



TOWN COUNCIL
Town Hall Meeting
Cape Charles Civic Center
January 27, 2022
6:30 PM

1. Call to Order
 - A. Roll Call
 - B. Establish quorum

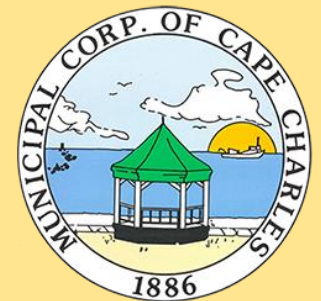
2. Order of Business
 - A. Historic District Design Guidelines Update & Public Engagement Meeting

 - B. Open Discussion

3. Adjournment

Cape Charles Historic District Design Guidelines Update

Public Presentation
Thursday, January 27th, 2021





Paige Pollard
Principal



Katie Paulson
Project Manager



Jeryl Rose Phillips, AICP
*Planning & Ordinance Analysis,
Content Development*



Jess Archer
*Graphics & Content
Development*



COMMONWEALTH
PRESERVATION GROUP

Project Team



Overview of Cape Charles Historic District

- History of the District
- Enabling Authority
- 2022 Design Guidelines Update

Stakeholder Engagement Summary

Preview of Guidelines

Questions

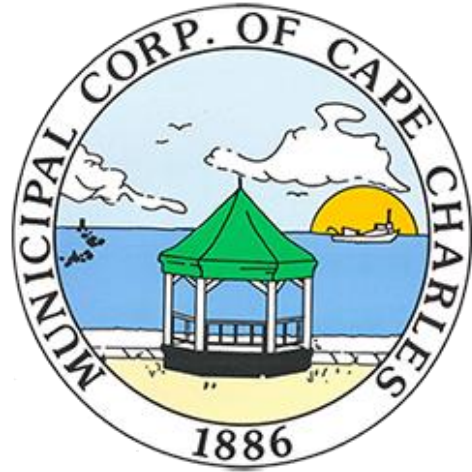
Tonight's Agenda



CPG was hired by the Town to:

- Engage with Stakeholders
- Review HD Boundaries
- Review Ordinance
- Develop Updated Historic District Design Guidelines

Scope of Project



Cape Charles Historic District

- Established in late 1980s after survey; updated 2018
- Designated on:
 - Virginia Landmarks Register
 - National Register of Historic Places

Historic District Overlay zoning ordinance

- Adopted by Town Council
- Established a local Historic Review Board
- First set of Design Guidelines written
- Certified Local Government established in 2007

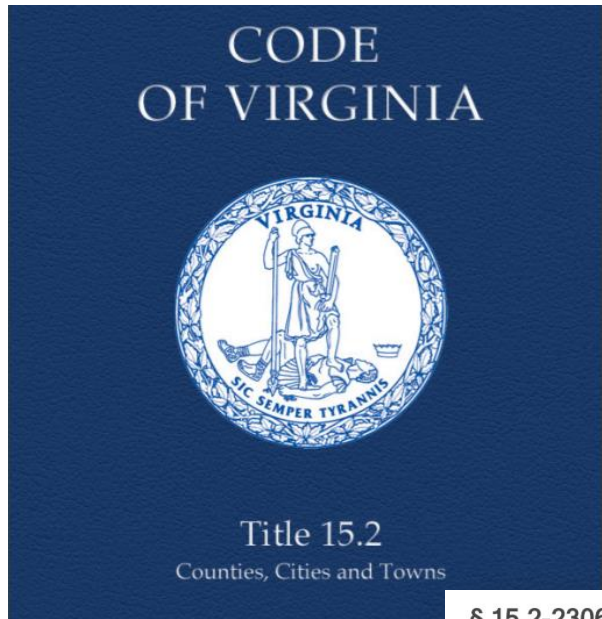
Historic Preservation Plan

- Guiding policies for historic preservation in Town's Comprehensive Plan

Comprehensive Plan 2019 Update

- Citizen's survey
 - Indicated preservation of the Historic District ranked high among public importance

History of Preservation in Cape Charles



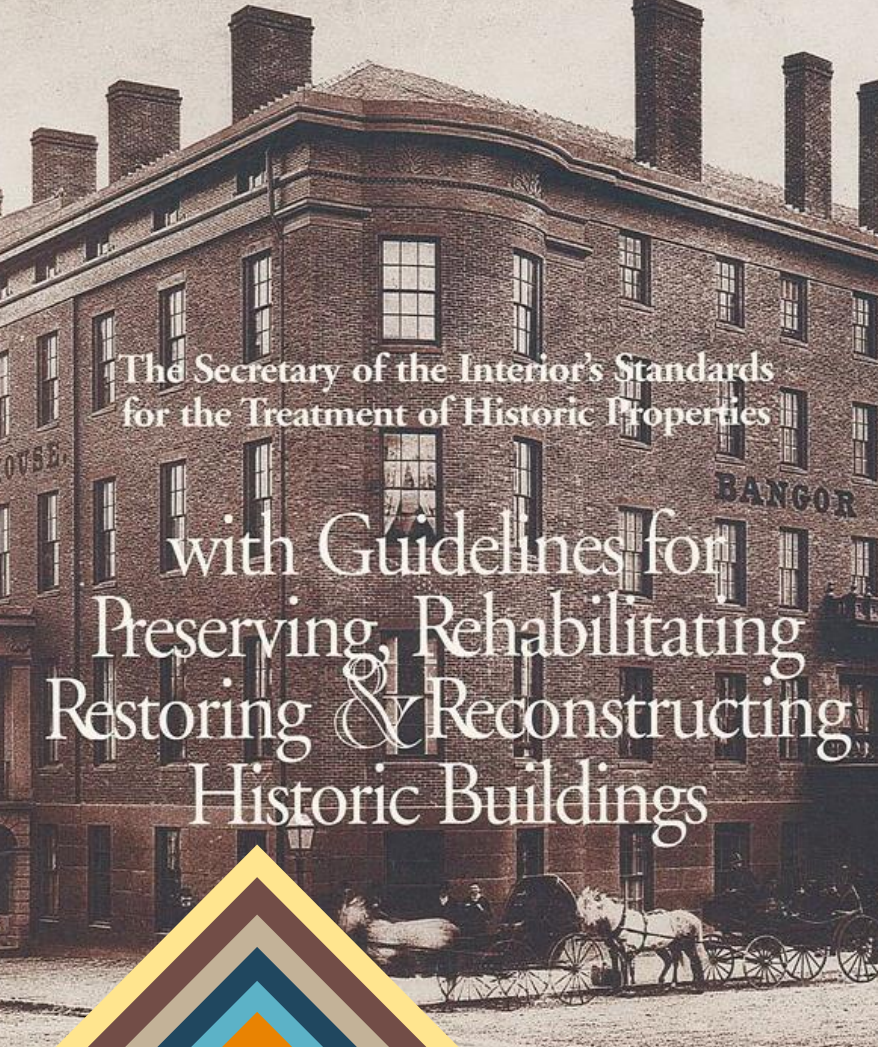
State and Local Enabling Authority

- Code of Virginia (15.2-2306)
- Established by Zoning Ordinance Article VIII, Section 8)
- Purpose is to protect against adverse impacts to the historic area

