Background and Objectives
On October 4, 2103 ICF International was contracted to survey and assess the current status of the Civic Park Historic Residential District in Flint, Michigan. Specifically, ICF conducted a reconnaissance level survey to determine the number of extant contributors to the existing Civic Park Historic Residential District that was listed in the National Register of Historic Places (NR or National Register) in 1979. ICF’s findings were mapped according to categories based on perceived exterior integrity and occupancy, including the identification of properties appearing individually eligible for listing in the NR or as contributors to newly delineated NR districts within the boundaries of the existing Civic Park district. ICF prepared a report that reviewed the original NR nomination and summarized the original significance of the district. Each block was photographed to document current conditions. Individual properties that are representative of current findings were photographed, including properties that exemplified levels of physical integrity (occupied and unoccupied), properties potentially individually eligible for NR listing and/or properties that contribute to newly delineated NR districts. The report also summarizes the survey findings, provides conclusions, and offers overall recommendations. If appropriate, ICF would also prepare the official NR forms to be submitted to the State Historic Preservation Officer (SHPO) and the Keeper of the NR necessary for decreasing the boundaries of the existing NR historic district.

Civic Park Historic Residential District
The Michigan History Division completed the NR nomination on November 1, 1978, and the Civic Park Historic Residential District was listed in the NR on September 7, 1979. At that time, Civic Park consisted of 950 original and 60 additional structures for a total of 1,010 properties (today there appear to be 1,015 parcels within the district). The historic district boundaries correspond to the original Civic Park development as first laid out in 1917 by Boston landscape architect William Pitkin. The National Register nomination text did not explicitly identify either a period of significance or eligibility criteria. However, the Michigan State Register listing for Civic Park (Site #P4280) identified a period of significance of 1901-1920, with significant dates of 1919-1920; the original development was built and completed within this two-year span.

A “self-contained workers community” according to the nomination text, Civic Park as built was funded by the Modern Housing Corporation (General Motors Corporation) and its controlling shareholder: the DuPont Company. The purpose of Civic Park was to house General Motors employees working at nearby factories. The New York architectural firm of Davis, McGrath and Kiesling designed the majority of original buildings, including 870 houses.1 Aside from single family residences, Civic Park includes two small commercial areas, a large park, two churches, a Collegiate Gothic style school building adjacent to a large playing field, and a community center built shortly after the development itself. The original

1 In 1917 a local consortium called the Civic Building Association originally hired William Pitkin and Davis, McGrath and Kiesling to design a 400-acre development that failed to materialize. As eventually built by the Modern Housing Corporation, Civic Park is the expanded, 680-acre version of this original plan.
single family houses are based on 28 separate designs within 50’ x 100’ residential lots. House types were built in varying quantities. For example, the gambrel-roofed “Type A” residence was constructed 135 times – 13% of the housing stock. However, the Craftsman-inspired “Type W” residence was only constructed five times, or .5% of housing stock. Though similar in scale, the original homes consisted of a variety of styles that are essentially interpretations of Bungalow and Eclectic Colonial Revival designs. In addition to the 870 houses constructed by the Modern Housing Corporation, 80 houses were individually constructed at the same time by GM employees and others using their own plans. Another 40 dwellings post-date 1920, and were constructed as late as the 1940s. These combined 120 houses are interspersed throughout the development with styles including Tudor, Minimal Traditional, Spanish, Prairie, Four-Square, and Post-war Colonial. Size varies, with many of the individually built houses of a larger scale and standalone presence not seen with the original housing stock.

Civic Park appears to have been a thriving neighborhood from its creation through most of the 1970s. The threat of “deterioration as in most inner city neighborhoods” was acknowledged in the 1978 Civic Park NR nomination. Over the last twenty-five years, Civic Park building deterioration has greatly increased. This problem is exacerbated by the economic decline of the local automotive industry, the demolition of nearby GM factories, and subsequent population loss, leaving many Civic Park houses unoccupied and often abandoned.

**Original Significance of Civic Park Historic Residential District**

**NR Criterion A:** Although not explicitly referenced in the 1978 NR nomination significance statement for the Civic Park Historic Residential District, arguments within it point to the district’s eligibility relative to NR Criteria A and C. Therefore, it can be assumed that the Civic Park Historic Residential District (the Property) meets NR Criterion A for its important association with General Motors when, during the period 1919-1920, it constructed a residential tract of hundreds of dwellings specifically to house its factory workers. In meeting Criterion A, the original nomination states, “With the passage of time, Civic Park has gained significance as a well planned community that reflects the economic, political, and social power of a burgeoning automobile company in a turn-of-the-century industrial town.”

The nomination’s significance statement concludes, “With its completion, Civic Park stood as an attractive and stable community of General Motors employees and as a reflection of the General Motors Corporation’s powerful interest both in its own growth and the growth of Flint.”

**NR Criterion C:** As relates to architectural merit under National Register Criterion C, the relevant requirement is that the Property must embody the distinctive characteristics of a type, period, or

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2 National Register bulletin 16, “How to Apply the National Register Criteria for Evaluation.” U.S. Department of the Interior, National Park Service. NR Criterion A: “Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.”; Criterion C: “Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.”


4 Ibid. Continuation Sheet #20, Item Number 8, Page 10.
method of construction. In meeting Criterion C, the 1978 nomination states, “Civic Park presents street after street of modest and well-built residences constructed in twenty-eight identifiable types [styles]. The residences are a visual reflection of a self-contained community with its own school, churches, community center, and small commercial areas.”

