first turning point in 2002, the fair market value was on a steady upward trend; five initiatives were created including design guidelines, a comprehensive plan, Downtown Danville Association, and one historic district was added to both the VLR and the NRHP. Between 2002 and 2003, the land value total significantly from just over 1.5 billion to over 1.7 billion. During this time, there was only one initiative created and it was a historic district added to the VLR. In 2004, a turning point year, the value
began a period of steady growth through 2007. The growth was over 300,000,000 dollars. There was only one initiative created at this time: a historic district added to the NRHP.

The following turning point, 2008, was also a recession period. In two years, between 2008 and 2010, the value increased more than 177 million dollars. During this drastic increase, no initiatives were created. The last turning point, 2011, begins a period of the value leveling out to a plateau shape. During this nine-year period, the fair market value stayed between 2.236 billion and 2.271 billion dollars and 13 new initiatives were established. These included historic districts, studies, a Comprehensive Plan, the Virginia Main Street Program, accreditations, and other revitalization strategies.

<table>
<thead>
<tr>
<th>Period</th>
<th>Real Estate Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999-2001</td>
<td>Increase</td>
<td>5</td>
</tr>
<tr>
<td>2002-2003*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2004-2007*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2008-2010*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2011-2020*</td>
<td>Plateau/Increase</td>
<td>13</td>
</tr>
</tbody>
</table>

Figure 5.63 – Danville’s Fair Market Value Trends & Initiative Totals from 1999-2020. Data Courtesy of the Virginia Department of Taxation and Various Danville Resources.

There is little to no correlation between the number of initiatives and the trend in the fair market value. This is visible in that the greatest increases in the value have a smaller number of initiatives being created. Overall, 35% of initiatives started in positive periods which make up 54% of the study period. For example, in the late nineties and early 2000s, the increase in the FMV is smaller than other periods in Danville’s real estate history and this is when some of the most initiatives are created. There is a similar
trend post-2010. After this year, the data plateaus and similarly to the nineties, the largest number of initiatives are created, eleven in total. These two examples show that while there is some correlation between the increase in the land book value and the number of initiatives, the most initiatives are not created during the larger periods of growth and that there is still increase even when there are no initiatives occurring.
Figure 5.64 – Danville’s Fair Market Value Trends & Preservation and Economic Initiatives from 1999-2020. Data Courtesy of Virginia Department of Taxation and Various Resources in Danville, Virginia.
Figure 5.65 – Danville’s Fair Market Value Trends & Historic Districts from 1990-2020. Data Courtesy of the Virginia Department of Taxation and the Virginia Department of Historic Resources.
Fredericksburg has nine turning points. These are 2003, 2005, 2007, 2009, 2010, 2012, 2013, and 2016. Most of these turning points are represented by an increase in the trend whether that be a dramatic increase or a steady increase. Six of the turning points, 2003, 2004, 2007, 2010, 201, 2016, and 2017, are positive with an increase in the land book value and two are negative, 2009 and 2012, with a decrease in the land book value. Two of the turning points are also within a recession period: 2001 and 2009. This is likely a causal relationship due to the nature of the recession.

Prior to the first turning point of 2003, the fair market value of the real estate in Fredericksburg was steadily increasing. Between 1999 and 2002, there were two initiatives created. These initiatives were one historic district being added to the VLR and the NRHP. In 2003, the value increased by almost 600,000,000 dollars. During this year,
no initiatives were created. The next turning point, 2004, transitioned the data into a steadier increase rather than the abrupt change that was seen in 2003. This period lasted through 2006. During this three-year period, no initiatives were created. In 2007, there was a drastic change that resulted in the value nearly being doubled. The fair market value of Fredericksburg was approximately 2.241 billion dollars while in 2008, it rose to approximately 4.045 billion. This was also a period leading up to the 2008-09 recession. Additionally, during this period, there was only one initiative created and it was the Rehabilitation Tax Credit in the City code. The value then fell in 2009 and increased again in 2010. Neither of these turning points initiatives present. In 2012, it decreased once again with no new initiatives. In the following period represented by the 2013 turning point, there was an increase in the fair market value corresponding to two new initiatives being established. These include the Virginia Main Street Program and the Comprehensive Plan of 2015. In 2016, the trend rises suddenly and then continues as a steady upward line with no new initiatives created through 2020.
<table>
<thead>
<tr>
<th>Year Range</th>
<th>Real Estate Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999-2002</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>2003*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2004-2006*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2007-2008*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2009-2010*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2010-2011*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2012*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2013-2015*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>2016*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2017-2020*</td>
<td>Increase</td>
<td>0</td>
</tr>
</tbody>
</table>

Figure 5.67 – Fredericksburg’s Fair Market Value Trends & Initiative Totals from 1999-2020. Data Courtesy of the Virginia Department of Taxation and Various Fredericksburg Resources.

There is very little correlation between the increase in the fair market value and the number of initiatives in the city of Fredericksburg. While two of the three periods represent recession periods and therefore can cause inflation in the real estate value, there is also a majority of initiatives being created within these periods. All initiatives occurred in positive periods. Positive turning point periods account for approximately 86% of the total study period.
Figure 5.68 – Fredericksburg’s Fair Market Value Trends & Preservation and Economic Initiatives from 1999-2020. Data Courtesy of Virginia Department of Taxation and Various Resources in Fredericksburg, Virginia.
Figure 5.69 – Fredericksburg’s Fair Market Value Trends & Historic Districts from 1990-2020. Data courtesy of the Virginia Department of Taxation and the Virginia Department of Historic Resources.
Figure 5.70 – Fair Market Value Trends in Petersburg from 1990-2020. Data Courtesy of the Virginia Department of Taxation.

Petersburg has four turning points between 1999 and 2020. These occur in 2000, 2006, 2010, and 2014. Three of the turning points, 2000, 2006, and 2013 are positive turning points with an increase in the land book value. One turning point demonstrates a decrease in the land book value and is therefore a negative turning point. None of these turning points are exact matches for recessions while two of them occur just prior to and just following two different recessions. The turning points of 2000 occurs just before the 2001 recession and the 2010 turning point occurs just following the 2008-09 recession.

Prior to the first turning point of 2000, the fair market value was increasing. In 2000, the increase became more pronounced than before. This increase occurred through 2005. During this time, six new initiatives were created. They include a new foundation, the Preserve America designation, and several new historic districts being added to both
registers. Beginning in 2006, the second turning point, the increase became even more pronounced than the prior period. From 2006 through 2009, the fair market reached over 1.8 billion which is 600 million dollars more than the recorded total in 2006. During this period, ten new initiatives were created. Theses initiatives are represented by a majority of newly created historic districts along with the establishment of the Restoration of Petersburg CDC. After the recession of 2008-09, there is a drop in the FMV beginning in 2010. This period of decrease lasts through 2012. This period of decrease does have two initiatives that were created within the time frame. The initiatives a single historic district being added to both registers. The year 2013 is the next turning point that represents a low point just prior to the increase in the FMV. In 2013, the value reached a low of just over 1.8 billion dollars prior to an increase that lasted through 2020. The increase is rather insignificant compared to other periods and therefore is also noted as a plateau. During this time, there are nine initiatives created including two plans, a CDBG Grant program, and historic districts that was added to the VLR and NRHP and updated.

<table>
<thead>
<tr>
<th>Year</th>
<th>Real Estate Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2000-2005*</td>
<td>Increase</td>
<td>6</td>
</tr>
<tr>
<td>2006-2009*</td>
<td>Increase</td>
<td>10</td>
</tr>
<tr>
<td>2010-2012*</td>
<td>Decrease</td>
<td>2</td>
</tr>
<tr>
<td>2013-2020*</td>
<td>Plateau/Increase</td>
<td>9</td>
</tr>
</tbody>
</table>

*Figure 5.71 – Petersburg’s Fair Market Value Trends & Initiative Totals from 1999-2020. Data Courtesy of the Virginia Department of Taxation and Various Fredericksburg Resources.*
Petersburg does have a correlation between an increase in the fair market value of the land books and an increase in the number of initiatives established. Approximately 86% of initiatives were created during positive periods. These positive periods account for 86% of the study period. The increase/plateau period that occurred from 2013-2020 was included in the positive period data due to the fact that overall, the FMV was growing.
Figure 5.72 – Petersburg’s Fair Market Value Trends & Preservation and Economic Initiatives from 1999-2020. Data Courtesy of Virginia Department of Taxation and Various Resources in Fredericksburg, Virginia.
Figure 5.73 – Petersburg’s Fair Market Value Trends & Historic Districts from 1990-2020. Data Courtesy of the Virginia Department of Taxation and the Virginia Department of Historic Resources.