§ 15.2-2306. Preservation of historical sites and architectural areas.

A. 1. Any locality may adopt an ordinance setting forth the historic landmarks within the locality as established by the Virginia Board of Historic Resources, and any other buildings or structures within the locality having an important historic, architectural, archaeological or cultural interest, any historic areas within the locality as defined by § [15.2-2201](#), and areas of unique architectural value located within designated conservation, rehabilitation or redevelopment districts, amending the existing zoning ordinance and delineating one or more historic districts, adjacent to such landmarks, buildings and structures, or encompassing such areas, or encompassing parcels of land contiguous to arterial

Enabling Authority for Local Overlay



The Secretary of the Interior's Standards for Rehabilitation:

- Promotes long-term preservation of property's significance through the preservation of historic materials & features
- Pertains to historic buildings of all materials, construction types, sizes, and occupancy
- Encompasses exterior, landscape features, site and environment, as well as attached, adjacent, or related new construction

Least restrictive Standards that follow Professional Best Practices for Historic Preservation

Secretary of the Interior's Standards for
Rehabilitation

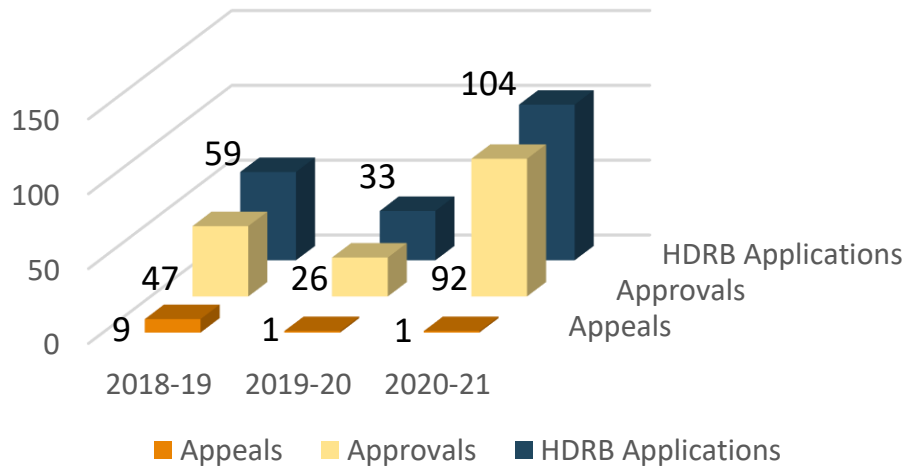


Certified Local Government

- Partnership with State and Federal Governments
 - Recognition of historic preservation activities
 - Connection between Cape Charles and other historic communities
 - Allows Town to provide formal comment on nominations of individual properties
 - Grant funding
 - Access to technical assistant
- Requires Level of Professionalism
- Encourages Consistency in Review

Maintaining Certified Local Government
Status

Certificates of Appropriateness Applications Per Year



* These numbers were provided as of 1/26/2022 by the Town Clerk records

The role of the HDRB entails:

- Review alterations, additions, demolition and new construction within the Historic Overlay District
- Provide consistent review of non-administrative items, based on adopted design guidelines
- Treat each applicant with respect while rendering decisions in keeping with the design guidelines

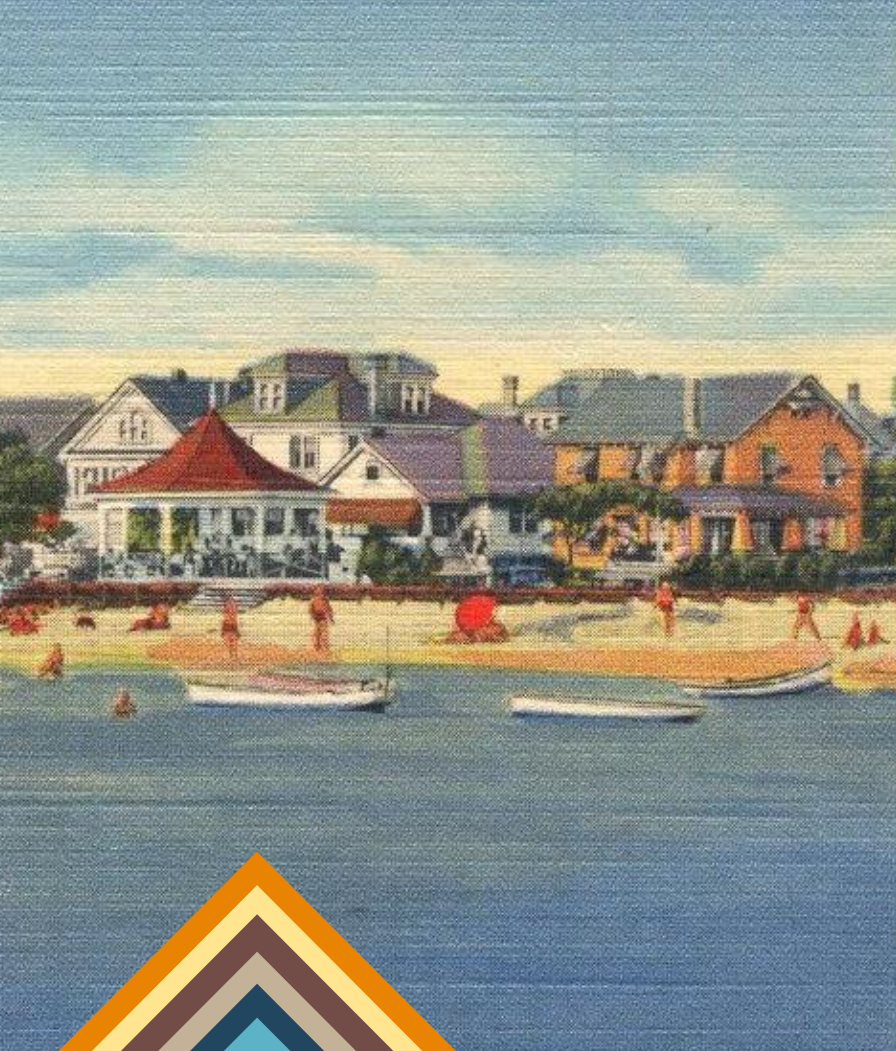
Historic District Review Board Role



Feedback among all internal stakeholders shared similar ideas regarding:

- Desire to maintain the architectural “look and feel” of the Historic District
- Streamlining the application process
- Clarity
 - In guidelines themselves
 - Of roles and responsibilities
 - New Construction and Infill projects
- Ease of use for property owners, Town staff, and the Historic District Review Board (HDRB)

Internal Stakeholder Interviews



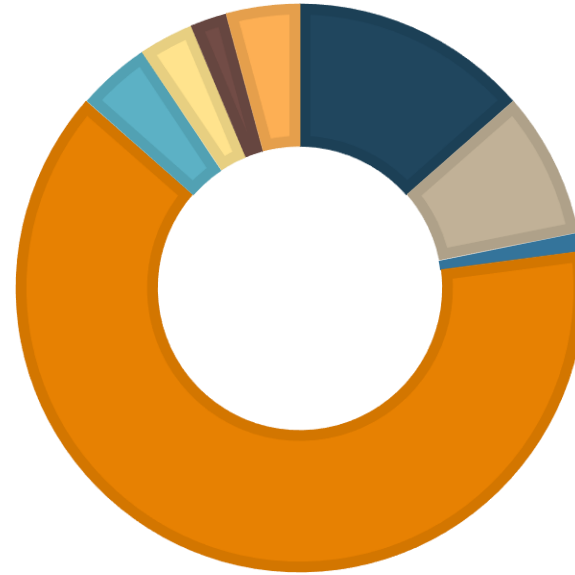
Public Opinion Survey

- Available November 9th – December 11th
 - Announced in public utility flyer
 - Link provided on town website
 - Provided at initial public meeting on November 9th
- Gained insight into public opinion of Historic District
- Obtained feedback on current guidelines and process
- 105 respondents

Online Public Input Survey Results



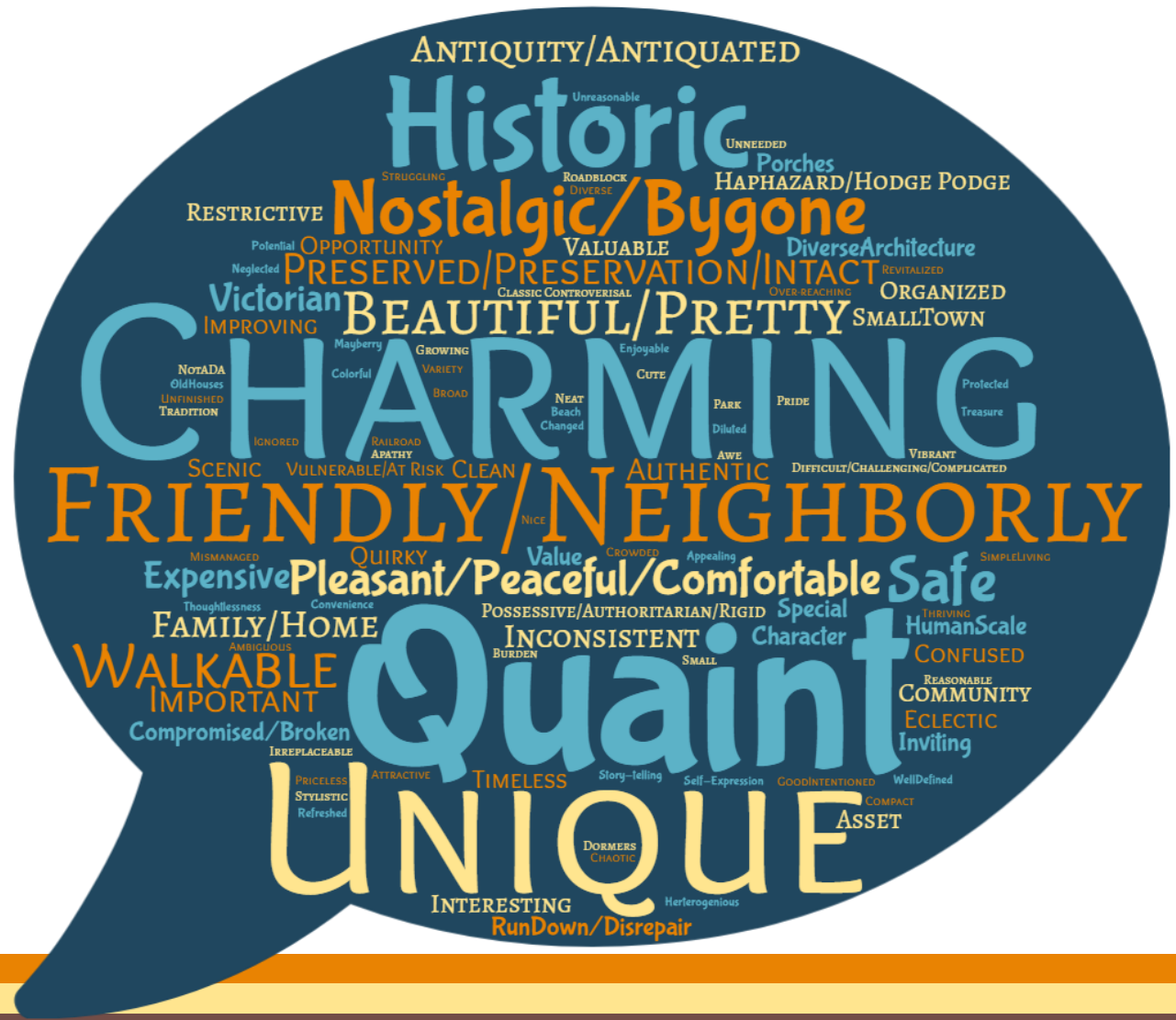
Of the 105 responses:



- 64% Owner of historic property
- 4% Owner of business located in historic buildings or District
- 3% Preservation or museum non-profit board member or staff person
- 2% Appointed to a Town commission
- 14% Interested in local history/preservation
- 8% Enjoy visiting historic places or sites
- 1% New to preservation
- 4% Other

Online Public Input Survey Results

“Write three words that describe the Cape Charles Historic District to you.”