In addition to the importance of Civic Park as emblematic of a large tract of worker housing conceived of and constructed by GM, in supporting the presence of a historic district the nomination states, “With twenty-eight types of homes repeated in Civic Park this continuous sense of rhythm, size, color, and texture is reinforced by the overall appearance of the residences. A strong visual statement is made, for example, by one type of Civic Park home that dominates the streetscapes [Architectural Style Type A].” It continues, “Within the District’s boundaries there is a visual continuity of rhythm, size, color and texture created by the 950 original homes” suggesting that the Property “possesses a significant concentration, linkage, [and] continuity ... of buildings ... united historically or aesthetically by plan or physical development.”

Field Methodology
ICF architectural historians Peter Moruzzi and Daniel Paul surveyed, documented, and assessed the entirety of the Civic Park Historic Residential District over a three day period in October, 2013.

Day One (10/22/2013):
- PHOTO DOCUMENT EACH BLOCK IN CIVIC PARK
- PHOTO DOCUMENT REPRESENTATIVE BUILDINGS
- PHOTO DOCUMENT LANDSCAPE ELEMENTS

As per ICF’s original scope of work, Peter Moruzzi and Daniel Paul began field work by photo documenting each block, preferably taken from an intersection looking down a given street. The overall character (as opposed to condition or integrity) of Civic Park appeared remarkably consistent, with the original house types, street layouts, and landscape elements visible throughout. Because of dense tree foliage, select groupings of houses and landscape design features were photographed along each block. ICF’s aim was to photo document streetscapes, house groupings, representative styles, levels of integrity, and condition levels for properties and landscape design elements on every street within the Civic Park Historic Residential District. In addition, instances of diverse design features such as the curving streets at the district’s southern portion, the two commercial corridors, and the horseshoe-type

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8 Ibid.
layout of Humboldt Avenue and Eastlawn streets near the school field, were photographed among other features. Please see photographs in Appendix C.

Day Two (10/23/2013):

- PHOTO DOCUMENT ADDITIONAL EXAMPLES
- DETERMINE OCCUPANCY
- EVALUATE INTEGRITY
- ASSIGN “STATUS CODES” TO EACH PROPERTY

ICF architectural historians are aware of the regional circumstance wherein abandoned buildings commonly beget more abandoned buildings. Therefore, a decision was made to note the presence of unoccupied and/or abandoned buildings on a parcel by parcel basis. Our assessment of what appears occupied versus unoccupied was strictly a curbside observation. We attempted to obtain electricity hook-up information to confirm the observations, but it was unavailable. Given the reconnaissance nature of our scope of work, observations were generally made via automobile and sometimes on foot.

In determining occupancy, we assumed that the property was unoccupied if a house was observed to be:

1) completely boarded-up;
2) partially covered with plywood but with multiple open windows;
3) missing entry features such as a porch or stairs leading to an elevated entrance;
4) substantially damaged due to fire or vandalism; or
5) a combination of any of the above.

We understand that houses within Civic Park exist at various levels of condition and it is not our intention to disrespect any Civic Park resident or homeowner if ICF mistakenly assumed vacancy.

**Condition versus Integrity**

Poor condition does not equate to poor integrity. This may be confusing as there is a common misconception that if a building is in poor condition then it has lost its historic significance. In fact, a neglected (or unoccupied) building in poor physical condition still might retain integrity. In Civic Park, missing siding, broken windows, sagging roofs, major concrete or masonry cracks, rotting wood members, sagging porches, peeling paint, or an unkempt landscape indicates a house in poor condition. Yet, if the shingles, window frames, porches, etc. are original and have not been replaced, then the house may still retain integrity. According to the National Register Bulletin, integrity is defined as “the ability of a property to convey its significance.”

Therefore, a building in poor condition that requires major structural repairs but nevertheless has experienced few alterations may continue to convey its significance.

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According to the NR Bulletin regarding how to evaluate the integrity of a property, “Historic properties either retain integrity (that is, convey their significance) or they do not.”11 Following these guidelines, ICF architectural historians did not assess integrity using a sliding scale; integrity was either present or it was not.

**Defining Integrity**

The National Register Bulletin states “To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register criteria, but it also must have integrity.”12 The Bulletin identifies seven aspects or qualities of integrity that, in various combinations, define integrity. They are: location, design, setting, materials, workmanship, feeling and association. “To retain integrity, a property will always possess several, and usually most, of the aspects.”13

The seven aspects are defined as follows:

- **Location**: Location is the place where the historic property was constructed or the place where the historic event occurred.
- **Design**: Design is the combination of elements that create the form, plan, space, structure, and style of a property.
- **Setting**: Setting is the physical environment of a historic property.
- **Materials**: Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
- **Workmanship**: Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- **Feeling**: Feeling is a property's expression of the aesthetic or historic sense of a particular period of time.
- **Association**: Association is the direct link between an important historic event or person and a historic property.

According to the NR Bulletin, “a property that is significant for its historic association is eligible if it retains the essential physical features that made up its character or appearance during the period of its association with the important event, historical pattern, or person(s).”14

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12 Ibid.
13 Ibid.
14 Ibid. Page 46.
Integrity, Occupancy, and Status Codes
On the second day of field work, ICF architectural historians traversed the entire Civic Park district in order to assign “status codes” to each property as follows:

V = Vacant
IO = Retains integrity, appears occupied
IU = Retains integrity, appears unoccupied
NIO = Does not retain integrity, appears occupied
NIU = Does not retain integrity, appears unoccupied
NRHPI = Appears individually eligible for National Register
NRHPC = Contributor to a National Register District

It should be noted that each assigned status code was based upon exterior, street side observation only. Through discussions with city and county officials, and random field observation of unoccupied and accessible dwellings by the ICF architectural historians in Civic Park, it was assumed that unoccupied houses have generally been stripped all of all metal, including pipes, wiring, furnaces, heaters, hardware, faucets, and light fixtures, among other elements.