There is a two-year period before the first turning point when the fair market value steadily rises. In 2001, the first turning point, the increase becomes greater. During this two-year period, there is one preservation initiative created. This initiative is an award for the Main Street. Between 2003 and 2010, there are four turning points. Each of these turning point changes the amount of increase in the fair market value more and more as time progresses. Overall, during this time, the FMV increases from just over
979,000,000 dollars to over 1,966,000,000 dollars. During this eight-year period, there are not initiatives created. In 2011, following a lengthy period of increase is a turning point that leads to a period of decrease. The value dropped over 199,000,000 dollars in one year. During this period, one initiative, the BRIGHT IDEA Innovation Grant was created. Following this period of decrease was continually increase until 2020. In 2014, there was a beginning of increase in the FMV. Between 2014 and 2016, there was a slow but steady increase. Two initiatives were created: the BRIGHT REWIRED Business Plan Competition, and the Citizens Advisory Committee gathered. Between 2017 and 2018, the increase was continually steady with a plateau that occurred between 2018 and 2019. Between 2017 and 2018, there were four initiatives created: a Comprehensive Plan, Historic District Guidelines, the StauntoNites Grant and Competition. The final turning point, 2019, initiated a sharper increase in the FMV. During this time, no initiatives were created.
<table>
<thead>
<tr>
<th>Year Range</th>
<th>Real Estate Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999-2000</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2001-2002*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2003-2005*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2006*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2007-2008*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2009-2010*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2011-2013*</td>
<td>Decrease</td>
<td>1</td>
</tr>
<tr>
<td>2014-2016*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>2017-2018*</td>
<td>Increase</td>
<td>4</td>
</tr>
<tr>
<td>2019-2020*</td>
<td>Increase</td>
<td>0</td>
</tr>
</tbody>
</table>

* Figure 5.75 – Staunton’s Fair Market Value Trends & Initiative Totals from 1999-2020. Data Courtesy of the Virginia Department of Taxation and Various Fredericksburg Resources.

In Staunton, there is a correlation between the number of initiatives and the increase in the fair market value of the land book. Within the nine turning points, eight new initiatives were created within these periods. Seven of the eight initiatives were created during positive turning points in which the fair market value increased or stayed similarly the same. This represents a positive correlation between initiatives and a healthy real estate economy within the city of Staunton. The positive periods make up over 86% of the study period.
Figure 5.76 – Staunton’s Fair Market Value Trends & Preservation and Economic Initiatives from 1999-2020. Data Courtesy of Virginia Department of Taxation and Various Resources in Fredericksburg, Virginia.
Figure 5.77 – Staunton’s Fair Market Value Trends & Historic Districts from 1990-2020. Data Courtesy of the Virginia Department of Taxation and the Virginia Department of Historic Resources.
Winchester has eight turning points between 1999 and 2020. These points are 2003, 2005, 2007, 2010, 2011, 2014, 2017, and 2019. Seven of these turning points, 2003, 2005, 2007, 2011, 2014, 2017, and 2019, are positive turning points. 2010 is the only negative turning point. None of the turning points are the same as recession periods but the 2010 turning points does have a relationship to the 2008-09 recession.

Winchester’s initial land book values within this study period show a steady increase between 1999 and 2002. Between 2003 and 2006, the increase becomes sharper within turning points occurring in 2003 and 2005. These two points initiate a sharp change followed by a year of a plateau shape. No initiatives were created between 2003 and 2006. In 2007, the third turning point, there is a significant increase in the FMV. Between 2007 and 2008, the value increases just under 1 billion dollars. This coincides with the 2008-09 recession and the real estate bubble. Additionally, during this two-year
period, there is one initiative: Initial Input Sessions for the city development. The second year of the recession results in a plateau in the data. In 2010, the FMV begins to drop resulting in the value equaling 2.73 billion in 2011. During this time, no initiatives were created. Between 2011 and 2013, the value once again grew with the Comprehensive Plan being updated. In 2014, the land book value had a sharp increase from 2.7 billion to 2.9 billion. One initiative, the Substantial Rehabilitation Incentive was established. A similar increase occurred again in 2017 except no initiatives were created. The last turning point in 2019 was represented by the beginning of a steadier line once again, similar to that of the early 2000s. There were two initiatives created the Derelict Buildings Renovation Incentives and the National Main Street Accreditation was stated.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Real Estate Trend</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999-2002</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2003-2004*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2005-2006*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2007-2008*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2009</td>
<td>Plateau</td>
<td>0</td>
</tr>
<tr>
<td>2010*</td>
<td>Decrease</td>
<td>0</td>
</tr>
<tr>
<td>2011-2013*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2014-2016*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2017-2018*</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2019-2020*</td>
<td>Increase</td>
<td>2</td>
</tr>
</tbody>
</table>

Figure 5.79 – Winchester’s Fair Market Value Trends & Initiative Totals from 1999-2020. Data Courtesy of the Virginia Department of Taxation and Various Fredericksburg Resources.
In the city of Winchester, there is a correlation between the increase in the land book values and the presence of preservation initiatives. Out of the eight turning points, seven were positive periods. All of the initiatives within the study period were created during these years. No initiatives were created in negative turning points. Positive periods represent over 95% of the total study time period for Winchester.
Figure 5.80 – Winchester’s Fair Market Value Trends & Preservation and Economic Initiatives from 1999-2020. Data Courtesy of Virginia Department of Taxation and Various Resources in Fredericksburg, Virginia.
Figure 5.81 – Winchester’s Fair Market Value Trends & Historic Districts from 1990-2020. Data Courtesy of the Virginia Department of Taxation and the Virginia Department of Historic Resources.
Conclusion

Overall, all five study cities have a correlation between increased fair market values and an increase in the number of preservation initiatives created. There was a total of 34 turning points throughout all five cities; 29 were had positive trends while 5 had negative trends. Out of a total of 65 initiatives created, 62 of these initiatives were created in positive turning point periods. This represents more than 95% of all initiatives. On average, positive periods account for 81% of the study periods. This represents a strong correlation between the number of initiatives and the positive periods of the land book fair market value increasing in the five study cities between 1999 and 2020.

<table>
<thead>
<tr>
<th></th>
<th>Total Initiatives</th>
<th>Total in Positive Periods</th>
<th>Number of Positive Periods (Years)</th>
<th>Percent of Initiatives in Positive Years/Turning Point Periods</th>
<th>Percent of Study Period with Positive Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>20</td>
<td>7</td>
<td>12</td>
<td>35%</td>
<td>54%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>5</td>
<td>5</td>
<td>19</td>
<td>100%</td>
<td>86%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>27</td>
<td>35</td>
<td>19</td>
<td>86%</td>
<td>86%</td>
</tr>
<tr>
<td>Staunton</td>
<td>8</td>
<td>7</td>
<td>19</td>
<td>87%</td>
<td>86%</td>
</tr>
<tr>
<td>Winchester</td>
<td>5</td>
<td>8</td>
<td>21</td>
<td>100%</td>
<td>95%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>65</td>
<td>62</td>
<td>90</td>
<td>81% (Avg.)</td>
<td>81% (Avg.)</td>
</tr>
</tbody>
</table>

Figure 5.82 – Conclusion Data for Fair Market Value Trends & Preservation and Economic Initiatives in the Study Cities from 1999-2020.
Income

The income category uses the data of median household income data gathered from the Census and FRED Economic Data. The data begins in 1970 and ends in 2020. The first four data points are collected from the Census while the following two data points, 2010 and 2020, are collected from the FRED Economic Data. These last two data points are published estimates. The data point of 2000 for Winchester was additionally used from the FRED data because the Census had a gap in their numbers. The median household income is graphed for each city and the overall state average to show the relationship between these two figures.

City Data

Danville’s average median household income has steadily increased over time but at a lower rate than the state average. Between 1970 and 1990, there was an increase from almost 7,000 dollars to 20,000 dollars. In the next 10 years, the increase was greater than the previous period. Between the 1990 and 2000 censuses, the amount increases just under 10,000 dollars. In the early 2000s, there was then a plateau until 2010 when there was once again an increase similar to that of the
1970s and 1980s. Danville’s increase is never as large as the entire state for the same period. It includes periods of plateau and shows that Danville residents earn considerably less than Virginians as a whole.