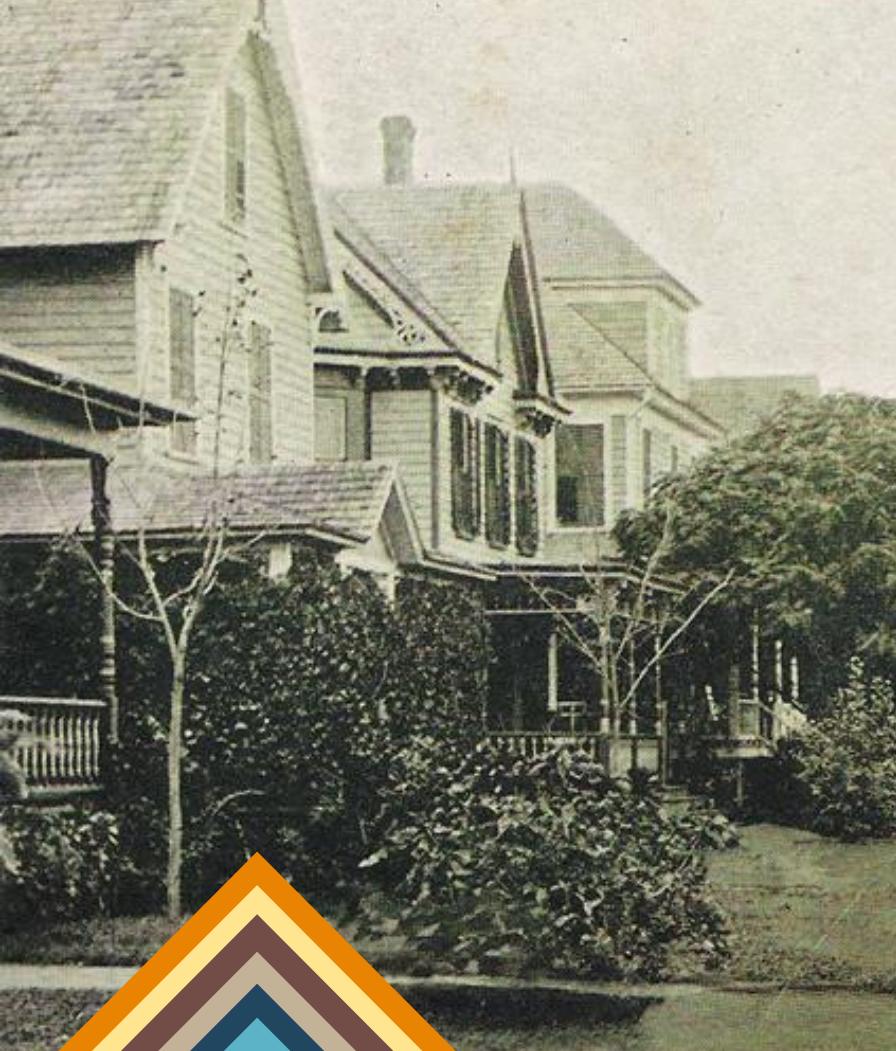


Online Public Input Survey Results: A Range of Views

“Can you name any other community with a historic district that Cape Charles should look to as an example?”



Online Public Input Survey Results: A Range of Views



Community Values

- High appreciation of aesthetics
- Commitment to character of District

Community Desires

- Streamlined process
- Clarity in guidelines, including emerging issues
- Consistency in decision making
- Information to aid stakeholders

Manage Change

- Property ownership turn over
- Staff & board turn over
- Composition of community