As relates to house interiors, the loss of most or all metal has substantially compromised four of the seven aspects of integrity: design, materials, workmanship, and feeling. In addition, open or broken windows have allowed precipitation to penetrate many of the interiors of unoccupied houses, sometimes for many years, resulting in substantial damage to wood, plaster, and other materials. As a result, it is common to find houses where the exterior appears to retain physical integrity while the interior does not. Nonetheless, despite the presumed loss of interior integrity in such cases, ICF assigned the status code “IU” (Retains Integrity, Appears Unoccupied) to such dwellings based upon retention of exterior integrity.

The scope of work did not entail that a photograph be taken of each property. However, the architectural historians took photographs of many properties so as to document the wide variety of styles, condition, integrity, occupancy, individual significance, and potential contributors to newly delineated NR historic districts.

Evaluating Integrity in Civic Park
In 1981, a Home Preservation Manual was prepared for Civic Park by local architects and planners as part of the Flint Neighborhood Improvement and Preservation Project. The introductory letter by then-Mayor James W. Rutherford stated that the goal of the Civic Park Historic Preservation Manual (HPM) was “…to help retain the architectural character of this National Historic Community.” And, “The goal of the HPM is to define those architectural elements of Civic Park homes which must be

16 Ibid. Introductory letter by Flint Mayor James W. Rutherford.
preserved in order to maintain the visual and historic character and integrity of the neighborhood.\textsuperscript{17} The 125 page HPM is exceptionally detailed in its technical description of how to maintain, repair, or replace exterior architectural elements for Civic Park’s houses. These recommendations are based upon the government’s standards for the preservation of historic neighborhoods as defined by the Secretary of the Interior (i.e. the Standards).\textsuperscript{18}

A summary on page 9 of the Civic Park Historic Preservation Manual “defines the architectural and community elements of Civic Park which must be preserved in order to maintain the historic character and integrity of the neighborhood.”\textsuperscript{19}

1. **Neighborhood Identification** such as signs, banners, street lights or individual home placards should be placed to mark the boundaries of Civic Park and increase the awareness of visitors and residents that they are in a historic neighborhood.

2. **Open spaces** originally planned as parks should not only be maintained, but enhanced. Tennis courts, walking paths, playlots and neighborhood garden plots could be built; streets, curbs and boulevards should be maintained.

3. **Additions** to a Civic Park house should be limited to the rear. This preserves the original rhythm of the street, which has houses equally spaced apart, and preserves three historically important facades.

4. **Garages and building additions** should be built in a design which is sensitive to the style of the house in scale, form, color and material.

5. **Fences** should be wood, not metal, and be located in the rear yard, not the front. Color should blend with the color and design of the house.

6. **Driveways**, sidewalks and any other paving should be well-maintained concrete or asphalt surfaces.

7. **Architectural style** as defined by proportion, scale, massing, and texture of each house is a fundamental determinant of the character of Civic Park.

8. **Structural systems** should be maintained dry and insect-free.

9. **Roof forms**, including dormers, exposed rafters and eave details should not be altered or covered up.

10. **Slate roofs** should be preserved and restored.

11. **Brick chimneys** should be maintained and preserved.

\textsuperscript{17} Ibid. Manual Introduction, page 7.
\textsuperscript{18} Ibid.
\textsuperscript{19} Ibid. Manual Summary, page 9.
12. Gutters and downspouts are important functional elements which should be maintained in order to protect the other building materials.

13. Wood, brick or stucco siding should be preserved or restored to its original conditions.

14. Aluminum or vinyl siding should not be installed. This is a cover-up of the original materials so important to the character of Civic Park. Often the installation of siding encourages such problems as moisture, rot and insect attack.

15. Windows should be preserved or restored and their original placement, design and material retained.

16. Storm windows and doors should be wood.

17. Awnings should be canvas and color coordinated with the house and trim paint.

18. Porches should be preserved or restored to their original materials and design including railings, columns, trellis work and color.

19. Concrete or concrete block foundations should not be painted or covered.

20. Paint colors should be selected from the palette of original colors.

21. Energy conservation measures should be used which do not alter the original design. This might include: planting trees for shade, attic insulation, sealing cracks and installing energy-conserving equipment.

In assessing the current integrity of buildings in Civic Park, ICF architectural historians were mindful of the guidelines and recommendations provided in the Civic Park Historic Preservation Manual, particularly the statement that “...the architectural and community elements of Civic Park which must be preserved in order to maintain the historic character and integrity of the neighborhood.”

For the Civic Park tract as a whole, the general historic setting – single family houses in rows along tree-lined streets – was consistent and intact. In addition, the materials, workmanship, design, and feeling of the district’s landscape features – street width, curbs, and medians – appear to retain integrity. In contrast, a pervasive loss of physical integrity for many of the dwellings within Civic Park is apparent at the individual property level.

Although a building’s form and massing were perceived as essential physical features, their existence alone without considering other aspects of integrity did not convey significance. During the site visit, ICF did not observe a substantial number of alterations to overall form and massing of houses within Civic Park. But, to clarify, if room additions were visible on the front or the sides of a building (as opposed to the rear of a property), then such changes were considered a substantial alteration. To convey

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21 Page 113 of the Civic Park HPM includes this guideline “...all building additions should be limited to the rear of the house. This preserves three of the four historic facades of the house as well as the rhythm of the streetscape.”
integrity, not only was the presence of form and massing required, ICF’s architectural historians substantially relied on the presence or lack of smaller-scale design features that convey the design intentions of Civic Park’s original architects in 1919 and 1920, and those that designed buildings after that period.