Fredericksburg’s average median household income followed a similar pattern to that of Danville with a steady rise, a plateau, and an increase in the late 2010s. Even tough rates are behind the state’s average, there are periods of more aggressive growth than the state income growth rate. Between 1970 and 1980, was a steady increase in the income value. From 1980 to 1990, this increase became more dramatic. From 1990 to 2000, there is small plateau due to an approximately 2,000 dollar increase in the value. From 2000 to 2010, there was once again a gradual increase followed by a drastic increase from 2010 to 2020. The city has caught up to nearly statewide average due to rapidly increasing rates in the past two decades.

Figure 5.84 – Income Trends in Fredericksburg from 1970-2020. Data Courtesy of the U.S. Census Bureau and FRED Economic Data.
Petersburg’s average median household income has a different trend than the two previous cities but does follow a similar trend to that of Staunton. There is a steady period of increase from 1970 to 1990 in which the value increases from 6,646 dollars to 21,309 dollars. Between 1990 and 2000, there is a steep incline that triples the value from 21,309 dollars to 60,920 dollars. After this steep incline, there is a steep decline to 32,435 dollars. After this period that delineates from the increasing norm, the rate of increase prior to 1990 restarts. The median household income trend in Petersburg follows a similar trend to that of the state except between 1990 and 2000 when there is a different trend that is only seen in one additional study city: Staunton.

Figure 5.85 – Income Trends in Petersburg from 1970-2020. Data Courtesy of the U.S. Census Bureau and FRED Economic Data.
Staunton’s average median household income follows a similar trend to that of Petersburg where there is a gradual increase over time with an outlier period of increase followed by decrease. Income stayed below or barely surpassed the state average in this city. From 1970 until 1990, there is a sharp increase in the income value. From 1990 to 2000, the value nearly doubled before falling. In 2010, the income value was approximately 40,000 prior to a steady increase into 2020. This city does follow the trends of the state between 1970 and 1990 and 2010 and 2020. Between 1990 and 2010, there is a period that differs from the normal increase, similar to that of Petersburg.

Figure 5.86 – Income Trends in Staunton from 1970-2020. Data Courtesy of the U.S. Census Bureau and FRED Economic Data.
Winchester’s average median income has followed similar patterns that are found in Fredericksburg and Danville. From 1970 to 1980, the income value increased on a steady slope. Beginning in 1980 until 2000, the slope of increase becomes greater. Between 2000 and 2010, there is a more plateau like period where there is some increase but not as large as other periods. Beginning in 2010, the trend continued upward at approximately the same degree of steepness as seen between 1980 and 2000. The pattern is the most similar to that of the state out of all other study cities, though consistently below the state average income with the income gap widening in recent decades.

Figure 5.87– Income Trends in Winchester from 1970-2020. Data Courtesy of the U.S. Census Bureau and FRED Economic Data.
Some changes in the average median household income do correspond to the periods of recessions between 1970 and 2020. Seven recessions fall within the time frame of this data collection. During 1970, 1973-5, and 1980-2 recessions, all cities responded the same with a continual increase in income at the same rate. In other words: recession didn’t seem to impact median income in these Virginia cities. In the 1990-1 recession, Danville and Winchester continued on their upward trends, while the three other cities changed at this point. Staunton’s and Petersburg’s increases became sharper while Fredericksburg plateaued. In the 2001 recession, three cities’ incomes decreased while the other three increased. Petersburg and Staunton decreased sharply while
Danville and Winchester increased steadily. Fredericksburg increased dramatically. In the 2008-9 recession, the patterns were the same as those in 2001 recession. By the 2020 recession, all cities were continuing on an upward trend. There is an overall correlation between recessions and the income levels of cities, but all cities did not react the same in every recession period.
Danville has three turning points that occur between 1970 and 2020. They include 1990, 2000, and 2010. All turning points were positive, but one is a change in rate (plateau) that is a slower increase than before. Both turning points come within a year of two different recessions.

Between 1970 and 2000, there is a steady upward trend in the median household income. During this time, there are no turning points, and ten initiatives were created. These initiatives include National and State Register nomination, design guidelines, and the creation of the Downtown Danville Association. Beginning in 2000, there was a change in the trend. The income trend changed from steadily increasing to a slow increase or plateau. Between 2000 and 2010, the income increased from 30,333 to
31,153. This is small compared to the other changes between the census periods. During this time, three initiatives were created: a historic district added to both registers and a comprehensive plan. In 2010, the trend increased more steadily but not as much as prior to the plateau period. During this time, 13 initiatives were created. They include historic districts, updates on design guidelines, plans, analysis reports, and the creation of the Virginia Main Street program.

<table>
<thead>
<tr>
<th>Year</th>
<th>Income</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-1979</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1980-1989</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1990-1999*</td>
<td>Increase</td>
<td>6</td>
</tr>
<tr>
<td>2000-2009*</td>
<td>Plateau/Increase</td>
<td>3</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase</td>
<td>13</td>
</tr>
</tbody>
</table>

Figure 5.90 – Danville’s Income Trends & Initiative Totals from 1999-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Danville Resources.

Overall, there is a correlation between positive periods in the median household income and the increase in the number of preservation and economic based incentives. Out of 26 initiatives total between 1970 and 2020, 23 of them were created during periods of steadily or high increases in the income trend. This represents more than 88 percent created during positive periods. Positive turning point periods account for approximately 80 percent of the overall study period.
Figure 5.91 – Danville’s Income Trends & Preservation and Economic Initiatives from 1970-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Resources in Danville, Virginia.
Figure 5.92 – Danville’s Income Trends & Historic Districts from 1990-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and the Virginia Department of Historic Resources.
Fredericksburg has four turning points. These points are 1980, 1990, 2000, and 2010. All turning points are positive turning points. One of these points, 1980, is during a recession period. The two other turning points are within a year or two of a recession period.

Between 1970 and 1980, there was a steady period of growth in the median household income with only two initiatives, the Fredericksburg Historic District, being established to both the VLR and the NRHP. The first turning point, 1980, was represented by a positive change in the trend. The increase of the income became greater than the prior period beginning in 1980. From 1980-1989, there were two initiatives created including the Main Street Program which did not last long and the Historic Fredericksburg Foundation Marker Program. In 1990, the second turning point, the trend switched to a less steep increase which resembles a plateau shape. No initiatives were
created during this time. The third turning point in 2000 is recognizable by the sharp change back to a steep increase in the income trend. This level of steepness is similar to that of 1980 to 1990. During this time, three new initiatives were created. They include one historic district to both registers and the Rehabilitation Tax Credit in the city code having the earliest date of 2007. In 2010, the steepness of the trend increases more drastically. From 2010 to 2020, the income level changes from 43,460 to 72,437. During this time, only two new initiatives are created including the Virginia Main Street Program accreditation and the Comprehensive Plan of 2015.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Income</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-1979</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1980-1989*</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1990-1999*</td>
<td>Plateau/Increase</td>
<td>0</td>
</tr>
<tr>
<td>2000-2009*</td>
<td>Increase</td>
<td>3</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase</td>
<td>2</td>
</tr>
</tbody>
</table>

Figure 5.94 – Fredericksburg’s Income Trends & Initiative Totals from 1999-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Fredericksburg Resources.

There is a slight correlation between strong periods of positive change in the median household income and the number of new initiatives in the city of Fredericksburg. The four turning points represent three points of positive change and one point of change that is neutral in terms of not drastically changing the upward positive trend. All nine initiatives that were established between 1970 and 2020 were created during periods of increase. The positive point periods account for approximately
100% of the study period. This shows some correlation between periods of positive change and initiatives for preservation and economic revitalization.
Figure 5.95 – Fredericksburg’s Income Trends & Preservation and Economic Initiatives from 1970-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Resources in Fredericksburg, Virginia.
Figure 5.96 – Fredericksburg’s Income Trends & Historic Districts from 1990-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and the Virginia Department of Historic Resources.
Petersburg has three turning points within the data period. They include 1990, 2000, and 2010. 1990 and 2010 are positive turning point periods that represent an increase in income while 2000 represents a negative turning point. One turning point, 1990, is also a recession period while the two other turning points are within a year or two to a recession period.

Between 1970 and the first turning point of 1990, there was a continually steady period of increase in the median household income. During this time, the income amount changed from $6,646 to $21,309. Eight new initiatives were also created during this period of growth including mainly historic districts but also the Historic Zoning Ordinance. In 1990, the first turning point, the income trend drastically increased by more than triple. During this time, four new initiatives were created, all historic districts.
Following this period of drastic increase was a symmetrical trend of decrease, also known as the second turning point. The decreasing period did leave the income total higher than in 1990. During this time, 16 initiatives were established including historic districts, preservation-based organizations, plans, and designations. After the final turning point in 2010, there was another period of increase similar to that found between 1980 and 1990. Nine initiatives were created including historic districts and updates, neighborhood plans, and a grant program.

