

**Conveying Historic Stonewall Jackson Campus to
Cabarrus County and Selling Adjacent Surplus
Property Would Ensure Preservation and Be State
Revenue Neutral**



**Final Report to the Joint Legislative
Program Evaluation Oversight Committee**

Report Number 2020-03

April 13, 2020



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John W. Turcotte
Director

April 13, 2020

Senator Brent Jackson, Co-Chair, Joint Legislative Program Evaluation Oversight Committee
Representative Craig Horn, Co-Chair, Joint Legislative Program Evaluation Oversight Committee

North Carolina General Assembly
Legislative Building
16 West Jones Street
Raleigh, NC 27601

Honorable Co-Chairs:

The Joint Legislative Program Evaluation Oversight Committee's 2019–20 Work Plan directed the Program Evaluation Division to identify legislative options for disposal of the Stonewall Jackson Manual Training and Industrial School historic campus in Cabarrus County in ways that would ensure historic preservation.

I am pleased to report that the Department of Public Safety, Department of Natural and Cultural Resources, Department of Administration, and Cabarrus County cooperated with us fully and were at all times courteous to our evaluators during the evaluation.

Sincerely,

A handwritten signature in black ink, appearing to read "John W. Turcotte".

John W. Turcotte
Director



PROGRAM EVALUATION DIVISION

NORTH CAROLINA GENERAL ASSEMBLY

April 2020

Report No. 2020-03

Conveying Historic Stonewall Jackson Campus to Cabarrus County and Selling Adjacent Surplus Property Would Ensure Preservation and Be State Revenue Neutral

Summary

In 1907, the General Assembly established the Stonewall Jackson Manual Training and Industrial School. Located three miles from Concord and 16 miles northeast of Charlotte, the School initially served as a facility to house troubled youth who had committed minor offenses.

Manual Training School operations have given way to the Department of Public Safety's (DPS's) Stonewall Jackson Youth Development Center (YDC). The YDC is situated on nearly 800 acres of state property and serves the most serious youth offenders. Current operations use modern facilities, leaving the School's original buildings abandoned.

The original Stonewall Jackson Training School site is significant because of its history and architecture. Its historic significance has earned the property designation in the National Register of Historic Places. The historic district designation covers 71 acres and 50 buildings.

Despite the Training School's historic value, most of its buildings have been condemned and recommended for demolition, which the State Construction Office estimates would cost the State \$3.8 million. The original buildings have been neglected and fallen into a dilapidated state. However, an option exists to restore and preserve the historic buildings.

Conveying a portion of the Historic Stonewall Jackson campus to Cabarrus County and selling related surplus property reduces the State's liability and can ensure the rehabilitation and preservation of the historic campus. This disposal strategy requires the General Assembly to take several actions:

- subdivide the historic district and convey it to Cabarrus County under covenants and easements that ensure historic preservation;
- direct DPS to modify the perimeter fence line of the current YDC;
- direct the sale of unoccupied surplus property; and
- consider whether to subdivide and permanently convey the portion of the property currently being leased by the county for use as a park.

Purpose and Scope

The Joint Legislative Program Evaluation Oversight Committee's 2019–20 Work Plan directed the Program Evaluation Division to identify legislative options for disposal of the Stonewall Jackson Manual Training and Industrial School historic campus in Cabarrus County in ways that would ensure historic preservation.

The site of the historic campus is one part of a larger site allocated to the Department of Public Safety to support the currently operational Stonewall Jackson Youth Development Center (YDC), which is operated by DPS's Adult Correction and Juvenile Justice section. Juveniles committed to YDCs are the most serious youth offenders in the state.

In 1984, the State nominated 50 buildings and nearly 70 acres associated with the historic campus for designation by the National Register of Historic Places for their architecture and contribution to the history of juvenile justice system reform. However, the historic campus has long since been abandoned; its buildings are dilapidated and have mostly been condemned, resulting in an eyesore for the nearly 6,000 commuters who pass by the campus every day. Nevertheless, the Register designation and historic value of the campus remain.

This report is unlike most Program Evaluation Division reports that provide findings and recommendations relative to the evaluation of a program or the operation of a government function. Because the Work Plan specifically directed the Division to identify legislative options for disposing of the Stonewall Jackson School campus in Cabarrus County in ways that would ensure historic preservation, this report does not present findings or recommendations. Instead, it provides background on the property and its operations; a detailed description of the various sections of the site and their current and potential uses; and an option for disposal of both historic and surplus property that ensures opportunities for rehabilitation and preservation, avoids future state costs, and generates revenue.

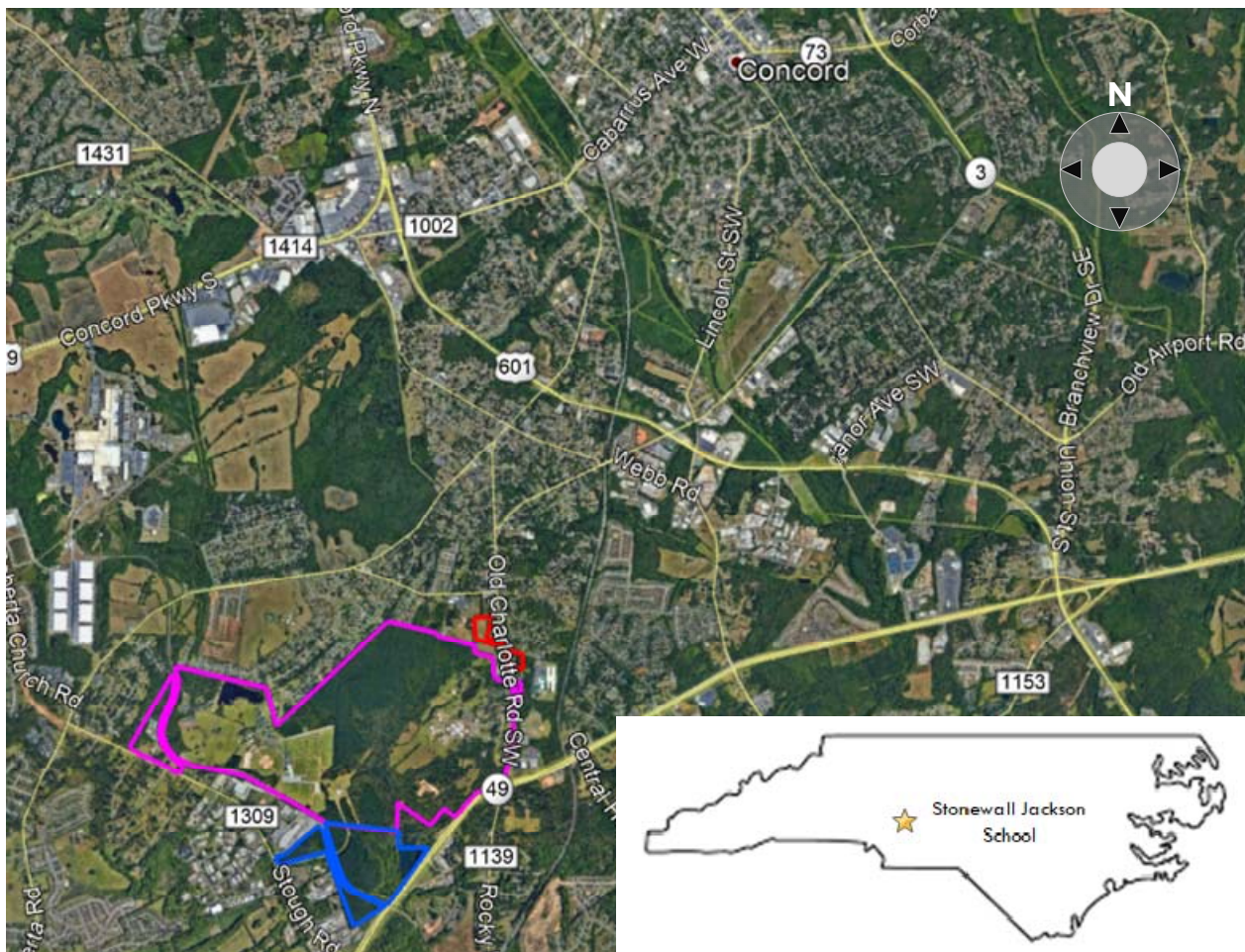
The Program Evaluation Division collected and reviewed data and information from several sources including

- parcel and building information from the State Property Office and Cabarrus County;
- data from the State Construction Office on facility condition;
- site visits for the purpose of making building observations and condition assessment;
- interviews and data requests with the Department of Public Safety's (DPS's) Juvenile Justice section on Youth Development Center operations and property dispositions;
- records, interviews, and site visits with State Historic Preservation Office staff related to historic designation and opportunities for rehabilitation and preservation offered by the property and its buildings;
- interviews with county leadership, DPS, the Department of Natural and Cultural Resources, UNC-TV, and historic property subject matter experts and staff to identify disposal options; and
- review of General Statutes related to real property disposal and requirements for the preservation of historic resources.

Background

In 1907—by act of the General Assembly—the State established the Stonewall Jackson Manual Training and Industrial School. The facility is located 16 miles northeast of Charlotte and 3 miles south of Concord in Cabarrus County and is situated at the crossroads of Old Charlotte Road and Highway 49. Exhibit 1 shows the location of the School within the state and relative to Concord. The School opened its doors in 1909 and initially served as a facility to house troubled youth who had committed minor offenses, which included truancy, running away from home, or simply undisciplined or unruly behavior. For many children who grew up in North Carolina during the early part of the 20th century, the School was used as a threat for poor behavior. In many cases the School also essentially served as a foster home or orphanage.

Exhibit 1: Stonewall Jackson Youth Development Center Is Located Northeast of Charlotte and Three Miles from Concord



Source: Program Evaluation Division based on information provided by the State Property Office.

The Stonewall Jackson Manual Training and Industrial School housed residents and provided academic and vocational programming. At its peak during the 1920s, the School housed as many as 550 students and maintained both academic and vocational programs. Academic programs were staffed by certified teachers and supplemented with a library including visual aids and other resource materials that afforded children

committed to the School with the opportunity to receive a basic education. Vocational programs provided training in shoe-making, printing, barbering, and textiles, and the School also included a machine shop. In addition, students had the opportunity to learn modern agricultural techniques by maintaining the fields and cattle herds at the School farm that fed the student population.

The Stonewall Jackson Training School is significant because of its history, architecture, and natural features. From a historic perspective, the Stonewall Jackson Training School marked a shift in public policy and juvenile justice practices. During the early 1900s the dominant mode of dealing with youth who had committed any offense was through punishment. The prevailing thought was that wayward boys headed towards degraded careers or lives of crime should be placed into an institutional setting and treated like adult criminals. The Stonewall Jackson Training School was the State's first juvenile-specific detention facility and marked a shift from an institutional criminal model to one in which young offenders were given a chance at rehabilitation through treatment and education.