Understanding that replacing siding is common for the regional climate, substitute siding, if it appeared to simulate or match the building’s original siding design, was considered to be an acceptable alteration, even if it was of a non-historic material. In addition, substitute siding was deemed acceptable if it appeared to have occurred over 50 years ago, the time frame typically associated with a design change having achieved significance in its own right. However, if new uniform siding was applied over the entirety of the building that did not simulate or match the original – such as asbestos or vinyl – then this was considered a loss of integrity.22 Similarly, if siding or other alterations appeared to have subsumed important design features such as extended rafter tails, brackets, surrounds, or ornamental detailing, then this was considered a significant integrity loss.23

Because plywood-covered doors and/or windows are not historically accurate features, they are treated as alterations. But this by itself did not render loss of integrity. However, if plywood-covered openings were present in concert with other alterations such as insensitive recladding or the loss of a porch, then integrity of the building was deemed lost. And, if a porch was entirely missing, this was considered a substantial loss of integrity.24

The original doors and windows of Civic Park houses were made of wood. Many of the windows were double-hung. According to the Civic Park HPM, “In Civic Park, the preservation of the doors and windows cannot be overstressed.”25 ICF’s architectural historians observed the number of original versus non-original doors and windows in evaluating integrity. If a majority of windows visible from the public right-of-way were original, then integrity was generally assumed. However, if a majority of windows and the front door had been replaced, then this architectural element lacked integrity.

A building would be deemed to lack integrity by ICF architectural historians given a combination of various alterations that together substantially compromised integrity of design, materials, workmanship, and feeling. For example, a combination of altered/replaced windows, substitute siding, and enclosed/altered porch would result in a finding that a property lacked integrity.

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22 Page 69 of the Civic Park HPM states “Aluminum and asbestos siding destroy the integrity of the exterior of the Civic Park house.” Page 71 of the Civic Park HPM includes these statements “…the disadvantages of asbestos, vinyl or aluminum siding far outnumber their advantages. This is particularly true in historic buildings where the preservation of the original siding material is so important. Substitute siding is often installed in order to increase property values. This may be true in non-historic neighborhoods. In Civic Park, however, substitute siding decreases the historic value and therefore the property value of a home. Substitute siding should not be installed. The original siding should be restored. Substitute siding which is already in place should be removed and the original siding below repaired and restored.”

23 Page 9 of the Civic Park HPM “Roof forms, including dormers, exposed rafters and eave details should not be altered or covered up.”

24 Page 98 of the Civic Park HPM “Many of the porches have been enclosed; details removed; wood columns and railings have been replaced with ‘wrought iron’ or the porches removed…. Some porches have been enclosed which are sensitive to the original architecture (maintaining columns, rails and trellis work). Porch enclosures have been used to add floor area and recently to provide a buffer from winter cold. Such enclosures are practical and can maintain the original porch features.”

25 Page 90 of the Civic Park HPM.
Civic Park Historic Residential District, Flint

The loss of standalone garages was not a factor against integrity because garages were not original to the original houses constructed in 1919-1920.26 The visible presence of original slate roofs, which were once a feature of 60% of the early houses, was an important element in establishing integrity.27

Day 3 (10/24/2013):

- IDENTIFY NR ELIGIBLE PROPERTIES
- IDENTIFY POTENTIAL CONTRIBUTORS TO NEWLY DELINEATED NR HISTORIC DISTRICTS
- PHOTO DOCUMENT NR ELIGIBLE PROPERTIES AND DISTRICTS

On the third day of field work, ICF architectural historians drove the entire district for a third time to identify individually eligible NR properties and newly delineated NR historic district groupings.

ICF utilized the NR Bulletin guidelines in identifying properties appearing individually eligible for NR listing. The guidelines stipulate that properties listed in the NR possess historic significance and integrity. Although not explicitly stated in the original 1978 nomination, the relevant NR criteria associated with establishing significance for Civic Park appeared to be A and C. Civic Park met Criterion A for its important association with General Motors when, during the period 1919-1920, it constructed a residential tract of hundreds of dwellings specifically to house its factory workers.28 In meeting Criterion C, the 1978 nomination stated that “with twenty-eight types of homes repeated in Civic Park [a] continuous sense of rhythm, size, color, and texture is reinforced by the overall appearance of the residences. A strong visual statement is made, for example, by one type of Civic Park home that dominates the streetscapes [Architectural Style Type A].”29 It should be noted that the original NR nomination concludes with the statement, “With its completion, Civic Park stood as an attractive and stable community of General Motors employees and as a reflection of the General Motors Corporation’s powerful interest both in its own growth and the growth of Flint.” [Emphasis added.]

In addition to meeting at least one of the significance criteria necessary for listing in the National Register, “Integrity must also be evident through historic qualities including location, design, setting, materials, workmanship, feeling, and association.”30 This is particularly important in assessing properties within Civic Park where ICF has assessed that four of the seven aspects of integrity (design, materials, workmanship and feeling) have been compromised in 41% of the properties (occupied and unoccupied), not including the 13% of properties now consisting of vacant parcels.31 In addition, 43% of the dwellings in Civic Park appear unoccupied, not including the vacant parcels.32

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27 Pages 75-80 of the Civic Park HPM.
29 Ibid. Continuation Sheet #1, Item Number 7, Page 2.
31 See “Findings” section of this report.
32 Ibid.
Therefore, in identifying individually eligible properties, the building must not only meet Criteria A or C, but also possess integrity. As described above, the interiors of the great majority of unoccupied properties in Civic Park have experienced the loss of most metal elements with many interiors also having been exposed to rain or snow, substantially compromising integrity of design, materials, workmanship, and feeling. As a result, it is common to find houses where the exterior appears to retain physical integrity while the interior does not. Given these circumstances, ICF’s architectural historians chose to identify as individually eligible for the NR only those properties retaining both exterior and interior integrity suggesting a continuity of historic use, which, in practice, meant properties that were currently occupied. Further, for a property to quality, ICF believed that it should represent an excellent example of its particular architectural style to ensure that only “the best of the best” were selected.