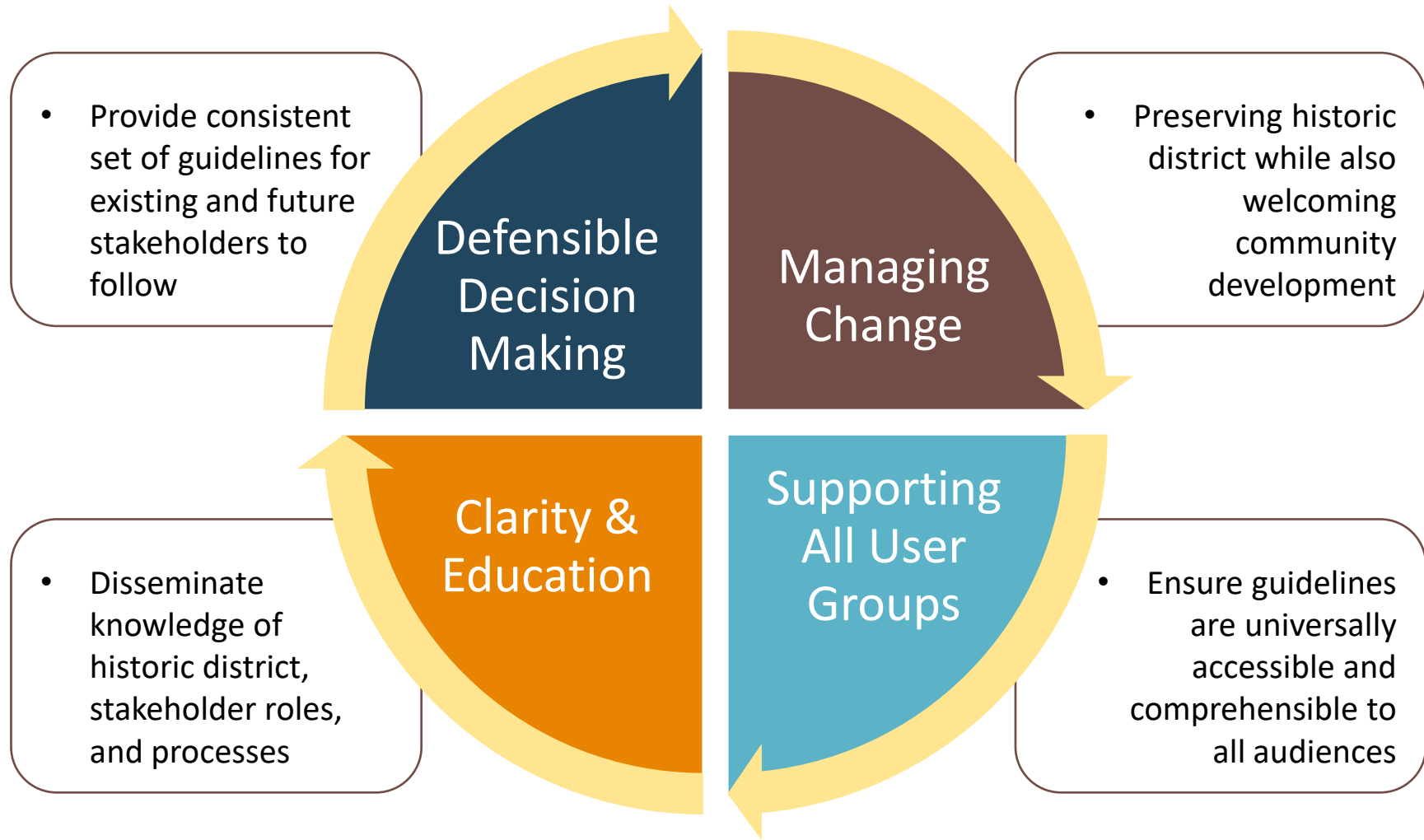
Key Takeaways



The updated Cape Charles Historic District Guidelines will:

- Respond to stakeholder input
- Respond to Cape Charles Historic District Guiding Philosophy
- Retain the historic character of the historic district
- Provide educational content for all users
- Meet the Secretary of the Interior's Standards for Rehabilitation

Design Guidelines – Priorities & Goals



Design Guidelines – Framework

CAPE CHARLES HISTORIC DISTRICT DESIGN GUIDELINES



CONTENTS

1

INTRODUCTION

Purpose & Benefits of Local Historic Districts & Design Guidelines
Cape Charles's Guiding Philosophy
What are Design Guidelines & Why Adopt Them?
Certified Local Government, Historic Designations & Recognition Programs
Who is the Historic District Review Board & What do They Do?
Interpreting & Using the Design Guidelines

2

APPLICATION & REVIEW PROCESS

What is a Certificate of Appropriateness & When is it Required?
Who Should Consult the Design Guidelines & When?
How do I Apply for a Certificate of Appropriateness?
How do I Appeal a Decision?

3

HISTORIC DISTRICT INFORMATION

Historic District Overview
New District Map
Define Contributing vs. Noncontributing Properties

4

GENERAL DESCRIPTION OF HISTORIC RESOURCES

Architectural Character
Building Types/Forms
Architectural Styles

5

HISTORIC (CONTRIBUTING) BUILDING TREATMENT

Interpreting & Using the Guidelines
Secretary of the Interior's Standards for Rehabilitation (Simplified)
Maintenance, Repair, & Replacement Guidelines for Contributing Resources
Roofs
Exterior Walls & Finishes
Windows
Doors
Trim & Decorative Woodwork
Porches
Storefronts
Awnings
Shutters
Accessory Structures
Contributing
Noncontributing
Additions

6

NON-HISTORIC (NONCONTRIBUTING) BUILDING TREATMENT

Defining a Noncontributing Resource
Interpreting & Using the Guidelines
Maintenance, Repair, & Replacement Guidelines for Noncontributing Resources
Roofs
Exterior Walls & Finishes
Windows & Associated Features
Exterior Ornament
Storefronts
Accessory Structures
Contributing
Noncontributing
Additions

7

DESIGN GUIDELINES FOR NEW CONSTRUCTION

Interpreting & Using the Guidelines
Building Placement & Orientation
Building Elements & Materials
New Accessory Structures/ADUs

8

SITE & SETTING (HISTORIC, EXISTING, & NEW FEATURES)

Hardscaping Materials & Location
Site Features
Signage
Murals & Public Encroachments

9

ALTERNATIVE MATERIALS

Considerations of Alternative Materials Usage
Alternative Materials Flow Chart for Decision Making
Property Owner's Responsibilities
Noncontributing & New Construction Considerations

10

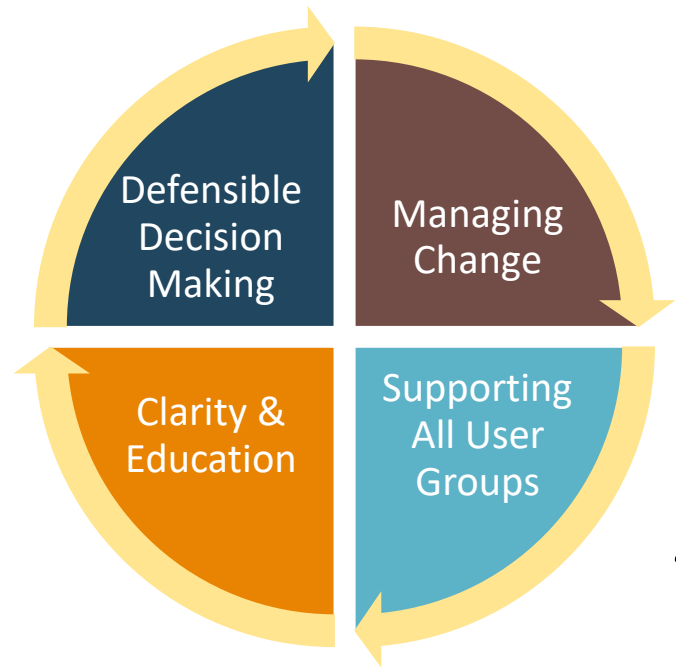
RELOCATION & DEMOLITION

Relocation
Demolition

A

APPENDICES

Glossary
Resource Guide
Incentive Programs
Regulatory Information



1. Introduction
2. Historic District Review Board (HDRB) & Certificate of Appropriateness (COA) Review Process
3. Historic District Information
4. General Description of Historic Buildings
5. Historic (Contributing) Building Treatment
6. Non-historic (Non-contributing) Building Treatment
7. New Construction/Infill Guidance
8. Site, Setting, Signage, & Public Art
9. Alternative Materials
10. Relocation & Demolition
11. Flood Mitigation