Further, the architecture on the campus is notable because many of the buildings and structures were designed by North Carolina architect Louis H. Asbury. Asbury was one of Charlotte's first architects of renown and was the first North Carolinian to be a member of the American Institute of Architects. During his time as a member, Asbury played a significant role in the development of the organization within the state. Asbury was known for his Tudor designs and for his use of Neo-Gothic and Colonial Revival elements in his structures. Most of his structures were designed in the Colonial Revival architectural style and are highly regarded as part of North Carolina's architectural heritage.

In addition to its historical and architectural significance, a portion of the historic Stonewall Jackson Training School site is also a Natural Heritage Area. This designation stems from the site's unique geologic and botanical features. The historic Stonewall Jackson Training School campus is situated on the Concord Ring Dike, a complete ring nearly twenty miles in size composed of the mineral syenite which is exposed on the site as large boulders and flat outcrops. The site also includes one of the largest known populations of *Portulaca smallii*, a rare succulent plant that only grows on a few rock outcrops in North Carolina.

Over time, the historic campus and its buildings have given way to more modern facilities that support the currently operational Stonewall Jackson Youth Development Center and Cabarrus County Juvenile Detention Center. The Stonewall Jackson Youth Development Center (YDC)—which includes the Cabarrus County Juvenile Detention Center—is one of four YDCs operated by the Division of Juvenile Justice within the Department of Public Safety. In contrast to the population served by the original School, youth development centers are designed to serve the most serious youth offenders. Residents at the Stonewall Jackson YDC are juveniles adjudicated for violent or serious offenses or who have a lengthy history of delinquency.

While being detained, juveniles at Stonewall Jackson YDC are assigned to a service planning team that includes a social worker, a licensed mental health clinician, a court counselor, and an educator. Each team conducts a service planning meeting within 30 days of admission and develops an individualized service plan for each resident that identifies goals, means of achieving goals, and ways to measure progress toward goal attainment. Service planning teams continue to meet every 30 days at a minimum to review progress and adjust plans as needed. Treatment programming is offered through a therapeutic Model of Care that is based on principles of effective programming drawn from research literature on juvenile offenders. While at the YDC, detainees also may enroll in Career and Technical Education courses, such as Microsoft and PowerPoint, Entrepreneurship I, Personal Finance, Career Management, Horticulture, Principles of Family and Human Service, Business Management, and Principles of Business and Finance.

Description of Property and Operations

The Current Stonewall Jackson YDC and historic campus are located on nearly 800 acres, which includes facilities that support current YDC and JDC operations, vacant and condemned historic buildings that once supported the historic Stonewall Jackson Training School, a county park, and acres of surplus land. To understand the relevance of the current Stonewall Jackson YDC and historic Stonewall Jackson Training School as well as options for the disposal of property to restore and preserve historic buildings, it is necessary to have an understanding of the parcels and buildings that make up the site. Exhibit 2 shows each of the parcels that make up the land allocated to the Department of Public Safety (DPS) to support the current Stonewall Jackson YDC and also serve as the site of the historic Stonewall Jackson campus.

Exhibit 2: Four Parcels—Totaling Nearly 800 Acres—Are Allocated to DPS to Support the Current Stonewall Jackson Youth Development Center and Represent the Site of the Historic Campus



Source: Program Evaluation Division based on information provided by the State Property Office and county tax records.

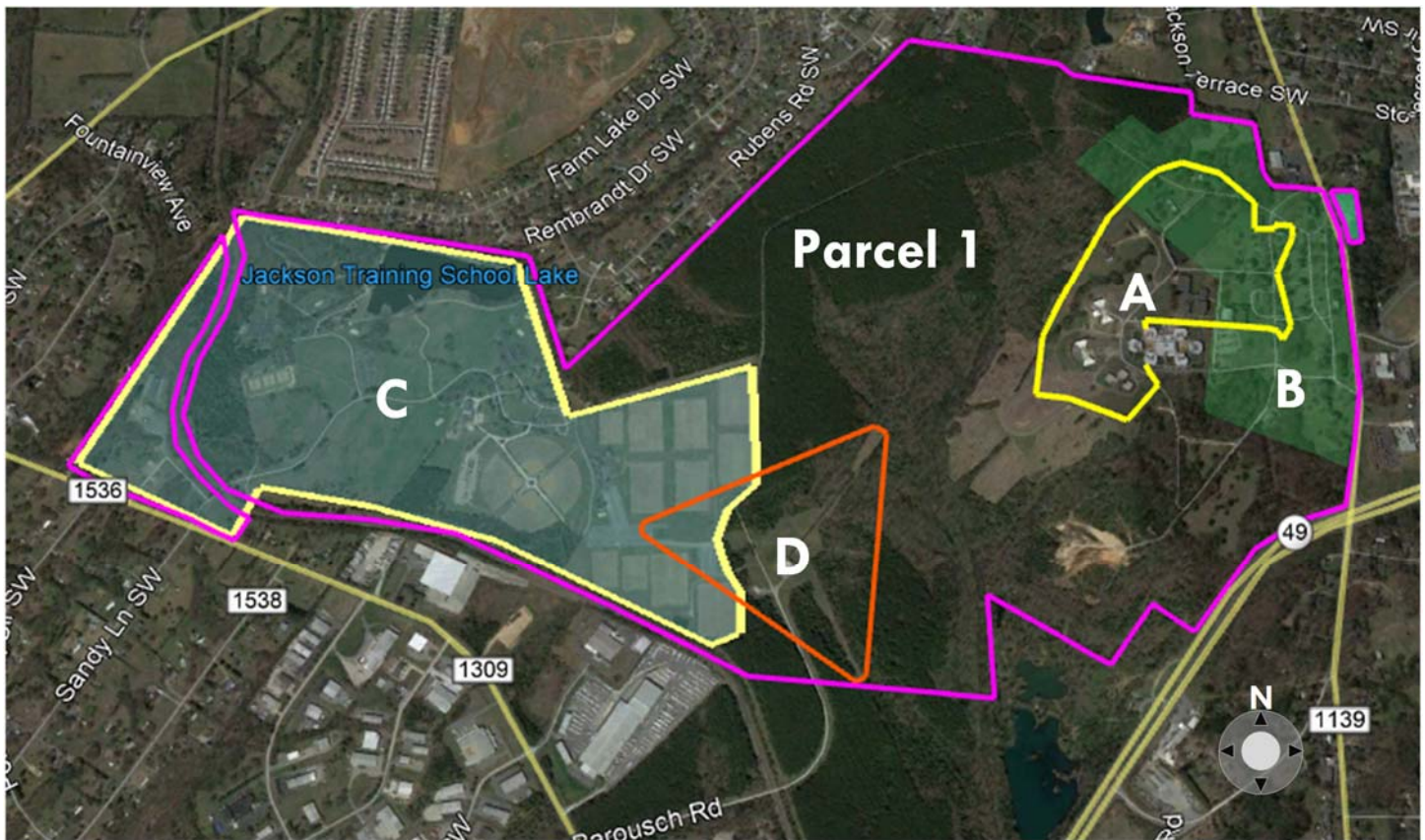
- **Parcel 1 (654 acres)** is the central and largest parcel and is subject to the most concentrated use as it contains a county park, the current Stonewall Jackson YDC, and the historic Stonewall Jackson Training School campus.
- **Parcel 2 (113 acres)** is the second largest parcel allocated to DPS and contains an abandoned rock quarry.
- **Parcels 3 (27 acres) and 4 (4 acres)** are smaller residential lots that do not border any of the other parcels that make up the Stonewall Jackson site.

Because the four parcels are individually unique in terms of their use, buildings and architecture, and natural features, and because they represent separate allocations to DPS, the sections below provide more in-depth description and details about each parcel and its features, structures, and operational status.

Parcel 1

Parcel 1 is nearly 654 acres and supports the current Stonewall Jackson Youth Development Center in addition to containing the historic Stonewall Jackson Training School campus, a county park, and property allocated to the University of North Carolina's General Administration (UNC-GA). Exhibit 3 shows Parcel 1 in its entirety and details how its different sections are allocated.

Exhibit 3: Main Parcel (1) is the Largest on Site and Supports State and County Operations in Addition to Being the Location of the Historic District



Source: Program Evaluation Division based on information provided by the State Property Office, county tax records, and the Department of Public Safety.

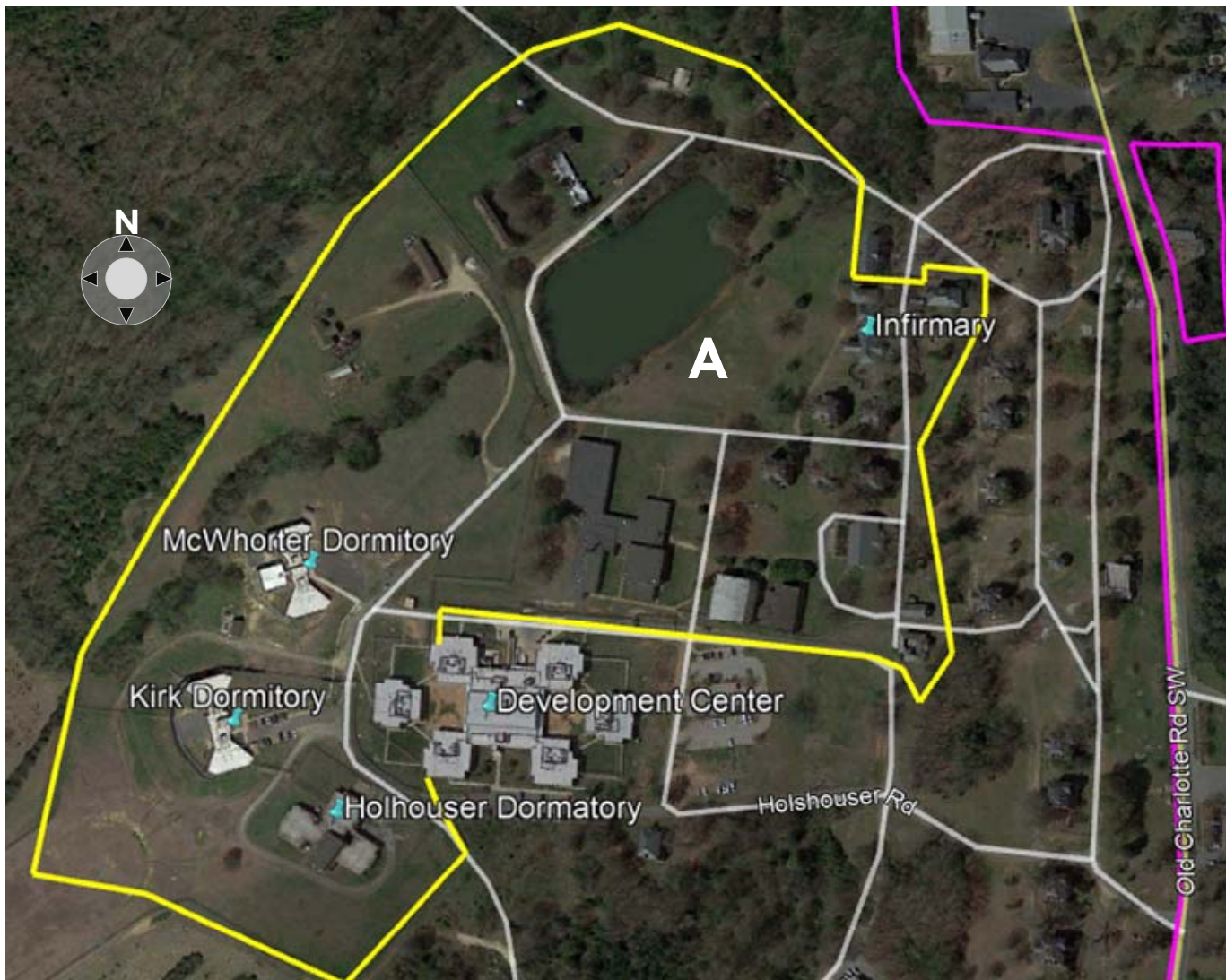
Parcel 1 has four unique sections. Section (A) supports current Stonewall Jackson YDC operations and is identified by the yellow border that marks the perimeter fence line of the facility. The area highlighted in green is Section (B) and represents the historic Stonewall Jackson campus. Section (C) includes the county park that is leased by Cabarrus County from the State; it is outlined in yellow and highlighted in blue. Lastly, the area outlined in orange (D) shows the portion of Parcel 1 that is allocated to UNC-GA. A more detailed description follows for each section of Parcel 1.