<table>
<thead>
<tr>
<th>Time Period</th>
<th>Income</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-1979</td>
<td>Increase</td>
<td>3</td>
</tr>
<tr>
<td>1980-1989</td>
<td>Increase</td>
<td>5</td>
</tr>
<tr>
<td>1990-1999*</td>
<td>Increase</td>
<td>4</td>
</tr>
<tr>
<td>2000-2009*</td>
<td>Decrease</td>
<td>16</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase</td>
<td>9</td>
</tr>
</tbody>
</table>

Figure 5.98 – Petersburg’s Income Trends & Initiative Totals from 1999-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Petersburg Resources.

There is a little correlation between the increase in the income and the number of initiatives in the city of Petersburg. While a substantial number of initiatives were created during a period of decrease, there was the most notable cluster of initiatives in the median household income, a greater number were created during periods of increase. Out of a total of 37 total initiatives created between 1970 through 2020, 21 of them were created during periods of increase. This represents 56% of the total initiatives. These periods of increase represent 80% of the overall income study period. Out of the three turning points, more initiatives did occur during the decreasing turning point.
Figure 5.99 – Petersburg’s Income Trends & Preservation and Economic Initiatives from 1970-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Resources in Petersburg, Virginia.
Figure 5.100 – Petersburg’s Income Trends & Historic Districts from 1990-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and the Virginia Department of Historic Resources.
Staunton has three turning points. They are 1990, 2000, and 2010. The turning points of 1990 and 2010 are positive turning points while 2000 is a negative turning point. Only one turning point, 1990, is also a recession period while the two other turning points are within a year or two to a recession period.

Between 1970 and 1990, there is a continually steady period of increase in the median household income. The income rises from $8,240 in 1970 to $25,366 in 1990, an increase of nearly triple the initial amount in the data study period. During this time, 17 initiatives were created including historic districts, Historic Staunton Foundation, and revitalization efforts. From 1990, the first turning point, through 1999, the income value continued to increase, and three new initiatives were created. these included a Historic Preservation Ordinance, the Main Street Program, and the Staunton Downtown
Development Association. The second turning point in 2000 was represented by beginning a period of decline in the income value. Only one initiative, an award known as the Great American Main Street Award, occurred. The last turning point in 2010 initiated a period of increased income value. Between 2010 and 2020, the median household income of Staunton increased by more than $10,000. Seven new initiatives including grants, committees, a Comprehensive Plan, Design Guidelines, and historic district related events occurred.

<table>
<thead>
<tr>
<th>Period</th>
<th>Income</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-1979</td>
<td>Increase</td>
<td>5</td>
</tr>
<tr>
<td>1980-1989</td>
<td>Increase</td>
<td>11</td>
</tr>
<tr>
<td>1990-1999*</td>
<td>Increase</td>
<td>3</td>
</tr>
<tr>
<td>2000-2009*</td>
<td>Decrease</td>
<td>1</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase</td>
<td>7</td>
</tr>
</tbody>
</table>

Figure 5.102 – Staunton’s Income Trends & Initiative Totals from 1999-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Winchester Resources.

There is a correlation between the positive increase of the income value and the overall number of new initiatives. Overall, there are a total of 27 initiatives that were created between 1970 and through 2020. 26 of these initiatives were created during positive periods of growth. Additionally, there are three turning points within this city’s income history, two of which are periods of increase. Eleven initiatives represent the total number during the three turning points with ten of these initiatives occurring in positive turning point periods. Overall, with 96% of initiatives occurring during positive periods between 1970-2020, there is a correlation between increasing income and the existence of
new preservation and economic based initiatives. Positive periods represent over 80% of the study period.
Figure 5.103 – Staunton’s Income Trends & Preservation and Economic Initiatives from 1970-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Resources in Staunton, Virginia.
Figure 5.104 – Staunton’s Income Trends & Historic Districts from 1990-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and the Virginia Department of Historic Resources.
Winchester has the same number of turning points as Danville. The city has three turning points that occurred in 1980, 2000, and 2010 and two are positive turning point periods. Two of these turning points are within a year or two of a recession period.

Between 1970 and 1980, there is a gradual period of increase where the income value almost doubles. During this time, five new initiatives were created. These initiatives include the Jennings Revolving Fund, the creation of the Architectural Review Board, and the designation of the only historic district within the city. Following this period, the steepness of the increase changed to a sharper angle. This angle continues from 1980 to 1990 and from 1990 to 2000. Two initiatives, a NRHP historic district and the Virginia Main Street accreditation, were established between 1980 and 1990 while no initiatives were created between 1990 and 2000. The first turning point occurred in 2000.
when the income value trend changed from a sharp increase to a more plateau like shape. During this period, only one initiative, an input session with preservation as one of the topics, occurred. The final turning point, 2010, was the beginning of the steepest income trend in the data study period. Four new initiatives were created including a Comprehensive Plan, two financial rehabilitation/renovation incentive programs, and the National Main Street Accreditation.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Income</th>
<th>Number of Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-1979</td>
<td>Increase</td>
<td>5</td>
</tr>
<tr>
<td>1980-1989</td>
<td>Increase</td>
<td>2</td>
</tr>
<tr>
<td>1990-1999</td>
<td>Increase</td>
<td>0</td>
</tr>
<tr>
<td>2000-2009*</td>
<td>Increase</td>
<td>1</td>
</tr>
<tr>
<td>2010-2020*</td>
<td>Increase/Plateau</td>
<td>4</td>
</tr>
</tbody>
</table>

*Figure 5.106 – Winchester’s Income Trends & Initiative Totals from 1999-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Winchester Resources.*

**Overall, in the city of Winchester, there is a correlation between the number of initiatives and the overall increasing trend in the income value.** Out of a total of 12 initiatives created in the study period, all were created during positive trending periods for the median household income. Positive periods are 100% of the study period. A significant number occurred during one turning points that represented the most drastic increase in the data study period’s history of the median household income, which suggests a positive correlation.
Figure 5.107 – Winchester’s Income Trends & Preservation and Economic Initiatives from 1970-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and Various Resources in Winchester, Virginia.
Figure 5.108 – Winchester’s Income Trends & Historic Districts from 1990-2020. Data Courtesy of the U.S. Census Bureau, FRED Economic Data, and the Virginia Department of Historic Resources.
Conclusion

A majority of cities have shown a positive correlation between the number of positive initiatives created and the positive increase in the median household income over time. In four cities, a majority, meaning more than half and in most cases amongst the cities more than 55% of all initiatives created in the data study period of 1970-2020 were created in positive periods. Positive turning point periods make up an average of 88% of the overall study period in the study cities. Petersburg and Winchester are the two cities that did not have strong positive increases with a large number of initiatives. Petersburg had a decreasing period that had 43% of all initiatives created within the period. Winchester had an increasing/plateau period that represented 25% of all initiatives created. This period was counted as an overall positive period because the income value did grow, but the rate at which it grew was lower than in other periods within the study period.

<table>
<thead>
<tr>
<th>City</th>
<th>Total Initiatives</th>
<th>Total in Positive Periods</th>
<th>Number of Positive Periods (Years)</th>
<th>Percent of Initiatives in Positive Years/Turning Point Periods</th>
<th>Percent of Study Period with Positive Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>26</td>
<td>23</td>
<td>41</td>
<td>88%</td>
<td>80%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>9</td>
<td>9</td>
<td>51</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>37</td>
<td>21</td>
<td>41</td>
<td>56%</td>
<td>80%</td>
</tr>
<tr>
<td>Staunton</td>
<td>27</td>
<td>26</td>
<td>41</td>
<td>96%</td>
<td>80%</td>
</tr>
<tr>
<td>Winchester</td>
<td>12</td>
<td>12</td>
<td>51</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>111</td>
<td>91</td>
<td>179</td>
<td>88% (Avg.)</td>
<td>72% (Avg.)</td>
</tr>
</tbody>
</table>

Figure 5.109 – Conclusion Data for Income Trends & Preservation and Economic Initiatives in the Study Cities from 1970-2020.