Under ICF’s scope of work, its architectural historians also sought to identify significant concentrations of properties that would form smaller historic districts within the boundaries of the existing National Register Civic Park Historic Residential District. Given that the Civic Park properties are already contributors to the National Register District, these smaller groupings would retain their National Register status but within newly delineated boundaries.

In locating these smaller districts the National Register Bulletin requires the presence of a significant concentration of buildings united historically or aesthetically by plan or physical development. In addition, the Bulletin requires that “the majority of the components that add to the district’s historic character, even if they are individually undistinguished, must possess integrity, as must the district as a whole.” Therefore, in maintaining consistency with its approach in identifying individually eligible properties, ICF selected potential district contributors that retained not only exterior integrity but also interior integrity, necessitating current occupancy.

Please see Table 1 for a list of individually eligible properties and contributors to the newly delineated National Register historic districts.

**Findings**

Please refer to Figure A depicting the current status of Civic Park Historic Residential District in map form. Table 1 lists all of the properties within the National Register district and their status codes.

The following “status codes” were utilized in assessing properties in the field:

\[
V = \text{Vacant}
\]

35 This requirement of occupancy did not apply to the newly delineated National Register District containing the entirety of the locally designated historic district that includes a number of unoccupied dwellings.
Civic Park Historic Residential District, Flint

IO = Retains integrity, appears occupied
IU = Retains integrity, appears unoccupied
NIO = Does not retain integrity, appears occupied
NIU = Does not retain integrity, appears unoccupied
NRHPI = Appears individually eligible for National Register
NRHPC = Contributor to a National Register District

The following are ICF’s findings in numerical form:

Total properties = 1015

IO = 237 properties: 23% of total
IU = 229 properties: 23% of total

IO + IU (i.e. retain integrity) = 46%

NIO = 202 properties: 20% of total
NIU = 214 properties: 21% of total
V = 133: 13% of total

V + NIO + NIU (i.e. vacant, occupied, and unoccupied properties lacking integrity) = 54%

V + IU + NIU (i.e. vacant and unoccupied properties) = 57%
IO + NIO (i.e. occupied properties) = 43%

In summary, only 46% of the properties within the NR-listed district retain integrity. It is important to recall that the goal of the Civic Park Home Preservation Manual was “… to define those architectural elements of Civic Park homes which must be preserved in order to maintain the visual and historic character and integrity of the neighborhood.”36 If these were the stated goals of the City and HPM in 1981, it can be argued that the visual and historic character and integrity of Civic Park have been largely lost since that time.

According to the NR Bulletin, “For a district to retain integrity as a whole, the majority of the components that make up the district’s historic character must possess integrity even if they are individually undistinguished.” In addition, the relationships among the district’s components must be substantially unchanged since the period of significance.”37 [Emphasis added.] Despite the retention of landscape features and the original tract plan, Civic Park Residential Historic District no longer appears to retain integrity as a whole because a majority of components (54%) that make up the district’s historic character no longer possess integrity.38 As relates to the relationships among the district’s components, this report reveals that they have substantially changed since the 1901-1920 period of

38 41% of the buildings have lost integrity and 13% consist of now-vacant parcels, for a total of 54%.
Civic Park Historic Residential District, Flint

significance due to the loss of physical integrity of a majority of the original contributors to the National Register district.

The NR Bulletin continues, “A district is not eligible if it contains so many alterations or new intrusions that it no longer conveys the sense of a historic environment” and, “A component of a district cannot contribute to the significance if it has been substantially altered since the period of the district’s significance or it does not share the historic associations of the district.” While the components of Civic Park Historic Residential District continue to share the historic associations of the district, the current survey has shown, due to alterations, that over half (54%) of the properties in Civic Park Historic Residential District have lost integrity such that the district no longer conveys the sense of the historic environment that existed in 1901-1920, the period of the district’s significance.

The NR Bulletin related to amending national register forms under the heading “Removing a Property from the National Register” states, “Under very special circumstances, such as deterioration or loss of historic integrity, a property can be removed from the National Register. These circumstances are explained in 36 CFR Part 60.” NRHP Title 36 CFR Part 60.15 specifies “(a) Grounds for removing properties from the National Register are as follows: (1) The property has ceased to meet the criteria for listing in the National Register because the qualities which caused it to be originally listed have been lost or destroyed....” Upon completing its study of the current status of Civic Park, ICF concludes that due to deterioration and loss of historic integrity, the qualities which caused Civic Park Historic Residential District to be listed in the NRHP in 1979 appear to have been lost or destroyed.

In meeting NR Criterion C, the 1978 nomination states, and the current survey confirms, “Civic Park presents street after street of modest and well-built residences constructed in twenty-eight identifiable types [styles]. The residences are a visual reflection of a self-contained community with its own school, churches, community center, and small commercial areas.” However, according to the Bulletin, “To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register criteria, but it also must have integrity.” The Description section of the 1978 National Register nomination for Civic Park states, “Though faced with the constant threat of deterioration as in most inner city neighborhoods, Civic Park still is considered a highlight of Flint’s housing stock and remains a well-maintained community with few unsympathetic architectural intrusions.” It appears sadly evident that the potential threat of Civic Park’s housing stock deteriorating as forewarned in 1978 has unfortunately been realized in 2013. Similarly, it can be argued

40 Ibid.
41 National Register Bulletin, “How to Complete the National Register Registration Form” VI. Amending National Register Forms. Page 72.
42 National Register of Historic Places Title 36 CFR 60.15(a)(1) Note 36 CFR 60.15(4)(b) "Properties listed in the National Register prior to December 13, 1980, may only be removed from the National Register on the grounds established in paragraph (a)(1) of this section." This specifically applies to Civic Park Historic Residential District, which was listed in the National Register in 1979.
that despite the best efforts of Civic Park property owners and residents, the Genesee County Land Bank, the City of Flint and others, Civic Park no longer remains a well-maintained community. As a result, due to extensive exterior alterations, a majority of Civic Park’s properties have lost integrity of materials, workmanship, design, and feeling. Therefore, due to the loss of physical integrity, Civic Park Historic Residential District no longer meets National Register Criterion C.