Parcel 1, Section A.

The Stonewall Jackson Youth Development Center (Stonewall Jackson YDC) and Cabarrus County Juvenile Detention Center (JDC) operates on 58 acres. Exhibit 4 shows a closer view of the area of Parcel 1 occupied by the YDC and JDC, bounded by the perimeter fence outlined in yellow. At present, the facility maintains capacity for 128 YDC residents and 30 JDC residents.¹ In Fiscal Year 2018–19 the average daily populations of the YDC and JDC were 107 and 26 residents, respectively. In addition to the residents that occupy the facilities are their staff; in Fiscal Year 2018–19 a total of 257 full-time equivalent positions were responsible for administration, security, and operations of the centers. Staff and residents are supported across five different buildings.

¹ Juvenile Justice is currently in the process of converting 32 Youth Development Center beds into Juvenile Detention Center beds to respond to the increased need for detention beds precipitated by the implementation of Raise the Age legislation. This conversion should be completed within the next few months but will not change the overall number of beds available at the facility.

Exhibit 4: Stonewall Jackson Youth Development Center and Cabarrus County Juvenile Detention Center Operate on 58 of the Site's 800 Acres and Support Staff and Residents Across Five Buildings



Note: In addition to the five main buildings identified on the map that support YDC operations, there are storage and mechanical facilities not shown.

Source: Program Evaluation Division based on information provided by the State Property Office and the Department of Public Safety.

Reforms to juvenile justice law could result in a need for expanded Youth Development Center operations. Effective December 1, 2019, 16-year-old and 17-year-old individuals who commit crimes in North Carolina will no longer automatically be charged in the adult criminal justice system.² This change has become known as “Raise the Age” and, as a result, DPS projects 8,673 new juveniles age 16 and 17 will enter the juvenile justice system in 2020. In response, the Division of Juvenile Justice is planning for 211 new detention center beds. The new Rockingham YDC facility is slated to serve the incoming Raise the Age population but is not expected to be operational prior to 2022. As the Division continues to

² Session Law 2017-57, Juvenile Justice Reinvestment Act and Session Law 2019-186, Raise the Age Modifications.

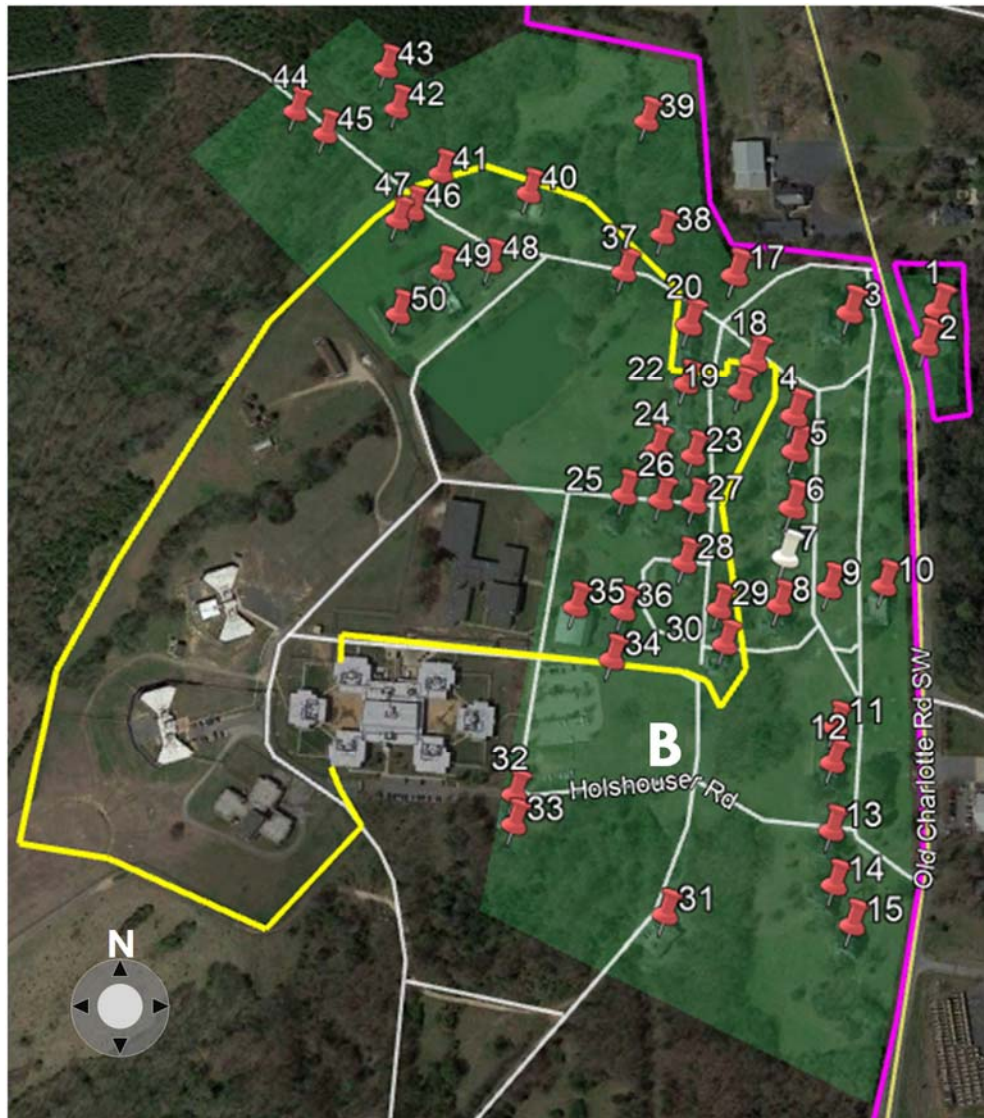
study and monitor the effects of this legislation, the need may arise to renovate or construct facilities. However, Juvenile Justice has stated it does not plan to alter the purpose or mission of Stonewall Jackson YDC within the next one to two years.

Parcel 1, Section B.

The Stonewall Jackson Training School historic district is made up of 50 buildings, structures, and features—all classified under certification of the National Register of Historic Places—that have mostly been abandoned and left in a state of dilapidation and disrepair. Because of the campus's architecture and history, it is listed on the National Register of Historic Places as a Historic District.³ In total, the Stonewall Jackson historic district constitutes 50 buildings and structures covering an estimated 70 acres. Exhibit 5 shows the extent to which the historic district overlaps with the YDC. Although much of the area and buildings that comprise the District (shaded in green) are separate and distinct from the current Stonewall Jackson YDC, several of its structures are located within the facility's existing operational fence line.

³ The National Register of Historic Places is the nation's official list of buildings, structures, objects, sites, and districts deemed worthy of preservation for their significance to American history, architecture, archaeology, and culture. The purpose of the creation of this list was to ensure that, as a matter of policy, planning for federal undertakings considers any property with significance in national, state, and local history and to encourage historic preservation initiatives by state and local governments and the private sector.

Exhibit 5: Stonewall Jackson Historic District is Made Up of 50 Buildings and Structures That Cover Nearly 70 Acres and Overlaps with the Current Youth Development Center



Note: White pin (7) represents Cottage 4, a building that is still listed on the National Register of Historic Places but no longer exists due to a fire.

Source: Program Evaluation Division based on information provided by the State Property Office, county tax records, and the Department of Public Safety.

In North Carolina, the Department of Natural and Cultural Resources's State Historic Preservation Office is responsible for preparing nominations for the National Register of Historic Places. In conducting this nomination process, the Office can classify buildings, objects, structures, and sites according to one of three designations—pivotal, contributing, or non-contributing. Exhibit 6 defines these three designations and tallies their representation among the buildings, objects, and structures at Stonewall Jackson Manual Training and Industrial School in its 1984 nomination for the National Register. Appendix A provides a list of each building and structure, its description, and its designation on the Register.

Exhibit 6: Fifty Buildings and Structures at the Stonewall Jackson Training School Site Are Listed in the National Register of Historic Places

Designation	Description	District Count
Pivotal	Structures which because of their historical, architectural, and/or cultural characteristics play a primary, central, or "pivotal" role in establishing the qualities for which the district is significant	4
Contributing	Structures which, while not pivotal, are supportive of and contribute to the historical, architectural, and/or cultural characteristics for which the district is significant	33
Non-contributing	Structures which do not support or contribute to the historical, architectural, or cultural qualities for which the district is significant	13

Source: Program Evaluation Division based on information provided by the State Historic Preservation Office.

To encourage historic preservation, projects involving the rehabilitation of buildings, structures, objects, sites, and districts with Register designation are eligible for federal and state tax credits. Both income-producing and non-income-producing properties are eligible for credits. Exhibit 7 outlines the tax credits available for each type of property, which are based on project rehabilitation expenses. State tax credits for income-producing properties begin at a base of 15%. Additional 5% bonuses can be earned for projects located in Tier 1 and 2 counties and for targeted investments into manufacturing or agricultural properties. At a minimum, income-producing rehabilitation of buildings and structures on the campus is eligible for 35% in combined state and federal tax credits.