The summary of the income data for the five study cities presents a correlation between rising income levels and the increase in preservation and economic based
incentives. This correlation could be explained by a number of factors including preservation is a part of raising income levels, preservation initiatives happen when people are feeling strong about their spending power, or people seek to regulate their cities when spending power increase.
CHAPTER SIX
CONCLUSION

This thesis looked at the potential for relationships between the creation of preservation and economic based initiatives and positive population, real estate value, employment rate, and income level trends in five small towns in Virginia in order to gain knowledge of the effects of these preservation and economic initiatives. By looking at population, employment, real estate, and income data in Danville, Fredericksburg, Petersburg, Staunton, and Winchester, some correlations were identified between an increase in the number of initiatives in times of success throughout these categories. While all cities do not demonstrate the same reactions to preservation initiatives, there are some patterns that emerge from the data.

The Four Category Conclusions

A summary of the important findings from the analysis chapter are:

<table>
<thead>
<tr>
<th>City</th>
<th>Percent of Initiatives in Positive Periods</th>
<th>Percent of Time in Positive Periods</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>7%</td>
<td>16%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>32%</td>
<td>33%</td>
</tr>
<tr>
<td>Staunton</td>
<td>66%</td>
<td>50%</td>
</tr>
<tr>
<td>Winchester</td>
<td>85%</td>
<td>83%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>58%</td>
<td>53%</td>
</tr>
</tbody>
</table>

Figure 6.1 – Population Category Initiative Totals & Turning Point Trends

A critical mass of preservation initiatives did not occur within positive turning point periods in the population data. The populations of these cities all begin, within the data period, at different levels and end within plus or minus 10,000 range of 33,000. Low values are just above 15,000 and the highest is just over 50,000. The increasing years of
Increased population accounts for 65% of the total study period. From 1960 to 2020, these five cities had between 14 and 40 initiatives created. In Danville, 7% of initiatives occurred in positive periods which accounted for 16% of the study period. In Fredericksburg, 100% of the initiatives occurred in positive periods which accounted for 100% of the study period. In Petersburg, 32% of initiatives occurred in positive periods which accounted for 33% of the study period. In Staunton, 66% of the initiatives occurred in positive periods which accounted for 50% of the study period. In Winchester, 85% of the initiatives occurred in 83% of the study period.

<table>
<thead>
<tr>
<th></th>
<th>Percent of Initiatives in Positive Years/Turning Point Periods</th>
<th>Percent of Study Period with Positive Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>35%</td>
<td>54%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>100%</td>
<td>86%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>86%</td>
<td>86%</td>
</tr>
<tr>
<td>Staunton</td>
<td>87%</td>
<td>86%</td>
</tr>
<tr>
<td>Winchester</td>
<td>100%</td>
<td>95%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>81% (Avg.)</td>
<td>81% (Avg.)</td>
</tr>
</tbody>
</table>

*Figure 6.2 – Employment Category Initiative Totals & Turning Point Trends*

A critical mass of preservation initiatives did occur within positive turning point periods in the employment data. From 1990-2020, these five cities had between 5 and 29 preservation and economic initiatives created. The unemployment rates for all cities follow the same trends of rising and falling with certain cities remaining higher than others. High points within the data tend to correspond to recession periods. Low unemployment rates within the cities reach above 14% while low rates are just above 2%. The decreasing periods of unemployment which represent positive periods account for average of 65% of the total study period for all five study cities. In three cities, Danville, Petersburg, and Staunton, more than 50% of initiatives occurred during positive turning
point periods which periods of a decreasing unemployment rate. Two cities, Fredericksburg and Winchester, had very small counts of initiatives during the employment data period. Both cities only had 5 initiatives created and therefore the sample is too small to draw conclusions.

<table>
<thead>
<tr>
<th></th>
<th>Percent of Initiatives in Positive Years/Turning Point Periods</th>
<th>Percent of Study Period with Positive Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>35%</td>
<td>54%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>100%</td>
<td>86%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>86%</td>
<td>86%</td>
</tr>
<tr>
<td>Staunton</td>
<td>87%</td>
<td>86%</td>
</tr>
<tr>
<td>Winchester</td>
<td>100%</td>
<td>95%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>81% (Avg.)</td>
<td>81% (Avg.)</td>
</tr>
</tbody>
</table>

*Figure 6.3 – Real Estate Category Initiative Totals & Turning Point Trends*

A critical mass of preservation initiatives did occur within positive turning point periods in the real estate data. From 1999-2020, these five cities had between 5 and 27 initiatives created. All cities had a generally positive trend in terms of the Fair Market Value with a unique period of rising and falling in 2008 and 2009 during and after the recession. The Fair Market Value for most cities began at or under 1.5 billion dollars and by the end of the study period, the study cities had a Fair Market Value of between approximately 1.8 billion dollars and 4.2 billion dollars. On average, positive turning point periods account for 78% of the study periods. Within these positive turning point periods, more than 75% of preservation economic initiatives were created in each study city.
A critical mass of preservation initiatives did occur within positive turning point periods in the income data for all cities except Petersburg. From 1970-2020, these five cities had between 9 and 37 initiatives created. All cities had a generally positive trend in terms of the median household income level with a unique period to the trend occurring between 1990 and 2009. All cities began the study period with a median household income between $5,000 and $10,000. By 2020, the end of the study period, this range is much larger. The cities ranged from just over $35,000 to almost $75,000. Positive turning point periods make up an average of 65% of the overall study period in the study cities. Within these positive turning point periods, more than 80% of all initiatives created by cities are within these periods.

These five cities have each instituted numerous initiatives that focus on revitalization through the preservation of the built environment and economic incentives. Below is a chart that summarizes the overall counts for program types in all five cities.

<table>
<thead>
<tr>
<th>City</th>
<th>Percent of Initiatives in Positive Years/Turning Point Periods</th>
<th>Percent of Study Period with Positive Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Danville</td>
<td>88%</td>
<td>80%</td>
</tr>
<tr>
<td>Fredericksburg</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>Petersburg</td>
<td>56%</td>
<td>80%</td>
</tr>
<tr>
<td>Staunton</td>
<td>96%</td>
<td>80%</td>
</tr>
<tr>
<td>Winchester</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>88% (Avg.)</td>
<td>72% (Avg.)</td>
</tr>
</tbody>
</table>

Figure 6.4 – Income Category Initiative Totals & Turning Point Trends
In order to conclude the which initiatives were most impactful, it was necessary to identify positive turning point periods that overlap through all categories in each city.

**The Major Program Conclusions**

*Main Street America & Virginia Main Street*

The initiation of the Main Street Programs, both the national and state organizations, are a small number in the data, because these are programs that are initiated once, then are an ongoing project. Cities may have multiple Main Street initiatives including program initiations that occur more than once or at a different level, state or national.

There are five initiatives that are created during a positive period in the city’s unemployment data. Danville’s Main Street initiative is associated with a positive period. Fredericksburg had only one initiative during this period, and it was created during a decrease in the unemployment (a positive period in the unemployment data). Staunton had one initiative created in 1995 when the unemployment rate was decreasing (a positive period in the unemployment data). Winchester had one initiative in 2020 when
the unemployment rate was increasing (a negative period in the unemployment data). This suggests that amongst all cities, there is little to no correlation between unemployment and the Main Street program. **This conclusion is due to the fact that there are few program initiatives to compare, and the totals are split between having a correlation with positive periods and correlating with negative periods.**

There are three instances of Main Street programs being started within the years for which real estate value data is available (1999-2020). Danville’s initiative is in 2016 when the real estate value trend plateaued. Fredericksburg’s one initiative in 2013 occurred during a period of increase in the FMV. Winchester’s one initiative was created in 2020 during a positive period in the city’s FMV rate. There is little correlation between the Main Street initiatives and the Fair Market Value. **Two out of the three Main Street Programs began during positive periods while one began during a neutral period.**

There are six Main Street initiatives within the income study period. Danville’s initiative occurred during a positive period in income levels when the greatest number of initiatives for the city were created. Fredericksburg’s Main Street initiatives occurred during two positive periods. Staunton’s initiative was created during a positive period that occurred from 1990 to 1999. Winchester’s initiatives were established during the second largest positive turning point period in the city’s income history. This suggests a correlation between income levels and the establishment of Main Street Program initiatives.

Overall, there is a correlation between the Main Street program and the creation of preservation and economic based initiatives as seen in the employment, real estate, and
income data. In the unemployment category, five out of five initiatives were created during positive periods. In the real estate category, two out of four were created during positive periods. In the income category, all six initiatives were created during positive periods. Some of the cities show greater correlation than others, but overall, the correlation is present.