Returning to the 1978 nomination, it can be interpreted that Civic Park met NR Criterion A for its important association with General Motors when, during the period 1919-1920, it constructed a residential tract of hundreds of dwellings specifically to house its factory workers. In meeting Criterion A, the original nomination states, “With the passage of time, Civic Park has gained significance as a well planned community that reflects the economic, political, and social power of a burgeoning automobile company in a turn-of-the-century industrial town.” The nomination’s significance statement concludes, “With its completion, Civic Park stood as an attractive and stable community of General Motors employees and as a reflection of the General Motors Corporation’s powerful interest both in its own growth and the growth of Flint.”

The current study finds that, under Criterion A, the majority (54%) of the properties within the district no longer convey the qualities that justified its inclusion in the NR in 1979. Because of substantial alterations over time and because of deteriorated conditions that resulted from lack of occupancy, most of the district no longer conveys “an attractive and stable community of General Motors employees” as it originally did during the period of significance and as it still did when the district was listed in the NR in 1979. It is also noteworthy, that with the demolition of GM’s original factories, the direct association of the property with its significant event (Civic Park as purpose-built housing for GM factory workers) has been erased.

**Conclusion**
A property must not only be shown to be significant under the NR criteria, but it also must have integrity. As has been shown, due to the loss of five of the seven aspects of integrity (materials, workmanship, design, feeling, and association), Civic Park Historic Residential District no longer meets the criteria under which it was originally listed.

**Recommendations**
The current study has shown that the majority of properties located east of Forest Hill Avenue – with important exceptions – have lost integrity as depicted in Figure A. However, west of Forest Hill Avenue (inclusive) and south of W Dayton Street are found many examples of dwellings that retain integrity. In addition, most of the houses facing W Hamilton Avenue to N Chevrolet Avenue also retain integrity, and several small pockets of residences exist on W Paterson Street between N Chevrolet Avenue and Mount

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47 Ibid. Continuation Sheet #20, Item Number 8, Page 10.
Elliott, and on either side of W Dayton Street between Proctor Avenue and N Chevrolet Avenue with a cluster along the 2500 block of N Chevrolet Avenue that retain substantial integrity.

It happens that within the boundaries of the Civic Park Historic Residential District occurs a smaller concentration of properties locally designated by the City of Flint known as the “Civic Park Local District” that contains many of these properties. Located in the western half of the tract, the Civic Park Local District is bounded roughly by W Jackson Avenue, Humboldt Avenue, Forest Hill Avenue and Greenway Avenue and contains 137 properties. Based up its findings, ICF recommends that the Civic Park Local District plus the area south to Welch Boulevard west of Lloyd Street and Forest Hill Avenue, and including most of the properties on either side of W Hamilton Avenue Street east to N Chevrolet Avenue, become the new boundaries of a National Register district in Civic Park. It would be called “West Civic Park Historic District” and contain 212 properties representing a sufficient number of buildings to adequately illustrate the many architectural types and styles found throughout the original National Register Historic District.

The 1978 nomination emphasizes that Civic Park is “...a self-contained community with its own school, churches, community center, and small commercial areas.”48 By including all of the building types represented in the original Civic Park NR district – the Civic Park Community School, The Master’s Church, Bassett Park, Haskell Community Center, and the commercial cluster along W Dayton Street Place – this newly delineated district would remain the self-contained community highlighted in the nomination.

The relevant legislation for formally changing boundaries of properties listed in the National Register is Title 36 CFR Part 60.14(a)(2) where it states “Four justifications exist for altering a boundary: Professional error in the initial nomination, loss of historic integrity, recognition of additional significance, additional research documenting that a larger or smaller area should be listed. ... No diminution of a boundary should be recommended unless the properties being removed do not meet the National Register criteria for evaluation.” [Emphasis added.] In the case of the Civic Park district, the relevant requirement is “loss of historic integrity” that has led to the district no longer meeting the National Register criteria under which it was originally listed.

Based upon its findings, ICF recommends that the boundaries of the West Civic Park Historic District identified above, and two other groupings, become the newly delineated boundaries of National Register historic districts as depicted in Figure B. Given that all of these properties are already contributors to the existing National Register-designated Civic Park Historic Residential District, a change in boundaries – following National Register guidelines – will accomplish such a goal.

The second newly delineated district contains properties on both sides of W Dayton Street between Proctor Avenue and N Chevrolet Avenue plus a row of houses on the east side of N Chevrolet Avenue between W Dayton Street and W Rankin Street. It would be called “Dayton Street Historic District.”

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Civic Park Historic Residential District, Flint

grouping of 14 properties includes the Joy Tabernacle Church. The third district, named “Paterson Street Historic District,” is a row of five houses on the south side of W Paterson Street between N Chevrolet Avenue and Mount Elliott.

Together, the three newly delineated groupings contain a majority of properties retaining integrity (154 out of 237, or 69%).

Another highlight of this study is the presence of 14 properties that appear individually eligible for National Register listing as identified by ICF’s architectural historians, seven of which are also contributors to the newly delineated districts. The remaining seven are scattered throughout Civic Park. See Table 1 for street addresses.