Exhibit 7: Historic Tax Credits Can Incentivize Rehabilitation and Preservation of Historic Buildings and Structures

Property Type	Federal Tax Credit	State Tax Credit
Income-Producing	20%	15% base and up to 25%
Non-Income-Producing	Not Applicable	15%

Source: Program Evaluation Division based on documentation provided by the State Historic Preservation Office.

All but one of the buildings listed in the National Register of Historic Places at the Stonewall Jackson historic district site have been abandoned and left in a condition of disrepair, but opportunity exists to restore and preserve buildings on the site. The Program Evaluation Division requested an inventory from the Department of Public Safety (DPS) of each of the buildings listed under the historic district designation. A review of the inventory shows that all but one of the buildings—the Infirmary—have been abandoned and are no longer in use. DPS further noted that although staff still use the historic Infirmary building as office space, it is in poor condition and deteriorating.

Program Evaluation Division staff made several site visits to the Stonewall Jackson site to gain an understanding of current YDC operations, the geographic layout of the property, and the condition of the buildings. Upon the Program Evaluation Division requesting access to the historic

buildings to assess their condition, DPS informed the Division that 37 of the 50 historic buildings and structures have been condemned by the Office of the State Fire Marshal and are not safe for entry, which gives an indication of the general structural condition of the historic buildings on the site. Exhibit 8 shows visual evidence of the condition of a sample of buildings within the historic district designation.

Exhibit 8: State-Owned Historic Buildings That Once Supported the Stonewall Jackson Training School Have Been Abandoned, Left to Deteriorate, and Condemned



Source: Program Evaluation Division based on observations made during site visits.

The Program Evaluation Division obtained consultation from a Restoration Specialist with the State Historic Preservation Office. During a site visit the Specialist observed:

“Every building on campus is currently suffering from water infiltration issues, many to a very serious degree. Most of the slate roofs have failed. Some exhibit serious deflections and/or penetrations, indicators of advanced structural failure. Most buildings have open windows and doors, allowing destructive pests like squirrels and racoons to come and go at

will. Overgrowth is extreme, having pulled porches away from some cottages and choking the buildings of the light and air circulation they need to properly dry. While we were not able to view interiors for many of the buildings, I would anticipate, based on what I saw from the outside, that floor systems are compromised in many of the buildings, likely at all levels.”

Despite the observed conditions, the Restoration Specialist concluded that many of the buildings were still salvageable and represent opportunities for historic rehabilitation and preservation. The buildings on the historic campus can generally be categorized by method of construction into two types—load-bearing masonry construction and masonry veneer construction. Many of the buildings were identified as load-bearing masonry construction, which is significant because this type of construction is more likely salvageable and a better candidate for rehabilitation and preservation.

Parcel 1, Section C.

Cabarrus County transformed the former working farm for the Historic Stonewall Jackson Training School into the 238-acre Frank Liske County Park. The State leased this western portion of Parcel 1 to the county for development in 1979 at an annual cost of \$1. The lease was amended in 1990 with terms for renewal that are set to expire in 2025. The park includes the refurbished Dairy Barn and Silo and serves as home base for an eight-week summer day camp that hosts about 650 campers each year. Other activities conducted at the park include sports camps, nature camps and classes, tennis classes, nature workshops, road races, and various community events. The softball and soccer complexes host league play and various tournaments throughout the year. Park amenities include a lake for fishing and paddle boating, picnic shelters, horseshoe pits, volleyball courts, playgrounds, and lighted tennis courts. Additional resources include an 11-field soccer complex with two lighted fields, a 4-field lighted softball complex, walking and fitness trails, a nature trail, and a miniature golf course. The soccer complex is operated in cooperation with Charlotte Soccer Academy and the City of Concord Parks and Recreation Department. The Frank Liske County Park is also managed as a wildlife and nature preserve. Exhibit 9 displays a map of the park and highlights some of its amenities and facilities.

Exhibit 9: Cabarrus County Leases a Portion of Parcel 1 for a County Park That Makes Use of the Site of the Historic Stonewall Jackson Training School Farm



Note: The split in the property boundary represents the rail spur corridor.

Source: Program Evaluation Division based on information from the State Property Office and Cabarrus County.

The County has made significant investment in developing the park, which includes rehabilitation and preservation of the Barn and Silo that were once part of the historic Stonewall Jackson farm. Recently, however, the lease has become a subject of concern for Cabarrus County. The county has planned additional investment in the park, appropriating \$5 million for capital upgrades, but wished to extend its lease with the State prior to committing to the work and has not yet been able to receive confirmation of an extension. The Program Evaluation Division contacted the Department of Administration (DOA) regarding the lease extension and as of January 31, 2020, DOA had sent a new lease to the county that extends terms to 2054. Cabarrus County is currently reviewing the lease. The park and its facilities serve no operational purpose for the current Stonewall Jackson YDC and should be considered surplus to DPS requirements.

Parcel 1, Section D.

UNC General Administration (UNC-GA) uses 46 acres for a transmission tower that supports UNC-TV and Voice Interoperability Plan for Emergency Responders (VIPER) capabilities. This portion of Parcel 1—encompassing nearly 46 acres—was allocated in 1987 to UNC-GA for Public Television Station WUNG-TV (Channel 58). The tower located in this section also serves the Voice Interoperability Plan for Emergency Responders (VIPER) program, providing microwave connectivity

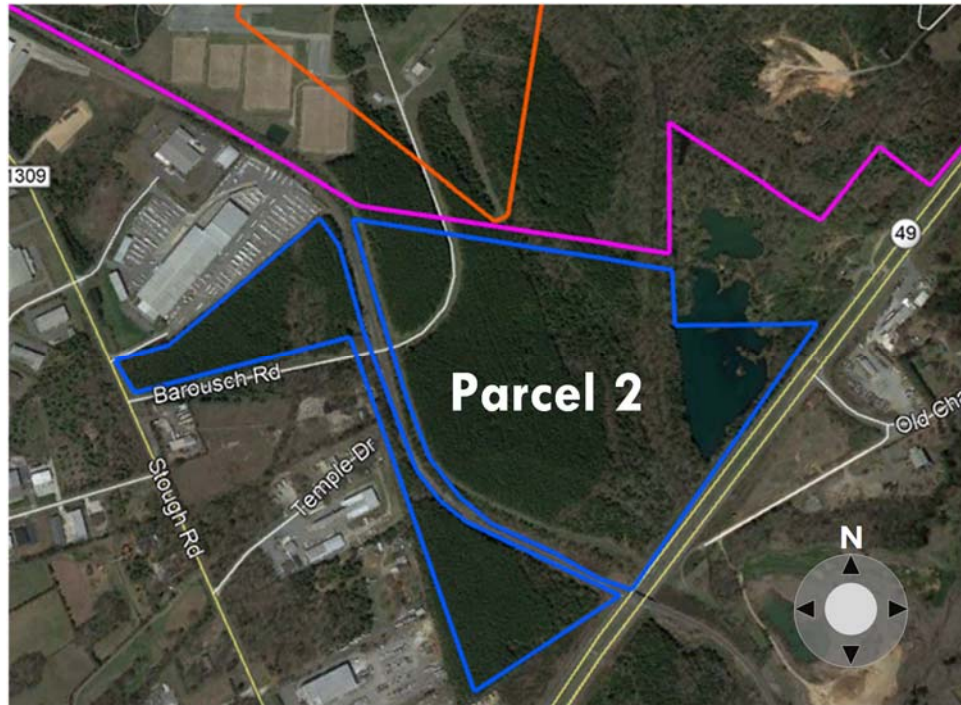
to several other sites in the VIPER network, and is part of the microwave path from the Monroe Dispatch Center to the VIPER Zone Controller in Newton.⁴ VIPER gives public safety agencies the ability to communicate with each other using a single, common radio system. A structure at the base of the tower houses VIPER equipment along with equipment for other state agencies including the Department of Transportation. The tower can be accessed via the county park or other state property (Parcel 2).

Parcel 2

Parcel 2—the second largest parcel on the site—is surplus to the operational requirements of the Stonewall Jackson Youth Development Center. The second parcel of state-owned land allocated to the Department of Public Safety for the Stonewall Jackson YDC is located at the south end of the larger campus and Historic District. This parcel, which totals 113 acres, parallels North Carolina Highway 49 (NC 49) but due to geographic challenges is only accessible at present via a private road from Stough Road, which is located southeast of Frank Liske Park. Exhibit 10 shows Parcel 2 outlined in blue. The parcel is bisected by a private rail spur that once supported operations at a tobacco manufacturing plant located nearly four miles to the northwest. During interviews with stakeholders there was some recollection of a quarry that was once located within the boundaries of this parcel supplying stone for the Stonewall Jackson Training School and other development in the region. Though the Program Evaluation Division could not validate this point of interest, the location of this quarry would currently be represented by the body of water on the eastern side of the parcel (see Exhibit 2). YDC staff identified this parcel as serving no operational purpose for the current Stonewall Jackson YDC and as a result it can be classified as surplus property. The estimated value of this parcel is \$3.5 million.

⁴ Program Evaluation Division. (2018, April). VIPER and FirstNet are vital for public safety interoperability, but VIPER requires upgrades. Raleigh, NC: General Assembly.

Exhibit 10: Parcel 2 Consists of 113 Acres and Is Surplus to Youth Development Center Operations



Note: The split in the property boundary represents the rail spur corridor.

Source: Program Evaluation Division based on information from the State Property Office and Cabarrus County.

Parcels 3 and 4

Parcels 3 and 4 represent the smallest portions of property allocated to the Stonewall Jackson Youth Development Center; like Parcel 2, they are also surplus to operations. Located in the northern section of the site and across the street to the north and east of the current Stonewall Jackson YDC and historic campus are Parcels 3 and 4. These two properties are presented together because of their size and similarities. Both are relatively small lots—Parcel 3 being 27 acres and Parcel 4 being nearly 4 acres—that are not part of the contiguous YDC property. Exhibit 11 shows a map of these parcels (outlined in red) in relation to the main campus (outlined in pink). Neither property is being used by the Department of Public Safety or Stonewall Jackson YDC and therefore both should be considered surplus. The two properties have an estimated combined value of \$930,000.

Exhibit 11: Parcels 3 and 4 Total 30 Acres and Are Surplus to Youth Development Center Operations



Source: Program Evaluation Division based on information from the State Property Office and Cabarrus County.

The State attempted to dispose of a portion of the historic district over 20 years ago but was unsuccessful. In 1999, the State Historic Preservation Office, in partnership with Preservation North Carolina, issued a Request for Proposals (RFP) for the acquisition and adaptive use of 12 historic buildings located on 25 acres of the historic district. Under the RFP, the buildings and property would convey to a developer subject to a historic preservation agreement to guarantee the buildings and site be protected in perpetuity. Stakeholders employed by the State and other entities during this RFP process recall there being some interest in the project, but ultimately a deal between the State and a private developer could not be struck. According to interviews conducted by the Program Evaluation Division, stakeholders speculated this failure to reach a deal resulted from changing politics and the various easements included with the property. One stakeholder recalled that a deal had been reached in principle, but the potential purchaser's interest cooled after a juvenile assigned to the adjacent YDC escaped and stole a vehicle. Although several stakeholders mentioned circumstances that may have challenged the 1999 RFP, the Program Evaluation Division could not substantiate any of the claims made by stakeholders to ensure future attempts at disposal avoided such challenges.