The Main Street program initiatives do have a positive correlation with the data used in this study. Their success has been measured using additional metrics such as job creation, investment dollars, and number of businesses opened. These factors are briefly described in the context of the study cities in the appendix. This program has successfully revitalized and saved many small cities in Virginia and across the country. This program successfully demonstrates how not all economic measures of health can be used on all types of initiatives. This program functions differently than say the creation of a historic district or a Comprehensive Plan. The Main Street program incorporates numerous aspects of revitalization and community engagement to make small cities and counties economically healthy in order to create a strong sense of community for future generations.
Figure 6.6 – Main Street Initiatives with the Five Study Cities and Unemployment Data
Figure 6.7 – Main Street Initiatives with the Five Study Cities and Real Estate Data
Figure 6.8 – Main Street Initiatives with the Five Study Cities and Income Data
Historic Districts and Related Documentation

Historic District initiatives occur frequently within all five study cities for two reasons. The first reason is that as a whole, preservationists and other members of the cities have created many historic districts. The second reason is that historic districts can be nominated to the Virginia Landmark Register and the National Register of Historic Places. Each of these nominations has an initiative date even if the same material is submitted. Additional initiatives within this category are district updates and additional documentation for the districts.

In the employment data category time period, there are 33 historic district initiatives created. Danville had eleven initiatives created in 1993, 1997, 2003, 2004, 2014, 2017, and 2020. Five of the eleven originate in positive periods including 1997, 2014, and 2017. Fredericksburg had two initiatives created in 2001 and 2002. These were both created in negative periods for employment rates. Petersburg had 19 initiatives in 1990, 1991, 1992, 2005, 2006, 2008, 2009, 2012, 2017, and 2019. These initiatives occurred in three positive periods for employment rates. Nine initiatives out of 19 initiatives were created during these three positive turning points. Staunton had one initiative in 2018. This was during positive period. Winchester had no initiatives in the study period. In the unemployment category, fifteen initiatives occurred within positive data periods out of a total of 33 in the historic district category while positive periods make up on average 81% of the employment data study period.

In the real estate value data category, there were 25 historic district initiatives created. Danville had seven initiatives created in 2003, 2004, 2014, 2017, and 2020. All
of these periods are within positive periods. Three of the initiatives, however, are within a period that is more plateaued than increasing. Fredericksburg had two initiatives created in 2001 and 2002. These are in positive periods. Petersburg had 15 initiatives created in 2005, 2006, 2008, 2009, 2012, 2017, and 2019. Thirteen out of the fifteen initiatives were established within positive periods. Staunton had one initiative created in 2018; it occurred during a positive turning point period. Winchester had no initiatives created. **Overall, out of 25 total initiatives within the category, 21 occurred within positive periods of the real estate data. In the real estate category, positive periods make up approximately 62% of the entire study period.**

In the income level data category time period, there were a total of 53 historic district related initiatives created. Danville had a total of 10 initiatives created in 1972, 1973, 1980, 2003, 2004, 2014, 2017, and 2020. All ten initiatives were created during positive turning point periods. There was a total of two positive periods representing 41% of the data study period within the city’s history in the income category. Fredericksburg had a total of three initiatives created in 1971, 2001, and 2002. All three initiatives were created during positive periods. Petersburg had a total of 23 initiatives created in 1979, 1980, 1985, 1986, 2005, 2006, 2008, 2012, 2017, and 2019. Most of these initiatives, 52%, were created in positive periods. Staunton had a total of 15 initiatives created in 1971, 1972, 1979, 1980, 1982, 1983, 1984, 1985, and 2018. All 15 initiatives occurred within positive periods. There was a total of two positive periods. Winchester had two initiatives created in 1979 and 1980. These initiatives did not occur in positive turning
point periods. For all cities collectively, over 77% of initiatives were created during positive periods.

Overall, there is a correlation between historic district initiatives and positive trends in employment, real estate, and income. Historic districts and other related initiatives make up a large number of points within the data study periods. This allows for a large sample and spread of dates throughout most cities. Some cities, such as Winchester and Fredericksburg, do not have many historic districts dates and therefore the correlation would be smaller than cities with larger numbers of initiatives.
Figure 6.9 – Historic District Initiatives with the Five Study Cities and Unemployment Data
Figure 6.10 – Historic District Initiatives with the Five Study Cities and Real Estate Data
Figure 6.11 – Historic District Initiatives with the Five Study Cities and Income Data
Plans, Guidelines, Reports, Ordinances, etc.

This category of initiatives refers to city documents, organization documents, city laws, etc. that are written for the benefit of historic preservation. Plans include Comprehensive Plans, revitalization plans, and more. Reports mainly focus on Historic District Guidelines. Ordinances are in city code to limit and regulate preservation.

In the employment data category, there are a total of 17 initiatives created. Danville had eight initiatives in 1999, 2001, 2012, 2013, 2014, 2015, and 2016. Seven out of eight of Danville’s initiatives occurred in positive turning point periods. Fredericksburg has two initiatives in 2007 and 2015. One initiative occurred in negative period while the other was in a positive period. Petersburg had four initiatives in 2004, 2007, and 2014. Three initiatives were created during positive periods. One initiative was created during a negative period. Staunton had two initiatives in 2018. They were both created in positive periods. Winchester had one initiative in 2011 that was created during a positive period. Overall, there is some correlation between the employment data and this initiative category as 82% of initiatives were created in positive periods.

In the real estate value category, there was a total of 17 initiatives created in the study cities. Danville had eight initiatives created in 1999, 2001, 2012, 2013, 2014, 2015, and 2016. Five of the initiatives were established in the 2011 (positive periods for real estate value). Fredericksburg had a total of two initiatives created in 2007 and 2015. The initiatives were created in both a positive period and a negative period. Petersburg had a total of four initiatives created in 2004, 2007, and 2014. Three of the four initiatives were created in two positive periods. Staunton had a total of two initiatives created in 2018.
These two initiatives were created in a positive turning point period. Winchester had a total of one initiative created in 2011. **Overall, 41% of initiatives were created in positive periods.**

In the income level category, there was a total of 21 initiatives. Danville had nine initiatives in 1999, 2001, 2012, 2013, 2014, 2015, and 2016. Eight of these initiatives were created in positive periods. Fredericksburg had a total of three initiatives created in 2007 and 2015. Two initiatives were created in positive periods. Petersburg had a total of five initiatives created in 1973, 2004, 2007, and 2014. Two initiatives were created in a positive period while the other two were not. Staunton had a total of two initiatives created in 2018. These were created in a positive turning point period. Winchester had two initiatives created in 1974 and 2011. One was created in a positive period, and one was not. Overall, most cities had initiatives created during positive periods. All cities except Petersburg had a strong correlation. **71% of initiatives occurred in positive periods. Positive periods made up approximately 72% of the study period.**

Overall, there is a correlation between this category, plans, guidelines, etc., and positive periods in employment, real estate, and income. A number of initiatives created within this category corresponded to periods when large numbers of initiatives were created in cities.
Figure 6.12 – Plans, Guidelines, Etc. Initiatives with the Five Study Cities and Unemployment Data
Figure 6.13 – Plans, Guidelines, Etc. Initiatives with the Five Study Cities and Real Estate Data
Figure 6.14 – Plans, Guidelines, Etc. Initiatives with the Five Study Cities and Income Data
Organizations & Programs

Organizations and programs include local foundations geared towards preservation such as Historic Fredericksburg Foundation and Historic Petersburg Foundation. Programs include grant programs, incentive programs, or other preservation-based programs.

Within the study period of the unemployment data, eight organization and program initiatives were created. Danville had a total of two initiatives in 1999 and 2016. These occurred within positive periods: 1999 and 2016. Fredericksburg did not have any initiatives. Petersburg had three initiatives in 2003, 2008, and 2018. Two of these initiatives occurred within negative periods while only one was in a positive period. This one initiative was created in one of the largest initiative creation periods in the employment category for Petersburg. Staunton had one initiative in 1996. This occurred during a positive period. Winchester had two initiatives in 2014 and 2020. One initiative occurred in a positive period and the other was in a negative period. 75% of initiatives were created in positive periods which made up approximately 62% of the unemployment study period.