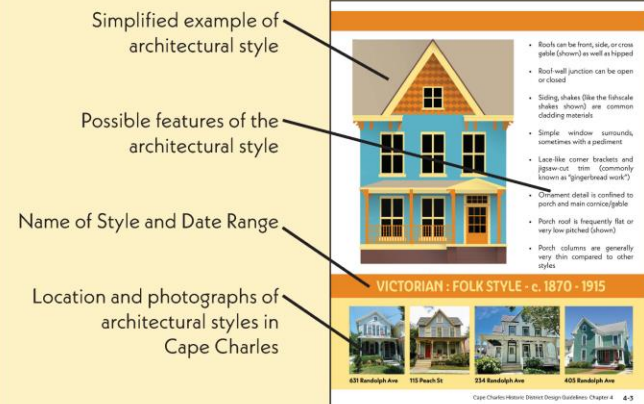
Content Preview – Table of Contents



1. Introduction
2. Historic District Review Board (HDRB) & Certificate of Appropriateness (COA) Review Process
 - Who is the HDRB & What Do They Do?
 - What is a COA & When Is It Required?
 - How Do I Apply for a COA?
 - How Do I Appeal a Decision?
3. Historic District Information
4. General Description of Historic Buildings

Content Preview –
Introduction & Process

USING THE FOLLOWING PAGES



ARCHITECTURAL STYLE GUIDE

After getting to know your building's **architectural character** from the previous pages, you can use that information to identify the **architectural style**. The following pages identify some common features of architectural styles found throughout Cape Charles. Examples of each are provided that you can find right in town.

Note: These are only possible features - your building does not have to have all the listed features to be a particular style.

KEY TERM

ARCHITECTURAL STYLE - An architectural style is characterized by the features that make a building or other structure notable and historically identifiable. May include such elements as form, method of construction, building materials, and regional character.



- Roofs can be **front, side, or cross gable** (shown) as well as **hipped**
- **Roof-wall junction** can be open or closed
- **Siding, shakes** (like the **fishscale shakes** shown) are common cladding materials
- Simple window surrounds, sometimes with a **pediment**
- Lace-like **corner brackets** and **jigsaw-cut trim** (commonly known as "**gingerbread work**")
- Ornament detail is confined to porch and **main cornice/gable**
- Porch roof is frequently flat or very **low pitched** (shown)
- Porch columns are generally very thin compared to other styles

VICTORIAN : FOLK STYLE - c. 1870 - 1915



Content Preview — General Description of Historic Buildings



5. Historic (Contributing) Building Treatment

- Interpreting the Guidelines
- Framework of Design Guidelines – Secretary of the Interior’s Standards for Rehabilitation
- Routine Maintenance and In-Kind Repairs
- Maintenance, Repair, Replacement, & Material Guidelines for Historic Buildings
 - Roofs, Masonry, Woodwork, Openings & Associated Features, New Additions to Historic Buildings, Accessory Structures

Content Preview –
Historic (Contributing) Buildings



6. Non-Historic (Non-Contributing) Building Treatment

- General Description of Non-historic Buildings
- Routine Maintenance
- Maintenance, Repair, Replacement, & Material Guidelines for Historic Buildings

7. New Construction/Infill Guidance

- Building Placement, Orientation, Massing, Scale, & Form
- Building Elements & Materials
- New Accessory Structures/ADUs (associated with new primary construction)

Content Preview – Non-Historic (Non-Contributing)
Buildings & New Construction/Infill Guidance



8. Site, Setting, Signage, & Public Art

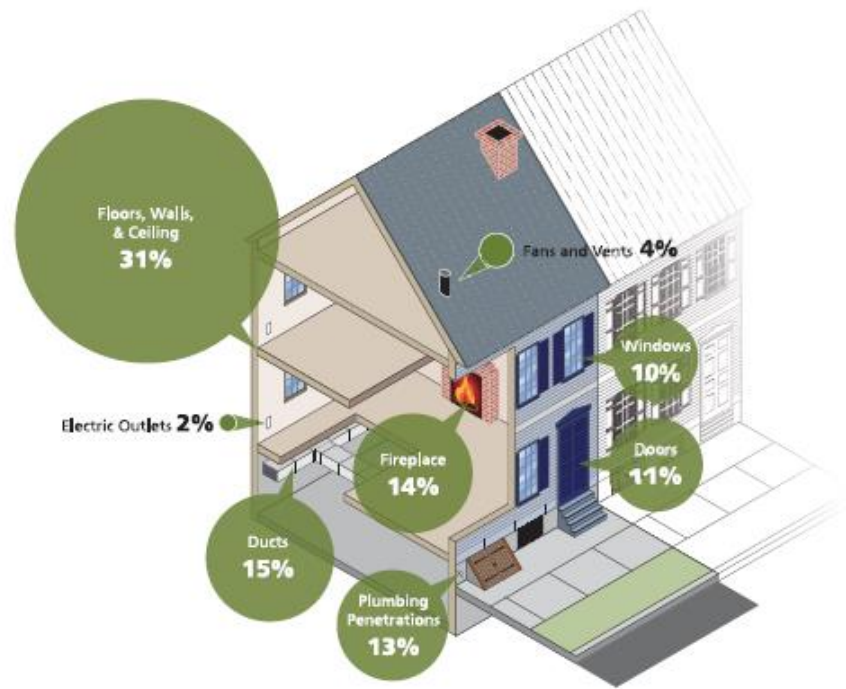
9. Alternative Materials

- Educational Information
- Evaluating Alternative Materials
- Flow Chart for Consideration of Material Replacement
- Documentation Requirements
- Considerations for Historic Buildings
- Considerations for Non-historic Buildings

10. Relocation & Demolition

11. Flood Mitigation

Content Preview –
Other Considerations



Graphic from the National Park Service's Preservation Brief 3 – Improving Energy Efficiency in Historic Buildings showing where air escapes from a house (by percentage). Image based on data from Energy Savers, U.S. Department of Energy. Illustration: Blank Space LLC.

FACTS ABOUT WINDOW REPLACEMENTS



More heat is generally lost through the roof and uninsulated walls than windows. Adding a little more insulation can save more energy (and money) than replacing windows can.