Absent a strategy for disposal, continued neglect of the buildings and structures on the historic campus increases the State's liability, which currently stands at nearly \$3.8 million. As previously discussed, few of the buildings that make up the historic Stonewall Jackson campus support current YDC operations. The remainder of these structures are remnants of Training School facilities, the majority of which have been condemned by the Office of the State Fire Marshal. The State Construction Office has evaluated many of these buildings through its Facility Condition Assessment Program and recommended 28 buildings for demolition.⁵ The cost of this demolition is estimated to be more than \$3.8 million in 2020. Disposal of the historic buildings and structures represents one means of mitigating this eventual liability.

Due to concerns regarding the general condition of the site and the State's impending liability, the Joint Legislative Program Evaluation Oversight Committee directed the Program Evaluation Division to identify legislative options for disposing of the Stonewall Jackson Training School campus in Cabarrus County in ways that would ensure historic preservation. The Program Evaluation Division considered the State's capacity to spearhead the rehabilitation and preservation of this campus. Upon consultation with the State Historic Preservation Office, the Division determined this type of state-led rehabilitation and preservation initiative would not be viable given the current state of the site and the State's demonstrated inability to maintain the site for the past 40 years. As a result, the Program Evaluation Division considered alternative public and private disposition strategies. The option presented below represents a strategy that allows for the flexibility of either local government or private sector rehabilitation and preservation.

Disposal Option

Subdividing and conveying a portion of the Historic Stonewall Jackson Manual Training and Industrial School campus to Cabarrus County and disposing of related surplus property reduces the State's liability for unused property and provides the best, most flexible option for ensuring the rehabilitation and preservation of the historic campus site.

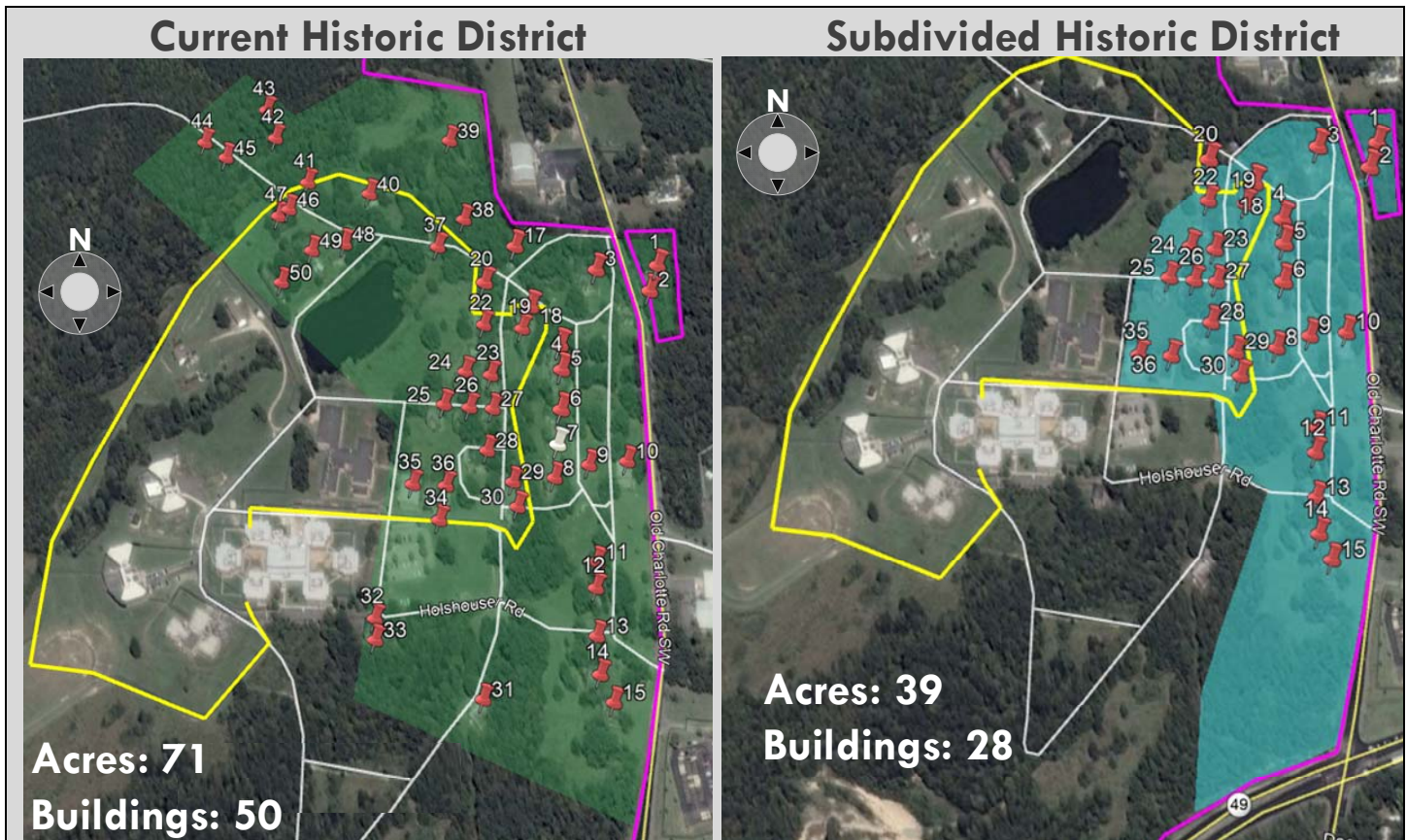
Once the Program Evaluation Division determined that state-led rehabilitation and preservation was not feasible, the Division examined the viability of a local or private development option. Upon performing the fact-finding portion of its fieldwork through meetings with stakeholders, document review, and site visits, the Program Evaluation Division identified a flexible strategy that is cost-beneficial to the State for ensuring the rehabilitation and preservation of the historic campus site. This strategy would involve conveying a portion of the historic campus to Cabarrus County and separately selling off holdings of unused surplus property. It would give Cabarrus County the option to restore and preserve the historic property itself or work with a historic nonprofit organization that specializes in such efforts and could seek out buyers and developers interested in development under restrictive covenants and easements that

⁵ The 31 buildings were identified for demolition in 2013.

ensure rehabilitation and preservation while avoiding negative impacts to juvenile justice facility operations. This option could be revenue-neutral should the General Assembly use the proceeds from the sale of the related surplus property to cover transaction and implementation costs. The Program Evaluation Division estimates this disposal strategy would result in \$2.8 million in future cost avoidance to the State and generate \$3.6 million in one-time revenue to the State through the sale of surplus property. The Program Evaluation Division identified five steps the General Assembly would need to take in directing the disposal strategy.

Step 1. In preparation to convey the historic campus to Cabarrus County, the General Assembly should direct the Department of Administration (DOA), in consultation with the State Historic Preservation Office (SHPO), to work with the Department of Public Safety (DPS) and Cabarrus County to subdivide the historic district in a way that optimizes retention of the most vital buildings and structures contributing to its historic designation. As previously illustrated, some overlap exists between the area used by the current Stonewall Jackson Youth Development Center (YDC) and the area that constitutes the Historic Stonewall Jackson Training School. In consideration of this overlap and the relative condition and designation of the site's various historic buildings and structures, the Program Evaluation Division focused on options for subdividing a portion of the historic district that would have minimal impact on current YDC operations and also allow for the rehabilitation and preservation of as many of the most historically significant structures on the site as possible. In consultation with the SPHO and DPS, the Program Evaluation Division identified a portion of the historic district that could be subdivided and conveyed to the County while accomplishing these goals. Exhibit 12 shows a side-by-side map of the current historic district and a proposed subdivided historic district.

Exhibit 12: Subdivided Historic District Retains and Concentrates the Majority of the Pivotal and Contributing Historic Buildings and Structures



Designation	Description	Current District	Subdivided District
Pivotal	Structures which because of their historical, architectural, and/or cultural characteristics play a primary, central, or "pivotal" role in establishing the qualities for which the district is significant.	4	3
Contributing	Structures which, while not pivotal, are supportive of and contribute to the historical, architectural, and/or cultural characteristics for which the district is significant	33	24
Non-contributing	Structures which do not support or contribute to the historical, architectural, or cultural qualities for which the district is significant.	13	1

Source: Program Evaluation Division based on information provided by the State Historic Preservation Office and Department of Public Safety.

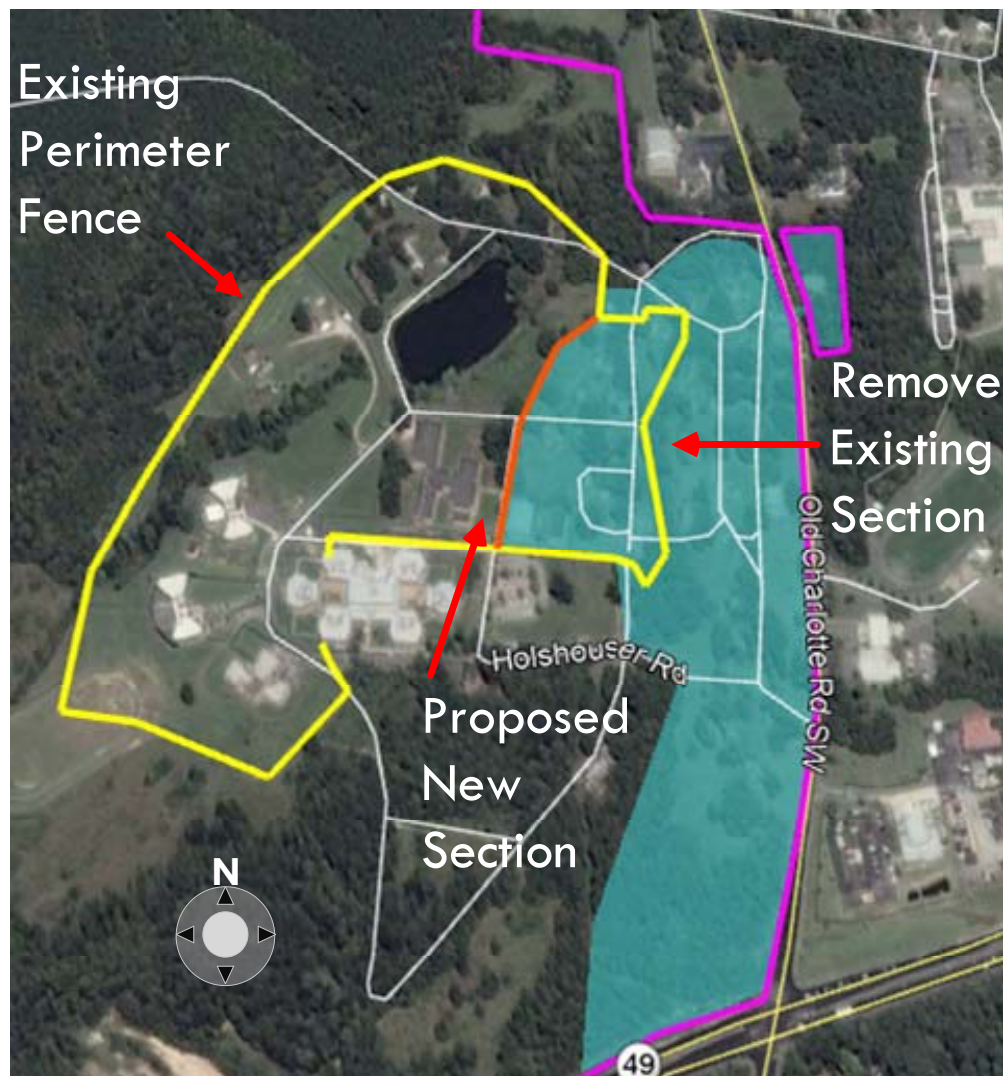
Subdividing the district in this manner would reduce its size from 71 to 39 acres and its count of buildings from 50 to 28. The proposed subdivision excludes a large portion of the northwest section of the current historic district in Parcel 1; however, the SHPO has deemed the buildings and structures in this area to be unrecoverable due to advanced deterioration.