Within the study period of the real estate data, seven initiatives were created. Danville established two initiatives in 1999 and 2016. One initiative was created during a period of increase while the other was during a plateau period. Petersburg established three initiatives in 2003, 2008, and 2018. All three initiatives were created during increasing or plateau/increase periods. All of these periods had large numbers of initiative creation. Winchester established two initiatives in 2014 and 2020. Both initiatives were
created during two positive period. Out of a total of seven initiatives, four were created during positive periods. **This means that 57% of initiatives were created in positive periods which account for approximately 81% of the real estate study period.**

Within the study period of the income data, thirteen initiatives were established. Danville had two initiatives in 1999 and 2016. Two of the initiatives occurred during positive periods. Fredericksburg had one initiative in 1989. This did occur within a positive period. Petersburg had three in 2003, 2008, and 2018. Two initiatives were created in a negative period and the third was created in a positive period. Staunton had three initiatives in 1971, the 1980s, 1996. One initiative occurred in one positive period. Winchester had four initiatives in 1971, 1976, 2014, and 2020. Two initiatives were established within one positive period. Nine out of fourteen initiatives were creating within positive periods.

Overall, there is a strong correlation between the creation of initiatives, including organizations and programs, and all three data categories.
Figure 6.15 – Organization and Program Initiatives with the Five Study Cities and Unemployment Data
Figure 6.16 - Organization and Program Initiatives with the Five Study Cities and Real Estate Data
Figure 6.17 - Organization and Program Initiatives with the Five Study Cities and Income Data.
Other

The other category refers to initiatives that do not fit into other categories. These include grants, designations such as the Preserve America Community designation, and awards.

Within the study period of the unemployment data, seven initiatives were created. Petersburg had one initiative created in 2004. This corresponds to a positive trend and a positive turning point period. Staunton had five initiatives in 2002, 2013, 2015, 2016, and 2017. Three of these initiatives correspond to a positive turning point period while two correspond to negative trends. Winchester had one initiative in 2008. This corresponds to a positive turning point. Out of seven initiatives, five are associated with three positive turning point periods. This shows a little to some correlation as the sample is overall small compared to other categories.

Within the study period of the real estate data, seven initiatives were created. Petersburg had one initiative created in 2004. This corresponds to a positive turning point period with a sizable number of other preservation initiatives created. Staunton had five initiatives in 2002, 2013, 2015, 2016, and 2017. Four out of the five initiatives were created during positive turning point periods. Winchester had one initiative in 2008. It was created during a positive turning point period. Overall, all but one initiative in this category were created in positive turning point periods. There is a total of five turning point periods that these initiatives correspond to.

Within the study period of the income, eight initiatives were created. Petersburg had one initiative created in 2004. This occurred during a negative period and therefore,
does not correlate. Staunton had six initiatives in 1983, 2002, 2013, 2015, 2016, and 2017. Four of these initiatives were created during two positive turning points. The other two were either in periods of decreasing income or a non-turning point period. Winchester had one initiative in 2008. This was created during a positive turning point period. Overall, there is a little to some correlation between this category and the trends of the employment, real estate, and income categories. The sample, like the plans category, is small and makes correlation analysis difficult.

Overall, there is some correlation between each of the major programs and the creations of initiatives. Some cities see more correlation with some categories more so than others. The more initiatives created, the more analysis and correlation comparison can be made. Categories such as Main Street and Plans are difficult to analyze because the samples are small per category and even smaller per city.
Figure 6.18 – Other Initiatives with the Five Study Cities and Unemployment Data

Unemployment in Study Cities

- Darville
- Fredericksburg
- Petersburg
- Staunton
- Winchester
- State

Unemployment Rate (%)


Figure 6.19 – Other Initiatives with the Five Study Cities and Real Estate Data
Figure 6.20 – Other Initiatives with the Five Study Cities and Income Data
Turning Point Conclusions

Danville did not have any periods that were positive periods for all categories due to its decreasing population which occurs throughout most of its history and therefore, represents negative periods. Fredericksburg has two periods of all positive economic health metrics: 2003-2005 and 2013-2015. During these two periods, a Comprehensive Plan and the Main Street program were established. Petersburg’s positive periods overlapped between 2013 and 2018. During this six-year period, one historic district, two plans, and one grant program were established. Staunton’s positive periods across categories occurred from 2010-2018. During this time, one historic district, two plans, two grants, and one committee meeting were established. Winchester had two periods of all categories showcasing positive economic health: 2003-2005 and 2011-2018. During these two periods, one plan and one economic incentive were created. By summarizing the turning points of each category per city and identifying overlapping periods, the breakdown of the initiatives created during each cities’ growth periods can be analyzed. There are a total of six plans, one Main Street program, two historic districts, three grants, one committee initiative, and one economic incentive. The number of initiatives in each of these categories represent a consistent ratio to the overall count of all categories. For example, the Plans category and the Historic Districts category make up many total initiatives and within this summary, they also make up a majority. Main Street programs and historic districts were commonly created in other periods. While these findings represent an overarching conclusion, all cities saw periods of increase and
decrease through all categories correlating to the creation of all types of preservation and economic based initiatives at different periods in their histories.

**Conclusion**

The strongest correlations in this study are within the real estate, unemployment, and income data. The strongest correlation within the initiative categories is found in the Main Street Programs category and the historic districts. Though this study does define a cause-and-effect relationship of positive change and preservation initiative within these communities, there are some correlations between positive trends in income level rate of increase. Overall, some correlations are positive, and some are negative.

<table>
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<th>Initiative Categories</th>
<th>Employment</th>
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<th>Income</th>
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<tr>
<td><strong>Main Street Programs</strong></td>
<td>1.21</td>
<td>1.23</td>
<td>1.39</td>
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<tr>
<td><strong>Historic Districts &amp; Related Documentation</strong></td>
<td>0.55</td>
<td>1.35</td>
<td>1.07</td>
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<td><strong>Plans, Guidelines, Etc.</strong></td>
<td>1.32</td>
<td>0.51</td>
<td>0.99</td>
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<td><strong>Organizations &amp; Programs</strong></td>
<td>1.21</td>
<td>0.70</td>
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<tr>
<td><strong>Other</strong></td>
<td>1.15</td>
<td>1.05</td>
<td>0.86</td>
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</table>

*Figure 6.22 – Summary of All Initiative Categories*

The chart above demonstrates a summary of the initiative categories. This data was created from the employment, real estate, and income data charts. The positive initiatives within positive periods column was divided by the overall positive periods to the study period percentage column. This number summarizes if preservation initiatives disproportionately fall in periods of positive employment, real estate, or income trends. If the number is one, it means that the preservation initiatives are spread proportionally in positive periods and negative periods. A number below one indicates that preservation
initiatives occurred more often (proportionally) in negative periods for employment rates, real estate values, or income measures. This means that there is a ‘negative correlation’ between preservation initiatives and positive changes to employment, real estate, and income values. If the number is above one, it indicates that preservation initiatives began disproportionately in periods of positive trends for the economic health indicators. For the study, the numbers fall between 0.51 and 1.39. A negative correlation is seen in red. If the number is between 0.90 and 1.1, there is some correlation as seen in green. If the number is between 1.12 and 1.35, there is a strong correlation as seen in blue. Looking at the chart, the Main Street Programs are the only initiatives that began disproportionately in positive periods across all the economic measures. There is, therefore, the strongest correlation between economic health and the Main Street Program initiation. Positive employment periods are most consistently correlated with preservation initiatives. The initiation of Main Street Programs, Plans, Guidelines, etc., and organizations and programs disproportionately fall within positive employment periods. Historic Districts and related documentation projects, however, disproportionately fall within periods of negative employment growth.

Many outside forces beyond this field of study impact the positive and negative periods of a community. These outside forces include city government leadership, elections, current events, state politics, and can affect population, employment, real estate, and income. Additionally, understanding the amount of time these programs take to show their benefits or lack thereof is crucial to understanding how they influence a city. Future research can expand on these correlations to better understand questions such
as how long it takes to see visible results of these initiatives or what other factors
influence their success. Additionally, using more factors and possibly creating new ones
can lead to a larger understanding of the impacts of preservation and economic initiatives
in small cities. The factors or indicators within this study revolved around population,
unemployment, real estate, and income. Additional factors that could also be presented as
economic health metrics include commercial income trends, commercial occupancy rates,
the number of rehabilitation tax credit applications/projects, and more. By studying this
correlation of preservation and economic initiatives to economic health indicators, there
is the possibility to influence positive change in the revitalization of cities through
initiatives.