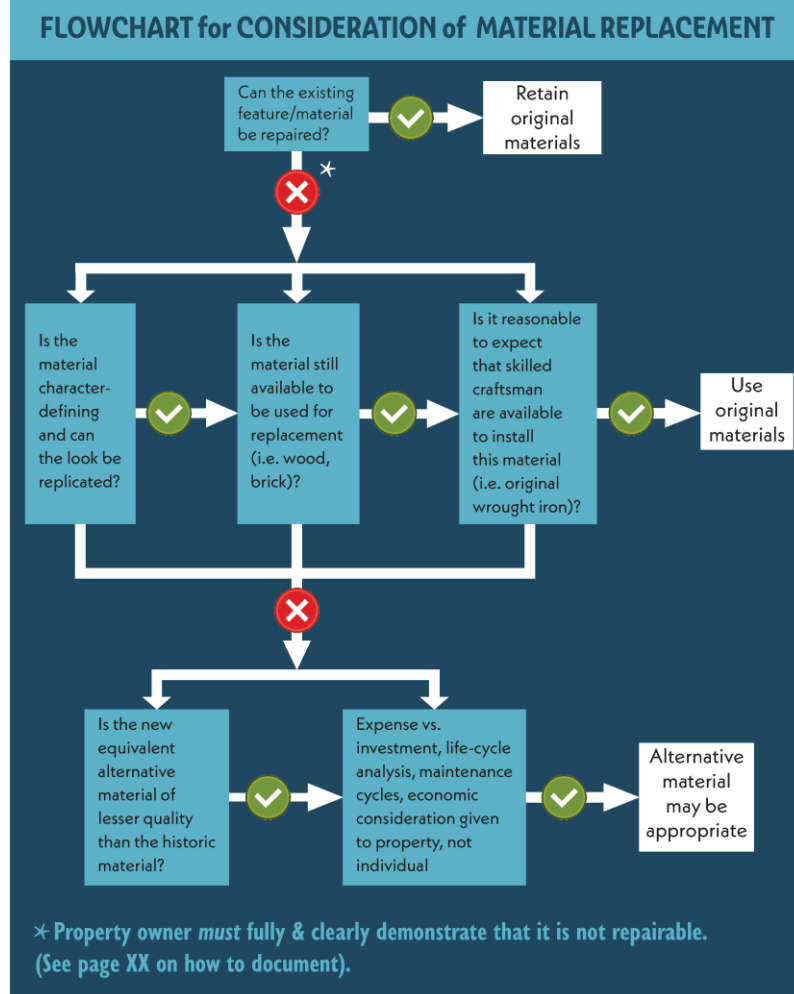


The materials new windows are made out of (like vinyl or PVC) often create toxic by-products during production and are not as "green" as they are marketed to be.



While your historic windows were built to be repaired, lasting 50-100 years or more, replacement windows cannot be repaired and often need to be replaced within 10-25 years. To continually replace replacement windows is not sustainable.

Content Preview – Educational Information



Content Preview – Flow Chart for Consideration of Material Replacement

SEPTEMBER - OCTOBER

NOVEMBER - DECEMBER

JANUARY - FEBRUARY

MARCH - MAY

- Review of Existing Documents
- Project Kick Off Meeting and Site Visit to Town
- Development of outline and graphics package
- Internal Stakeholder Engagement

- DELIVERABLE:
 - Outline
 - Graphics Sample
 - Preliminary Ordinance Update Recommendations

- **Public Meeting #1**
 - **Public Survey Live**

Town delivers comments to CPG

- Development of guidelines text/graphics layout

- DELIVERABLE:
 - Design Guidelines Draft 1

- **Public Meeting #2**

- Town delivers comments to CPG
- CPG revises Draft 1 from Town comments

- DELIVERABLE:
 - Design Guidelines Draft 2
- Town reviews Draft 2

- **Public review/input period**

- Town delivers comments to CPG
- CPG revises Draft 2 from Town/Public comments
- DELIVERABLE:
 - Design Guidelines Final
 - Town Ordinance Recommendations

- **Public Meeting #3 & Town Council Adoption**

Schedule

CAPE CHARLES HISTORIC DISTRICT DESIGN GUIDELINES



Town of Cape Charles Guidelines for Citizen Participation - Speakers

- Speakers shall speak into the microphone to ensure that their name and remarks are heard and recorded as a part of the record of the meeting.
- Speakers shall state their full name and basis for standing and topic to which they are speaking.
- If a speaker represents a group or organization, the speaker shall indicate the name of the organization and the speaker's relationship to the group or organization. Speakers may ask others from their group or organization to stand at their seats to be recognized while the group's or organization's name is announced, but non-speakers or individual members are not permitted to stand with the speaker at the podium and for safety reasons, no members of the group or organization are permitted to stand in the aisles or doorways at meetings. Those members of a group or organization who do stand when the name of the group or organization is announced shall then be seated.
- Speakers shall address remarks to the presenters and not to the audience.
- Speakers shall state their position, give the facts to substantiate their position, and relate the concerns they believe the presenters and Town should consider.
- Speaker's comments will be made part of the record. If other supportive material is available, it should also be delivered to the Town for the record.
- Speakers shall refrain from campaigning for public office, personal attacks upon presenters, Town employees or officials, or any other person.
- Speakers shall refrain from words or statements which, from their usual construction and common acceptance, are construed as insults or which have a tendency to cause an act of violence or a breach of the peace.
- Speakers shall refrain from abusive language, obscenity, vulgarity, and profanely cursing or swearing.
- Speakers shall refrain from actions that would interrupt the public meeting.
- All comments must come directly from the speaker.

Questions & Discussion

Cape Charles Historic District Design Guidelines

Draft #1

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Purpose of Historic District Overlay Design Guidelines

Cape Charles' Guiding Preservation Philosophy

Certified Local Government Program

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What is a Certificate of Appropriateness and When Is It Required?

How Do I apply for a COA?

How Do I appeal a Decision?