Based upon the findings of the survey, only a minority (46%) of Civic Park’s properties retain adequate integrity within the original NR district boundary. However, a majority of the properties (69%, or 154 out of 237) retain integrity within the recommended NR district boundaries, and would continue to demonstrate the qualities that justified the listing in the National Register in 1978.
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Figure A – Current Status Civic Park Historic Residential District
Figure A
Current Status Civic Park Historic Residential District

Legend

Civic Park NRHP Historic District
Civic Park Local District
Current Status
IO = Retains Integrity Occupied
IU = Retains Integrity Unoccupied
NIO = No Integrity Occupied
NIU = No Integrity Unoccupied
V = Vacant

Figure B – Revised National Register District Boundaries and Individually Eligible Properties
Appendix - Photographs
Block and Context Images:

N. Chevrolet Ave. looking north between W. Paterson St. and W. Hamilton Ave. The overall planning scheme and shared landscape elements such as medians are still intact. Viewed from a distance such as this, Civic Park appears to be a cohesive neighborhood of intact houses.

Corner of Mt. Elliott Ave. and W. Rankin St., looking northwest. Block shots were challenging to take in part because of foliage. From a distance, as seen in this picture, too, Civic Park is akin to many older Michigan neighborhoods.
Northeast corner of Forest Hill Ave. and W. Dayton Ave. Although there appears to be design consistency in various parts of Civic Park, as one looks closer, unoccupied properties are present.

North side of W. Dartmouth St. between Trumbull Ave. and Forest Hill Ave. Many sections of Civic Park feature multiple unoccupied houses in one row.
Mt. Elliott Ave. looking NW between W. Hamilton Ave. and W. Dayton Ave. From a distance design consistency appears to be present, but many of the houses are now unoccupied, including the above-pictured Craftsman-inspired houses.

Lawndale Ave. looking southwest between W. Paterson St. and W. Hamilton Ave. Another example of multiple unoccupied houses.
Mt. Elliott Ave. looking northwest between Stockdale St. and W. Paterson St. In various instances a perfectly maintained and occupied house is encroached upon by unoccupied houses.

Proctor Ave. looking southwest between W. Dayton St. and W. Hamilton Ave. Many of the unoccupied houses appear to have been empty for some time. One unoccupied house begets more.
Anecdotal evidence and visual inspection indicate that unoccupied houses in Civic Park have been stripped of all interior metal components including piping, electrical wiring, hardware, radiators, and light fixtures. Interior and exterior damage from exposure to extremes in weather have taken a severe toll on unoccupied properties.

As previously mentioned, from a distance Civic Park appears to have consistency at various locations. Here there is a consistency of gambrel roofed houses.
2513 Humboldt Ave. At close range, the damage and deterioration to many unoccupied houses is obvious. This house is second from left in the previous image.

W. Jackson Ave. looking northwest between Colby St. and Trumbull Ave.
Civic Park local historic district: Delmar St. looking northeast between Parkhurst Ave. and W. Dayton Ave.

Civic Park local historic district: Delmar St. looking northeast between Parkhurst Ave. and W. Dayton St.
Civic Park local historic district: looking northwest on Delmar St. between Parkhurst Ave. and W. Dayton Ave.

East side of Bassett Pl. looking north from Parkhurst Ave.
Welch Blvd. looking northeast between N. Chevrolet Ave. and Dupont St.

Dupont St. looking northwest between Josephine St. and Odette St.
W. Hamilton Ave. looking east between Proctor Ave. and Milbourne Ave.

South side of Eastlawn Dr. immediately east of Forest Hill Ave.
National Register of Historic Places Eligible Properties

Despite the abandonment and deterioration of multiple Civic Park properties, there are certain individual properties and groupings that retain National Register of Historic Places (NRHP) eligibility. This includes the local Civic Park district. Below are images of various properties outside of the local district that appear to retain NRHP eligibility as either standalone properties or contributing resources to NRHP eligible historic districts.

West Civic Park Historic District: 920 W. Hamilton Ave. Although this property is unoccupied, the eyebrow dormer, larger scale, highly intact carriage house, and presence of seemingly every original feature (upon the exterior) together render this property an NRHP eligible district contributor.

West Civic Park Historic District: 1002 W. Hamilton Ave. A larger-scale, highly distinctive example of a contributor to a newly delineated historic district.
West Civic Park Historic District: 914 W. Hamilton Ave. A boxed massing house that is not individually eligible but a contributor to a newly delineated historic district for its integrity and its proximity to other district contributors.

West Civic Park Historic District: 913 W. Hamilton Ave. Yet another contributor to a newly delineated historic district along Hamilton Avenue.
1801 Proctor Ave. This Colonial inspired property exhibiting high integrity was found to be individually NRHP eligible by the consultants during the field survey.

1002 W. Rankin St. A bungalow-styled house with high integrity that is an individually eligible NRHP property.
Paterson Street Historic District: 801 W. Paterson St. Both individually eligible for the NRHP and a contributor to a newly delineated historic district of five single family properties along Paterson Avenue.

Paterson Street Historic District: 805 W. Paterson St. Contributor to a newly delineated historic district.
Paterson Street Historic District: 821 W. Paterson St. Another contributor to a newly delineated historic district along Paterson Avenue located within a row of similar colonial-inspired district contributors.

1800 Welch Blvd. Peculiar to the Civic Park Historic District, this Wrightian-inspired property constructed in 1951 is a Modern Prairie house with high integrity that appears to be individually eligible for the NRHP and a contributor to a newly delineated historic district.
1208 Welch Blvd. A custom built house from 1926 with Italian Renaissance elements that appears to be individually NRHP eligible.

West Civic Park Historic District: 1407 W. Paterson St. Paterson Street between Lloyd and Welch contains multiple properties of a wide range of styles and houses exhibiting high integrity. Constructed between 1926 and 1929, this grouping strongly conveys 1920s Civic Park.
1318 W. Dartmouth St. Despite the presence of the new access ramp, this property, constructed in 1919, appears to have near perfect historic integrity and is individually eligible as a prototypical Civic Park property.