As the table below the map indicates, the proposed subdivision retains most of the historically significant buildings and structures on the site while reducing the number of retained non-contributing buildings and structures, preserving the likelihood that the campus maintains its designation in the National Register of Historic Places.

If the General Assembly chooses to convey the historic campus to the county for purposes of rehabilitation, it should begin by directing DOA to work with DPS and Cabarrus County to survey and subdivide a portion of the site for conveyance to the county. During interviews with the Program Evaluation Division, county officials and community leaders expressed willingness to work with the necessary state agencies and provide surveying resources to assist with subdividing the state land. To ensure subdivision transpires in a timely manner, the General Assembly should direct DOA to complete this step within 60 to 90 days of passage of the law.

Step 2. The General Assembly should direct DPS to modify the perimeter fence line of the Stonewall Jackson YDC. As Exhibit 12 illustrates, the proposed site subdivision would encroach on the perimeter fence that encloses the current Stonewall Jackson YDC. The Program Evaluation Division consulted DPS about this proposed subdivision and the department verified it would be feasible if resources are made available to modify the perimeter fence line. Exhibit 13 shows the existing fence line and the newly proposed fence line. The proposed move would replace nearly 1,900 linear feet of currently operational fence line (shown in yellow) with 900 linear feet (shown in orange). DPS estimates these alterations to the fence line and any necessary natural barriers would cost an estimated \$500,000. To ensure revenue neutrality of this disposal strategy, the cost to modify the perimeter fence line could be offset by proceeds generated from the sale of surplus property identified in Step 5, but initially the General Assembly would need to appropriate funds necessary to modify the fence line. Modifying the perimeter fence should be completed within 60 to 90 days of subdividing the historic district.

Exhibit 13: Moving the Operational Fence Line is a Necessary Step in Disposing of the Historic District for Rehabilitation and Preservation



Source: Program Evaluation Division based on information provided by the Department of Public Safety.

Step 3. The General Assembly should direct DOA to convey the subdivided portion of the historic site to Cabarrus County under easements and covenants that give the county the flexibility to either pursue rehabilitation and preservation of the site on its own or through an arrangement with a private developer that leverages existing tax incentives. Once the historic district has been subdivided and the perimeter fence line appropriately modified, the General Assembly should direct DOA to ensure disposal of the subdivided district to Cabarrus County. In interviews with the Program Evaluation Division, county representatives and other leadership indicated willingness to take possession of the subdivided historic district. However, the county also informed the Division that its long-term objective is to return the property to its tax base by finding a suitable investor that can redevelop the property while meeting historic preservation and rehabilitation standards.

Once in possession of the subdivided property and its constituent buildings, Cabarrus County can choose to pursue rehabilitation and preservation itself or accomplish these efforts through other means. N.C. Gen. Stat. §160A-266(b) permits the county to enter into private negotiation with a non-profit organization such as Preservation North Carolina (who assisted with issuance of the 1999 Request for Proposals) that seeks out potential buyers interested in redevelopment and helps establish covenants and easements that ensure rehabilitation and preservation of historic properties. This sort of redevelopment is incentivized through existing state and federal tax credits for historic rehabilitation and preservation. As previously discussed, the newly subdivided Stonewall Jackson property and its buildings would be eligible for these tax credits.

N.C. Gen. Stat. § 121-12(a) requires consideration of the effect of state undertakings on National Register-listed property. Placing conservation or preservation agreements on such property as it passes out of state ownership is a way to avoid these adverse effects. Therefore, the General Assembly should direct DOA to work in consultation with the SHPO and Cabarrus County to ensure the appropriate historic covenants and easements are applied to the deed to the Stonewall Jackson historic site upon disposal to the county and upon any future transfers of the property for private development. Appendix B provides an example of covenants and easements the State has used in the past for historic state-owned properties and can serve as an example and reference. In addition, the deed for the transferred property will need to ensure right-of-way access to the Stonewall Jackson YDC for the State and its agents in perpetuity of the existence of the YDC. Furthermore, DOA should be directed to consult with the Natural Heritage Program to ensure any future rehabilitation and preservation reasonably protects the natural and botanical features on site.

Because the property included in this proposed transfer would include one building that is currently in use by seven DPS staff, alternative workspace options would need to be secured. DPS identified two options that could accommodate these staff: 1) renovating the old school building or 2) installing modular office buildings. The State Construction Office estimates renovation to the old school building would cost \$4.5 million, whereas installing modular buildings would cost \$581,000. Initially, the General Assembly would need to appropriate funds necessary to accommodate these staff, but these appropriations should ultimately be offset by the sale of surplus property outlined in Step 5. The property should be conveyed to Cabarrus County within 90 days of stakeholders reaching agreeable terms for the transfer of the property.

Step 4. The General Assembly should decide if it wants to permanently convey the land leased by Cabarrus County for Frank Liske County Park to the County. The State currently leases the western portion of Parcel 1 to Cabarrus County for a county park and this land is surplus to Stonewall Jackson YDC's operational requirements. For more than four decades the county has relied on this property for developing, maintaining, and providing recreational resources for its residents. Continued investment is on

hold due to leasing issues between the State and the county. As of January 31, 2020, the State had provided Cabarrus County with a new lease for consideration that extends terms until 2054. However, this portion of the property was surplus to DPS's operational requirements. Given that the revenue generated from this lease is nominal—\$1 annually, \$34 over the term of the extension—and given that the State expends resources to administer the lease that likely exceed the revenue generated from it, the State should consider whether retaining property that is surplus to DPS operations for \$1 a year best serves the long-term interests of the State. Permanently conveying the land to the county for the park could alleviate any concerns the county may have about assuming liability for the historic condemned buildings and structures in the historic district.

Step 5. To ensure the State limits its holdings of surplus real property, the General Assembly should direct DOA to sell Parcels 2, 3, and 4 through public sale. As the Program Evaluation Division found in previous reports, retaining unused property is problematic because the cost of maintaining surplus property can be substantial.⁶ Disposing of unused property gives private entities the opportunity to acquire property and places properties and their operations back into the local tax base. Savings generated by the disposal of unneeded properties can be reallocated to real property needs such as improving building security or IT infrastructure, repairing existing facilities, or supporting other policy priorities.

This review identified three parcels allocated to DPS for operation of the Stonewall Jackson YDC that are surplus to current operational requirements. Therefore, the General Assembly should direct DOA to sell Parcels 2, 3, and 4 through public sale. To ensure the State can maintain access to the county park and UNC-TV tower in Parcel 1, the General Assembly should further direct DOA to ensure a right-of-way easement is included as part of the transaction for Parcel 2.

Sale of these properties could generate an estimated \$3.6 million in one-time state revenue and an estimated \$26,000 annually in local property tax revenue. To ensure the disposal strategy outlined in this report remains revenue-neutral, the General Assembly should consider using the proceeds from the sale of these parcels to reimburse the General Fund for any state expenditures associated with implementing the outlined strategy, such as the cost necessary to relocate the perimeter fence line and accommodate seven DPS staff displaced by the property disposal.

The General Assembly should direct DOA to initiate sale of these properties within 60 days of passage of the law. All properties should be marketed through a multiple listing services number when listed for sale. State law makes provision for the State Land Fund to cover expenses associated with disposal of surplus properties and all costs associated with disposal of Stonewall Jackson site parcels should be charged to the State

⁶ Program Evaluation Division. (2015, June). North Carolina should dispose of unneeded real property and improve portfolio management to reduce costs. Report to the Joint Legislative Program Evaluation Oversight Committee. Raleigh, NC: General Assembly.

Land Fund. In turn, proceeds from the sale of these properties should be used to reimburse the State Land Fund for these costs.

Appendices

Appendix A: Inventory and Status of Historic Buildings and Structures

Appendix B: Sample Preservation Covenants

Agency Response

A draft of this report was submitted to the Department of Public Safety and Cabarrus County for review. Their responses are provided following the appendices.

Program Evaluation Division Contact and Acknowledgments

For more information on this report, please contact the lead evaluator, Sean Hamel, at sean.hamel@ncleg.gov.

Staff who made key contributions to this report include Josh Love. John W. Turcotte is the director of the Program Evaluation Division.