Understanding the correlation between preservation and economic initiatives is
the key behind understanding how they affect cities and counties. It can potentially help
to set expectations about where they can hope to see results and know what to monitor to
best chart program success. For example, reservation initiative proponents should not
look to changes in population as they promote the potential impacts of their preservation
initiatives, no look to the data to substantiate the impact of their work. Preservation
initiatives might be able to gain insight into performance of their programs based on
employment rates, though the question of causation vs correlation comes into play when
using employment as a metric to evaluate the success of preservation initiatives. This full
understanding of the programs and the direct affect can eliminate the need for extensive
periods of trial and error and help cities reach revitalization through preservation more
quickly to help preserve the built environment and the history of small cities in Virginia and the United States of America.
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APPENDICES
Appendix A

Preservation and Economic Timelines of the Study Cities

A.A1 - Danville Preservation and Economic Timeline

<table>
<thead>
<tr>
<th>Date</th>
<th>Initiative</th>
<th>Source</th>
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<tr>
<td>1972</td>
<td>Old West End Historic District (VLR)</td>
<td>OWE Design Guidelines p. 1-3</td>
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<td>1973</td>
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<td>1980</td>
<td>Danville Tobacco Warehouse and Residential District (VLR)</td>
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<td>Old West End Design Guidelines</td>
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<td>2020 Comprehensive Plan</td>
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<td>North Danville Historic District (VLR)</td>
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<td>Old West End Rental District Study</td>
<td>Old West End Revitalization Strategy</td>
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<td>Old West End (Rental District) Master Plan/ River District Design Guidelines</td>
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<td>2030 Comprehensive Plan</td>
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<td>2016</td>
<td>Danville Neighborhood Development Corporation</td>
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<td>2016</td>
<td>Danville Residential Analysis</td>
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<td>2016</td>
<td>Virginia Main Street Program established</td>
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<td>Danville Historic District Additional Documentation</td>
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<td>Strategic Plan (2021-2024)</td>
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<td>Mission 180: Repair-Rebuild-Revitalize</td>
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### A.A2 - Fredericksburg Preservation and Economic Timeline

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<tr>
<td>1955</td>
<td>Historic Fredericksburg Foundation</td>
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<td>1960s</td>
<td>Easement Program (dissolved in late 1970s); funded Revolving Fund</td>
<td>Historic Fredericksburg Foundation Website</td>
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<td>1968</td>
<td>First Historic District Ordinance</td>
<td>Comprehensive Plan, p. 8-6</td>
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<td>1971</td>
<td>Fredericksburg Historic District (Virginia Landmarks Register) established</td>
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<td>1971</td>
<td>Fredericksburg Historic District (National Register) established</td>
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<td>1980s</td>
<td>Main Street Program (failed)</td>
<td>Discussion with City Official</td>
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<td>1989</td>
<td>Historic Fredericksburg Foundation, Inc. Marker Program</td>
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<td>2001</td>
<td>Washington Avenue Historic District (Virginia Landmarks Register) established</td>
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### A.44 - Staunton Preservation and Economic Timeline

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### A.A5 - Winchester Preservation and Economic Timeline

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Appendix B

Additional Images

A.B1 - Annexation Map of Fredericksburg, Virginia from the City of Fredericksburg Website.
A.B2 - Annexation Map of Staunton, Virginia from the City of Staunton Comprehensive Plan, 2018-2040.
Appendix C

An Analysis of the Main Street Program in the Five Study Cities

Introduction

The Virginia Main Street Program has collected data for its designated cities (along with several others) over time to track growth and decline in economic areas. The program has data from 1985 to the present for two cities: Petersburg and Winchester. Fredericksburg has data from 1990 and 2013-present. Staunton has data from 1995-present. Danville has data from 2001-2006 and 2016-2020. Categories of data collected include total private investment ($), total private investment ($), total private investment ($)(adjusted for CPI), total number of private investment projects, total public investment ($), total public investment ($)(adjusted for CPI), total number of public investment projects, total number of businesses open/expanded/retained, number of businesses closing, jobs loss, net business growth, net job growth, volunteer hours, total budget, total budget (adjusted for CPI), and CPI index value. Due to the fact that a Main Street Program involvement was a criterion for city or county selection, the data collected by Virginia Main Street Program and the Department of Housing and Community Development gives a specific look at the five study cities.

Data Presentation & Analysis

Since employment, real estate, income, and population were categories that were represented by other data, the categories of the Main Street dataset that are discussed

include private investment ($), public investment ($), number of businesses opened/expanded/retained, and number of businesses closed. The data was not collected for all cities for all years between 1985 and 2020. In the appendix, there is a graph which shows the years that cities had data collected vs when cities did not.

*Investments into Main Street Communities*

The number of public and private investment dollars is important to chart due to the fact that this is how preservation is funded. The private investment data is charted first below. The low point of private investment is 0 dollars with a high point of $72,812,200 dollars. Cities such as Fredericksburg and Petersburg do not have an extreme amount of growth in investment or points of high investment within the cities’ histories. Staunton, Winchester, and Danville, while a majority of their investments were in comparable size to that of Fredericksburg and Petersburg, these cities also had several spikes in investments. Staunton’s investment amounts stayed below 10,000,000 million.
dollars but in 2005, a total of 18,140,873 dollars were privately invested. In Winchester, investments also stayed below 10 million dollars except in 2008 when the investment total was over 32 million dollars. The city had investments that were larger than over the entire period but smaller than this singular time. These investments occurred after 2008 and prior to 2015. Danville also had a similar trend with a high investment point occurring in 2017 with a total of over 26 million dollars being invested.

Public investment began later than private investment within the study cities. The first public investments recorded by the Main Street Program in the study cities occurred in 1996 in Staunton. Staunton and Winchester had extreme points of investment specifically between 2000 and 2010. Large public investments occurred every two to three years in Staunton. This highest point occurred in 2019 with an investment of more than 18 million dollars. Winchester had a similar pattern with large investments occurring every one to three years. The largest investment was in 2009 at $21,002,800. Danville,
Petersburg, and Fredericksburg all investments that were less than 5,000,000 dollars. Danville had an influx in investment after 2015 and before 2020. Fredericksburg had a small burst of investment between 2004 and before 2010. Petersburg has no public investment dollars within the data set.

Keeping business within a city, especially smaller cities like the study cities, is important in order to keep financial growth within a downtown and to encourage shopping in the downtown environment. Beginning in 1985, Petersburg and Winchester had fluctuations in the number of businesses. In the mid-1990s, Staunton and Winchester were following similar upward trends of having over 25 businesses. Danville had some growth in businesses in the early 2000s. Fredericksburg followed after 2005 and prior to 2014. Danville had a spike in business count between 2015 and 2020.
Overall, Staunton had a defined up and then down pattern that continued from the late 1990s until 2020. The city retained the greatest number of businesses over time. Winchester was closely behind Staunton over the whole period.

Determining the number of businesses that have closed is important in order to see what adjustments or incentives need to be created in order to retain these foundational portions of Main Streets and cities themselves. Similarly, to the businesses opened, expanded, or retained category, Winchester and Staunton had the top number of businesses. Staunton had a spike that is additionally found in the previous chart in 1996. The city’s lowest point occurred in 2003 when no businesses closed and a high point in 1996 with 19. High periods of business closer occurred in the 1990s and after 2015. Winchester followed a similar pattern as it did in the previous chart. The maximum number of businesses closed was 18 and the minimum was 0. Danville had a spike in the number of closed businesses in the same period when it had an increase in the number of businesses.

![Businesses Closed in Study Cities](image)

*Figure A.C4 – Closed Businesses in Study Cities from 1985-2020. Data Courtesy of Virginia Main Street Program.*
opened, expanded, or retained. The spike brought the count to 11 in 2006. After 2015, the total was less than four. Fredericksburg had a period of decline in businesses following the peak period of businesses that were opened, expanded, or retained. Data began in 2013 and ends in 2020. The high point was 2015 with 13 closed businesses and the low was 3 in 2018.

Conclusion

In the analysis of these four categories of the Main Street data set, Winchester and Staunton demonstrate the most presence and change over the 35-year period. These two cities have the highest points and lowest points along with dramatic changes over time. Fredericksburg has significant changes after 2013 when the Main Street program is reinstated. Danville and Petersburg do not show as much change as the other study cities.

Overall, the Main Street Program in Virginia plays a key role in assisting communities in revitalization and preservation and in collecting data to help interpret the change in an analytical perspective. These four charts are only a sample of the data set that VDHC maintains and continually adds to over time. These categories and the data itself allow for analysis into the periods of growth and decline which can assist in making decisions on further developing and revitalizing small cities in the state of Virginia.
### Appendix D

**Additional Charts**

#### A.D1 - Main Street Data Collection Periods

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