1613 Greenway Ave. An individually eligible custom built house from 1931.
Dayton Street Historic District: 1002 W. Dayton St. An unoccupied house with garage exhibiting high integrity. Property is a contributor to a newly delineated historic district.
Retaining Integrity and Occupied (IO)

Of the houses within Civic Park that retain their design integrity, the majority are occupied. Below are images of occupied houses retaining integrity that are not contributors to newly delineated historic districts or individually eligible properties. Because Civic Park as a whole no longer retains historic integrity due to multiple substantially altered properties, not every property retaining integrity appears to be a contributor to a newly delineated historic district.

2402 and 2330 Forest Hill Ave.

2301 Proctor Ave.
2109 N. Chevrolet Ave.

1202 W. Dayton St.
2018 Milbourne Ave.

2202 Proctor Avenue
701 W. Hamilton Ave.

810 W. Hamilton Ave.
Forest Hill Ave.

Mt. Elliott Ave.
Not Retaining Integrity and Occupied (NIO)

Some houses within Civic Park continue to be occupied but have lost design integrity. Quite often the loss is due to new siding applied over the entirety of the building that does not simulate or match the original – such as asbestos or vinyl. Similarly, if siding or other alterations appeared to have subsumed important design features such as extended rafter tails, brackets, surrounds, or ornamental detailing, then this was considered a significant integrity loss. Other common changes include reconstructed or enclosed porches that affect massing, and boxed eaves that appear to be a change from original design. A building would be deemed to lack integrity given a combination of various alterations that together substantially compromised integrity of design, materials, workmanship, and feeling. For example, a combination of altered/replaced windows, substitute siding, and enclosed/altered porch would result in a finding that a property lacked integrity.

1505 W. Dartmouth St. Non-original siding, enclosed porch, vinyl or metal frame windows.

1720 Milbourne Avenue. All-over siding that appears to have undone smaller scale details such as eaves.
1906 Lloyd St. Porch appears to be reconstructed; boxed eaves appear to be more recent.

2414 Bassett Pl. New siding that appears to be synthetic or metal; vinyl or metal frame windows, elevated entry appears compromised with new materials.
1317 Greenway Ave. Vinyl or metal windows, entry appears altered, upper balcony appears to be recent.

1713 Mt. Elliott. All-over siding; enclosed entry appears to be a later alteration.
2302 Milbourne Ave. Recent siding is insensitive to original design; latticework at entry is recent; loss of smaller-scale design features upon elevations.
Retains integrity but unoccupied (IU)

Various houses within Civic Park retain exterior historic design integrity, but are presently unoccupied. Such houses exist in varying ranges of condition. The consultants did not conduct historic integrity analysis of unoccupied house interiors. Anecdotal evidence and random visual inspection suggests that unoccupied houses in Civic Park have been stripped of all interior metal features and infrastructure including piping, wiring, and fixtures, among other elements.
1001 W. Dayton St. Note that ground floor fenestration features faux windows painted on canvas affixed to plywood that covers original windows.

917 W. Dayton St. Faux ground floor windows.
908 W. Hamilton Ave.

715 Stockdale St.
2226 N. Chevrolet Ave.

1222 W. Dartmouth St.
2517 Milbourne Ave.

1326 W. Dartmouth St.
No Integrity Unoccupied (NIU)

Multiple properties throughout Civic Park have lost integrity. Many such properties are also unoccupied. Over time, deterioration that often accompanies vacancy leads to integrity loss. Others of these properties appear to have lost integrity due to changes during their former occupancy. The loss of porches, stripped design elements, missing fenestration, collapsed building elements, or arson are some of the changes observed to unoccupied houses that have lost their historic integrity.

2638 Lawndale Avenue. Missing porch, missing steps, missing fenestration and door.

2321 Forest Hill Ave. Insensitive porch enclosure with T1-11 type siding at the front elevation.
2314 Proctor Ave. Insensitive porch enclosure with incorrect siding; vinyl windows.

2338 Humboldt Ave. Missing porch supports; missing fenestration; damage to roof is substantial to becoming an integrity issue.
2114 Proctor Ave. Insensitive siding, missing siding, porch alterations, missing fenestration and door.

2132 and 2126 Milbourne Ave. 2132: missing entry, missing stairs, missing fenestration and door. 2126: collapsed porch, missing fenestration.
2121 Milbourne Ave. Insensitive siding, missing fenestration, entry bay appears to be substantially altered.

810 W. Paterson St. Missing porch, missing siding, missing fenestration, missing door.
901 W. Paterson St. Missing fenestration, altered eaves, siding appears to be incorrect in conjunction with stucco entry, which itself may be an alteration.

2122 Lawndale Ave. Substantial fire damage has severely compromised integrity.
1222 W. Rankin St. Substantial fire damage has severely compromised integrity.
Miscellaneous Elements and Features

Commercial buildings: Welch Blvd. looking northeast between N. Chevrolet Ave and Dupont St.

Commercial buildings: Stockdale St. looking southeast between N. Chevrolet Ave. and Mt. Elliott Ave.
Commercial buildings: southeast corner of Dayton Pl. and Delmar St.

Civic Park School, 1402 W. Dayton St. front elevation.
Haskell Community Center. 2251 Forest Hill Ave. Looking west.

Joy Tabernacle Church 2505 N. Chevrolet Ave. Looking northwest at corner of W. Dayton St. and N. Chevrolet Ave.
The Master’s Plan Church, 2200 Forest Hill Ave. Looking northeast.

Split-street and median: W. Hamilton Ave. looking west between N. Chevrolet Ave. and Milbourne Ave.
Split-street and median: N. Chevrolet Ave. looking south from below W. Dayton St.

Curvilinear streets at Civic Park’s lower portion; Lawndale Ave. looking northeast between Forest Hill Ave. and W. Paterson St.