Appendix A: Inventory and Status of Historic Buildings and Structures

Facility	Building Name	Year	Description	Status
1	King's Daughters' Chapel	1915	This picturesque chapel of rough-cut random-coursed stone is the most distinctive of the Asbury designs. The facade is composed of two narrow windows flanking a gabled entrance porch beneath a large round window. The facade wall extends above the roofline and rises to a small stone cross. The porch has simple buttresses and a Pebbledash gable. Two-stage buttresses define the four bays on each side of the nave. The interior, remarkably intact, is plastered above a dark-stained wainscot of narrow beaded boards. The ceiling has handsome molded trusses and stained beaded boards. The original Gothic-inspired pews, altar, choir stall, and lighting fixtures remain.	P
2	Footbridge	1920	A stone footbridge was erected in 1920 to connect the King's Daughters' Chapel with the rest of the campus. Like the chapel, it is constructed of rough-cut, random-coursed stone. The stairs and trim are concrete. Above, an arched sign identifies the school to the passing motorist. At each end of the bridge short stone walls flank the concrete walkways to the bridge.	C
3	Administration Building	1910	The Administration Building is the largest and most architecturally significant Colonial Revival building on the training school campus. It stands at the head of the main row of cottages facing south across a broad, informally landscaped lawn. The building has a broad, hip-roofed main block and projecting hip-roofed wings at the front and rear. A two-story, pedimented portico with fluted ionic columns is the dominant feature of the facade. The portico shelters a broad entrance with a fan-shaped transom trimmed by rough-cut keystones. Similar keystones trim all of the other facade openings. Other details of the richly ornamented exterior include ringed and corbeled chimneys, modillion block cornices, and quoins. The most notable interior feature is the broad entrance and stair hall, plastered above a paneled wainscot with a split run stair.	P
4	Kings' Daughters' Cottage	1908	The design for the King's Daughters' Cottage, the first residential building erected on the training school campus, served as the prototype for 14 of the 15 cottages erected between 1909 and 1927. The brick cottage has a low hip roof and projecting two-story gables at the front and rear. Classical wooden cornices with dentils and modillions trim the main roof and the pedimented gables. A two-bay porch with Doric columns and a pediment shelters the principal entrance.	P
5	Cottage 2	1908	Identical to prototype. Unoccupied.	C
6	Cottage 3	1916	Identical to prototype. Unoccupied.	C
7	Cottage 4	1918	Identical to prototype. Unoccupied.	C
8	Mecklenburg Cottage	1912	Identical to prototype. The first of eight cottages paid for through local public subscriptions. The Mecklenburg subscription drive was led by Reverend A. A. McEachy, the pastor of Charlotte's Second Presbyterian Church.	C

Facility	Building Name	Year	Description	Status
9	Latham Pavilion	1927	The Latham Pavilion, a decorative structure that may have occasionally served as a reviewing stand or bandstand, is an open, hexagonal building constructed of random coursed stone. It stands at the center of the original campus core designed by Asbury. The funds for the pavilion's construction were provided by J. E. Latham, a Greensboro cotton broker and philanthropist. The pavilion stands on a full-story foundation with two small storage rooms. A conical slate roof with broad eaves and exposed rafters shelters the open upper level.	C
10	Roth Industrial Building	1909	The Roth Industrial Building, a two-story brick structure laid up in 1:5 common bond, was the first facility erected on the training school campus to provide vocational instruction to the students. Like many of the early buildings on the campus, it was erected with privately donated funds.	C
11	Guilford Cottage	1921	Cottage identical to King's Daughters' prototype. Donated by Guilford County. Unoccupied.	C
12	Durham Cottage	1922	Identical to prototype. Donated by Durham County.	C
13	Rockingham Cottage	1922	Identical to prototype. Donated by Rockingham County.	C
14	Gaston Cottage	1921	Identical to prototype. Donated by Gaston County.	C
15	Cottage 10	1923	Identical to prototype. Donated by Rowan and Iredell counties. In use.	C
16	Stone entrance	Pre 1925	Random-coursed stone pillars flank campus entrances from Old Charlotte Road on the north and south sides of the original campus core. Those at the north (principal) entrance (nearer to the city of Concord) are about seven feet tall. Those at the south entrance are about two feet tall.	C
17	Garage	1940	One-car garage of frame construction with exposed rafters.	NC
18	Detention Building	1927	The Detention Building, a two-story brick building erected in 1927, is the last structure on the campus known to have been designed by Louis H. Asbury. The building is laid up in common bond, has a raised basement, and is seven bays wide by four bays deep. It has a shallow hip roof. A symmetrical seven-bay facade is centered on an attic dormer and entrance porch. The porch has square brick columns. The interior is simply finished with plaster and has two brick fireplaces with corbeled detail. Unoccupied.	C
19	Storage structure	1927	Oblong, brick, gable-front storage building.	C

Facility	Building Name	Year	Description	Status
20	Swink-Benson Trades Building	1932	The Swink-Benson Trades Building, a two-and-three-story brick and concrete structure with simple Colonial Revival detail, was the second facility on the campus erected to provide manual and industrial training to students. It is named for the Swink and Benson families, whose donations to the school made construction of the Building possible. It stands on a sloping site and has a raised basement fully above grade at the rear. The structure is seven bays wide by four bays deep and has a broad side gable roof. The three central bays of the facade are framed by decorative concrete pilasters beneath a stuccoed pediment with a lunette. The building's other windows are large metal casement openings lighting the large workshop and classrooms. The building remains in use.	C
21	Storage Building	1932	Frame, gable-front storage building.	NC
22	Infirmary	1938	The Infirmary is one of three major structures with classically-inspired trim erected on the campus during the late 1930s. The brick, asymmetrical structure is 13 bays wide by 4 bays deep with a hip roof. The brick is laid up with five rows of common bond and a sixth course laid in Flemish bond; shallow quoins define the corners. The major decorative feature is the pedimented portico near the south end of the façade, which features a diamond-shaped louver and a pair of unusual, cut-out urns. The building is still in use and serves as work space for an estimated 7 positions.	C
23	Cottage 12	1923	Identical to prototype. Contains the school's admissions and clinical services departments.	C
24	Cottage 11	1923	Identical to prototype. Houses the school's vocational rehabilitation department.	C
25	Rutherford Cottage	1925	Identical to prototype. Donated by Rutherford County. Unoccupied.	C
26	Robeson Cottage	1924	Identical to prototype. Donated by Robeson County. Unoccupied.	C
27	Forsyth Cottage	1923	Identical to prototype. Donated by Forsyth County. Unoccupied.	C
28	Cafeteria	1953	The Cafeteria was the first substantial campus building without classical or Colonial Revival embellishments. While the brick building has a broad, side-gable roof and projecting gabled vestibule echoing the forms of earlier buildings on the campus, its broad, tall casement windows give it a modern appearance. In use.	NC
29	Ice Plant	1921	Set on a steeply sloped site, the brick one-and-two story Ice Plant is one of the earliest support structures still standing. It is of utilitarian design and consists of a gable-front main block and a small shed wing on its north side. Used for miscellaneous storage.	C

Facility	Building Name	Year	Description	Status
30	Laundry (former)	1921	The Laundry stands across a service lane from the contemporary Ice Plant and is also of brick construction and utilitarian design. It consists of a hip-roofed main block and a small shed wing. Used for storage.	C
31	Laundry	1971	One-story, flat-roofed brick building erected to replace the original Laundry (30) and abandoned several years after its construction. Currently unoccupied.	NC
32	Indian Cottage	1927	Erected to house Indian youths, this two-story brick cottage stands to the south and west of the original campus and at the time of its construction was physically isolated from the rest of the school. It now houses female students. The Indian cottage is similar in size to the earlier cottages on the campus but has a different, less elaborate decorative treatment with a Mission Revival flavor. It is not known who designed the building. The most notable feature of the cottage is the central bay of the façade, which projects above the eaves to form an ornamental parapet. Corners of the building have shallow quoins.	C
33	Garage	1927	One-story brick with flat roof erected to house cars for staff assigned to Indian Cottage.	NC
34	Cannery (ruins)	Uncertain	Small, one-story brick structure with crow-stepped gable ends. This structure is a surviving wing of a larger frame structure that housed the school's canning operation, for which students supplied the labor.	C
35	Gymnasium	1938	One-story steel frame building with brick walls and simple, classically-inspired concrete trim. Erected with funds provided by an appropriation from the General Assembly. The Gymnasium and the adjacent indoor swimming pool (36) were two of the four major buildings erected on the campus during the 1930s. The Gymnasium has two projecting entrance bays at the corners of its principal (west) elevation; the doorways are framed by fluted concrete pilasters. The entrance bays have rounded parapets, which are seen on all the other walls of the structure.	C
36	Cone indoor swimming pool	1938	Free steel-framed building very similar in form and construction to the Gymnasium. Named for Caesar Cone, a Greensboro textile executive who donated the funds for the building. The design of the pool differs from the Gym in only minor ways: the projecting entrance bays of the Gym are omitted, and parapets are triangular rather than rounded.	C
37	Storage building	Uncertain	Frame, gable-front farm storage building with German siding.	NC
38	Feed storage building	Pre 1930	Large cable front frame building with a covering of tin shingles. The structure has two front entrances with two leaf doors opening onto a concrete loading platform. Used for storage.	C
39	Barn	Pre 1930	Long, frame, gable-roofed barn with semi-engaged shed addition. Wide passage occupies nearly half of floor space in Barn's main block. Apparently built to house livestock. Unused.	C

Facility	Building Name	Year	Description	Status
40	Chicken House	Post 1950	Shed-roofed concrete block farm structure. Unused.	NC
41	Building	Post 1950	Shed-roofed concrete block farm structure. Unused.	NC
42	Greenhouse and storage building	1962	Concrete, gable-roofed storage building with gable-roofed, steel-framed greenhouse attached. Unused.	NC
43	Farm managers House	1960	One-story, brick ranch-style dwelling with freestanding garage and utility shed in rear yard. Unused.	NC
44	Barn	Pre 1920	Very long, single-level frame barn with board-and-batten siding and gable roof. Two passages run across the width of the barn and divide the interior into three equal sections. Five narrow slats just below the eaves ventilate the interior. Unused.	C
45	Storage Building	Post 1940	Small frame storage building with shed roof. Unused.	NC
46	Silo	Pre 1940	Tall grain silo built of concrete. Unused.	C
47	Storage Building	Post 1940	One-story concrete block storage building. Unused.	NC
48	Milk house and record room	1963	One-story brick building built to serve the dairy, now used as an equipment maintenance shop.	NC
49	Main Dairy Building	1918	The largest farm structure on the training school campus comprises two main sections: a long, gable-roofed milking barn and a massive, gambrel-roofed lounging and hay barn. Both sections are of frame construction and follow center-passage plans. The two sections directly adjoin and stand perpendicular to each other. Two tall silos constructed of large brick blocks with a tile-like glaze flank the entrance to the milking barn. Unused.	P
50	Barn	1934	Large, two-level frame barn similar in construction to the lounging and hay barn of the Main Dairy Building. Like the other barn, its first floor follows a center passage plan and contains tables. There is a hay loft above. The barn has a gambrel roof with flared eaves. Unused.	C

Key: P=Pivotal, C=Contributing, NC=Non-Contributing.

Appendix B: Sample Preservation Covenants

Preservation Covenants to be attached to Deed of Transfer:

EXHIBIT “___” HISTORIC PRESERVATION COVENANTS

RECITALS:

WHEREAS, the State of North Carolina (“State”) owns certain real property located in Raleigh, Wake County, North Carolina, and more particularly described on Exhibit ___ attached hereto and incorporated herein by reference (“Property”); and

WHEREAS, the North Carolina General Assembly approved the sale of the Property pursuant to Session Law 2003-404, which requires the State to sell the Property subject to appropriate preservation or conservation agreements as defined in N.C. Gen. Stat. § 121-35; and

WHEREAS, the North Carolina General Assembly enacted the Historic Preservation and Conservation Agreements Act (Article 4 of Chapter 121 of the General Statutes of North Carolina, N.C. Gen. Stat. § 121-34 et seq.), validating restrictions, easements, covenants, and conditions appropriate the preservation of historic sites and structures; and

WHEREAS, this Exhibit “___” qualifies as a “preservation agreement” as that term is defined in North Carolina General Statute § 121-35(3) and in compliance with the terms of Session Law 2003-404; and

WHEREAS, the State of North Carolina through the State Historic Preservation Officer is authorized to accept the responsibilities of a Holder under the Conservation and Historic Preservation Agreements Act and to administer and enforce these covenants as a preservation agreement as set forth herein; and

WHEREAS, the purpose of these covenants is to assist in preserving and maintaining the historic and architectural character of the Property and surrounding area.

NOW, THEREFORE, pursuant to North Carolina Session Law 2003-404 and the North Carolina Historic Preservation and Conservation Agreements Act (Article 4 of Chapter 121 of the General Statutes of North Carolina, N.C. Gen. Stat. § 121-34 et seq.), the Grantee covenants for itself, its successors, and assigns and every successor in interest to the Property hereby conveyed, or any part thereof that the real property described as the **Heck-Andrews House, 309 North Blount Street, Raleigh, NC 27601**, is hereby conveyed subject to the conditions, restrictions, and limitations hereinafter set forth which are covenants running with the land (“Covenants”), to which Grantee, and its successors and assigns, agree to abide; that the grantee, its successors, and assigns, hereby covenants and agrees to, and that in the event the Property is sold or otherwise disposed of, these Covenants shall be inserted in the instrument of conveyance.

1. The historic structures situated on the Property will be preserved and maintained in accordance with plans approved in writing by the **State of North Carolina’s State Historic Preservation Officer (“SHPO”), 4617 Mail Service Center, Raleigh, North Carolina, 27699-4617**.
2. No physical or structural changes or change of materials or surfacing will be made to the exterior of the historic structures and architecturally or historically significant interior features, as determined by the SHPO, without the written approval of the SHPO. Such interior features include but are not limited to:

- (a) All mantels and any associated decorative tile on the hearths.
- (b) All wooden window and door trim, flooring and wainscot.
- (c) All windows and doors, including the front door and original hardware.
- (d) Stairs, if determined to be original.
- (e) Structure's floorplan.
- (f) Stained-glass windows and wooden Eastlake screens.

Photographs and descriptions of said features described above are attached hereto and incorporated herein by reference.

Likewise, no historic structure on the Property or any part thereof, including architecturally or historically significant interior features, may be relocated, removed, or demolished without the prior written approval of the SHPO. No addition or additional structure shall be constructed or permitted to be built on or relocated to the Property without the prior written approval of the SHPO.

3. In the event of violation of the above restrictions, all legal and equitable remedies, including injunctive relief, specific performance, and damages, shall be available to the State. No failure on the part of the State or SHPO to enforce any Covenant herein, nor the waiver of any right hereunder by the State or SHPO, shall discharge or invalidate such Covenant or any other covenant, condition, limitation or restriction hereof, or affect the right of the State or SHPO to enforce the same in the event of a subsequent breach or default.

In the event of a violation of these Covenants, the SHPO may give Grantee written notice of the nature of the violation and such Grantee shall correct the same within one hundred eighty (180) days following the giving of said notice. If said violation is not corrected within the said one hundred eighty (180) day period, the State shall have the right and easement to enter and go upon such portion of the Property to repair, maintain, and correct the violation of these Covenants. The violating Grantee shall reimburse the State within sixty (60) days, for all sums expended by the State to correct any Covenant violations. The State shall also have a lien enforceable in accordance with the provisions of North Carolina General Statute § 44A against the violating Grantee's (or its successors' or assigns') portion of the Property for all sums expended to correct the violation of these restrictions. Such lien shall be subordinate to the interest of any mortgagee, irrespective of when its interest attached, and may be enforced and foreclosed in a suit or action brought in any court of competent jurisdiction.

In a case where a court finds that a violation has occurred, the court may require the Grantee to reimburse the State for all expenses incurred in stopping, preventing and correcting the violation, including but not limited to reasonable attorney's fees.

4. The SHPO or his or her designee(s) shall have the right to enter the Property and its structures at reasonable times, after giving reasonable notice, for the purpose of inspecting the buildings and grounds to determine if there is compliance by the Grantee with the terms of these Covenants, and to aid in review of proposed development plans.
5. These Covenants shall be binding on the Parties hereto, their successors, and assigns in perpetuity, and the Property shall permanently remain subject to these Covenants; provided, however, the SHPO may for good cause, and with the express written concurrence of the North Carolina Historical Commission ("Commission"), modify or cancel any or all of the foregoing Covenants upon written application of the Grantee, its successors or assigns.

6. The acceptance of the delivery of this Deed shall constitute conclusive evidence of the agreement of the Grantee to be bound by these Covenants and to perform the obligations set forth herein.
7. Development of the Property shall be in compliance with *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*, incorporated herein by reference, and development plans shall be approved by the SHPO for guidance in planning the development of the Property. If the Grantee and the SHPO are unable to agree on the proposed development, the Grantee shall forward all documentation relevant to the dispute to the Commission. The Commission shall resolve the dispute regarding the proposed development by rendering a final and binding decision, to which the Grantee and SHPO agrees to be bound.
8. The Covenants set forth above shall run with the land in perpetuity. Should any Covenant be declared unenforceable, the validity and enforceability of the remainder of the Covenants contained herein shall not be affected thereby.



North Carolina Department of Public Safety
Prevent. Protect. Prepare.

Roy Cooper, Governor

Erik A. Hooks, Secretary

April 13, 2020

Mr. John Turcotte
Director, Program Evaluation Division
300 North Salisbury Street, Suite 100 LOB
Raleigh, NC 27603-5925

Re: Conveying Historic Stonewall Jackson Campus to Cabarrus County and Selling Adjacent Surplus Property Would Ensure Preservation and Be State Revenue Neutral

Dear Mr. Turcotte,

I want to express my appreciation for the work performed by you and your team when studying disposition options for the Jackson campus property in Cabarrus County. I am grateful for the opportunity afforded to the Department of Public Safety (DPS) to provide input regarding potential impacts to Juvenile Justice facility operations located on the Jackson campus.

I also want to thank you for the opportunity to review and respond to the preliminary draft report.

If the state were to dispose of the area of interest for purposes of historic restoration and preservation of the Jackson property, DPS would not oppose such disposition so long as any restoration, preservation or development of the area would: (1) not pose a safety and security risk to the daily operations of the youth development center and/or the juvenile detention facility; (2) include a natural or constructed buffer of space separating the area of interest from DPS property to maintain the confidentiality and security of juveniles located at the youth development center and juvenile detention facility; and, (3) provide and maintain adequate right-of-way (road access and utilities easements) to and from DPS property.

The Department of Public Safety is in general agreement with the disposition steps identified by the Program Evaluation Division.

Specifically:

- DPS looks forward to working with the Department of Administration (DOA), State Historic Preservation Office and Cabarrus County to ensure that any future subdividing of property has minimal impact on current Juvenile Justice facility operations.
- DPS is willing to modify the current perimeter fence line of the Jackson YDC so long as sufficient resources, as noted in the report, are appropriated to DPS.
- Should DOA be directed to convey subdivided property to Cabarrus County, DPS must retain road access and right-of-way easements for utilities in perpetuity of the existence of Juvenile Justice facilities located on the Jackson campus property. Furthermore, as proposed by the Program Evaluation Division, an alternative workplace option would become necessary for several DPS employees currently located in the Infirmary Building. DPS is willing to relocate employees to alternative workspaces on campus so long as sufficient resources are appropriated.
- DPS has no position on the permanent conveyance to Cabarrus County of the land leased by the county for Frank Liske County Park, as this conveyance does not impact DPS.

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- Not only does DPS agree with the Program Evaluation Division that savings generated by the disposal of unneeded property *can* be reallocated to real property needs, DPS believes that savings *should* be reallocated for renovation and repair purposes as related to current Juvenile Justice facility operations. Beyond the needs for modifications to the YDC operational fence line and alternative workspace for potentially displaced employees, the Juvenile Justice Section has other identified needs.
 - Due to Raise the Age legislation, there is an increased need to offer vocational classes to additional youth entering the juvenile justice system. The Juvenile Justice Section has identified a vacant building – the old School Building – within the current YDC operational boundaries that could be renovated to expand vocational opportunities for youth.
 - To a lesser extent, another need involves security improvements of an unpaved employee parking lot. Currently, the majority of Jackson YDC and Cabarrus JDC employees park in an unpaved parking lot that needs additional lighting.

These are just two examples of how generated savings identified by the Program Evaluation Division (PED) could be used to enhance facility operations.

Again, thank you for the opportunity to review and respond to PED's report entitled *Conveying Historic Stonewall Jackson Campus to Cabarrus County and Selling Adjacent Surplus Property Would Ensure Preservation and Be State Revenue Neutral*.

Sincerely,



Casandra Skinner Hoekstra
Chief Deputy Secretary for Administration
North Carolina Department of Public Safety



Office of the County Manager

April 1, 2020

John Turcotte
Program Evaluation Director
Program Evaluation Division
NC General Assembly
Legislative Office Building – Suite 100
300 North Salisbury Street
Raleigh, NC 27603-5925

Mr. Turcotte,

Cabarrus County has reviewed the Program Evaluation Division's final report on the Option for Rehabilitating and Preserving the Historic Stonewall Jackson Campus in Concord, North Carolina. The County agrees that the language in the report is generally accurate and in line with the preliminary discussions concerning the scope of the project and the parties involved. The campus has played a vital role in the history of North Carolina and Cabarrus County and therefore should be preserved, restored, and ultimately become a contributing partner to the economy of the Cabarrus County and North Carolina. As the process moves forward, Cabarrus County would like to provide some additional comments:

1. Cabarrus County feels it is worth preserving as many of the historical structures throughout the campus as is practical and economical.
2. Cabarrus County has made a sizeable investments of resources in the portion of the property that we have leased for many years and would like to continue to improve the property for the benefit of our community and its citizens.
3. Cabarrus County will seek to establish a relationship with a non-profit historical preservation organization such as Preservation NC future preservation efforts to the site while securing public and private investment to assist.
4. Cabarrus County's participation in projects relating to the main campus and existing buildings will depend on our ability to establish an appropriate relationship with a third party preservation organization.

In closing, Cabarrus County appreciates the work that has been done by the Program Evaluation Division. We look forward to working with all parties involved on this important and exciting proposal as the review process continues.

Sincerely,

A handwritten signature in blue ink, appearing to read "Mike Downs".

Mike Downs
County Manager