3. Historic District Information

Cape Charles Historic District

Virginia Landmarks Register and National Register of Historic Places

Contributing and Non-Contributing Definitions

4. General Description of Historic Buildings

Architectural Character Discussion

Building Type and Forms and Associated Architectural Styles

Residential

Commercial

Institutional/Civic

Religious

5. Historic (Contributing) Building Treatment

Interpreting the Guidelines

Framework of Design Guidelines – Secretary of the Interior's Standards for Rehabilitation

Routine Maintenance and In-Kind Repairs

Maintenance, Repair, Replacement, and Material Guidelines for Historic Buildings

Roofs

Masonry (Exterior Walls, Foundations, Chimneys)

Woodwork (Exterior Walls, Decorative Trim, Proches)

Openings and Associated Features (Windows, Doors, Storefront)

New Additions to Historic Buildings

Accessory Structures (Historic, Modern, New)

6. Non-historic (Non-contributing) Building Treatment

General description of Non-historic Buildings

Routine Maintenance

Cape Charles Historic District Design Guidelines

Draft #1

Table of Contents

Maintenance, Repair, Replacement, and Material Guidelines for Historic Buildings

Roofs

Exterior Wall Materials and Finishes

Exterior Woodwork

Windows and Associated Features

Accessory Structures (Historic, Modern, New)

Additions

7. New Construction/Infill Guidance

Building Placement, Orientation, Massing, Scale, and Form

Building Elements and Materials

New Accessory Structures/ADUs (associated with new primary construction)

8. Site, Setting, Signage, and Public Art

Hardscaping

Fences and Freestanding Walls

Decks and Patios

Appurtenances

Landscaping

Signage

Public Art/Murals

9. Alternative Materials

Educational Information

Evaluating Alternative Materials

Flow Chart for Consideration of Material Replacement

Documentation Requirements

Considerations for Historic Buildings

Considerations for Non-historic Buildings

10. Relocation and Demolition

Relocation

Demolition

11. Flood Mitigation

Reducing Risk

Planning for Flood Mitigation

Planning for Flood Retrofits for Historic Buildings

Alternative Retrofits for Historic Buildings

Chapter 1: Introduction

The Town of Cape Charles is fortunate to have what is considered to be one of the best collections of historic buildings of any community on Virginia's Eastern Shore.ⁱ An early architectural survey conducted in the 1980s identified historic properties in the Town, which led to the designation and listing of the Cape Charles Historic District in the Virginia Landmarks Register (VLR) and the National Register of Historic Places (NRHP) in 1989.ⁱⁱ

It is this architectural heritage that many property owners, residents, business owners, and local leaders have said provides the Town with its "charm," and a "unique sense of place and character."^{iv} It's not only what keeps them wanting to live and work there, but what is also attracting many new residents, businesses, and tourists. During the Cape Charles Comprehensive Plan Community Survey in 2019, over 51% of citizens surveyed ranked "preservation and enhancement of the Historic District" as being of the highest importance (5 on a scale of 1-5), with another 40% indicating that it was important or highly important (3 or 4 on a scale of 1-5).^v

The Town and its citizens have done much to maintain this rich architectural heritage over the years since the Cape Charles Historic District was designated.^{vi} For example, Cape Charles adopted a Historic Preservation Plan in 1997, which was updated in 2021.^{vii} To implement the Plan, the Town Council established the local Historic District Overlay zone as part of the Town's Zoning Ordinance and Map in ____ <<insert date of adoption>>. The purpose of the local Historic District Overlay zoning regulation is to protect the historic resources present within the local district.

The use of the term "local" differentiates the local Historic District Overlay from the Cape Charles Historic District listed in the VLR and NRHP. While much of the land area and historic resources included in the Cape Charles Historic District are also included in the local Historic District Overlay, the two districts do not have the same boundaries.

<<Insert Map of Local Historic District Overlay>>

The local Historic District Overlay floats on top of the underlying base zoning districts (e.g., R-1, C-1, etc.), which regulate land uses, building height, building setbacks, etc., as per the Town's Zoning Ordinance. It is important to understand that, in and of itself, the local Historic District Overlay is a zoning district with its own set of regulations by which all property owners must abide, just like any other zoning district. However, because it is an overlay district, it provides for *an additional set of standards* that must be complied with over and above the standards already set forth for the base zoning districts it overlays. In the case of a conflict with the underlying zoning district, the stricter overlay district standard applies.

It is up to the Town and to individual property owners to protect the integrity of both the local Historic District Overlay and the Cape Charles Historic District.

Purpose of Historic District Overlay Design Guidelines

Since the Historic District Overlay is a zoning district and is regulatory, it has its own set of Design Guidelines, referred to as the *Cape Charles Historic District Guidelines* ("Design Guidelines"). The Design

Guidelines supplement these additional zoning standards and are the tool used by the Town to review Certificate of Appropriateness (COA) applications (see Chapter 2 for details on the COA application process).

The purpose of the Design Guidelines is to implement the historic preservation goals of the local Overlay Zoning ordinance and to set forth the expectations for property owners in the Overlay District. As a property owner in the local Historic District Overlay, it is important to become familiar with these Design Guidelines. They should be referred to when repairs or improvements are planned on the exterior only of a building or on the surrounding private property, or when new construction is undertaken that is visible from the public right-of-way. They should also be referred to when the Town proposes improvements on publicly-owned property. This is to ensure that such actions are appropriate in order to maintain the historic character of the Historic District Overlay; this is a quality that the Town's citizens and leaders have stated is important to protect. It is also necessary to preserve the architectural integrity of the Town's historic resources if the Cape Charles Historic District is to remain listed in the VLR and NRHP. The Town's leaders have also said this important given the many economic benefits to both property owners and to the Town that are derived from being a listed property in the VLR and NRHP. Refer to Chapter 3 for more information about the VLR and NRHP.

The Design Guidelines do not regulate land uses. Instead, as stated in a previous edition, "they are an illustrative guidebook developed to take some of the guesswork out of deciding what is 'appropriate' for the district."^{viii} However, the Design Guidelines are the criteria used by the Zoning Administrator and the Historic District Review Board when reviewing COA applications. Property owners are expected to consult the Design Guidelines and meet with the Zoning Administrator *before* they begin planning work on their property. If the proposed repairs or changes are not listed as "exempt" in the Historic Overlay District ordinance of the Town's Zoning Ordinance, then it is also the property owner's responsibility to apply (or have their contractor apply) for and receive a COA *in advance of starting their project*. If a decision on a COA application is appealed to the Town Council, then the Town Council will also use these Design Guidelines in its consideration of the appeal. The Design Guidelines give all of these review entities the basic guidelines for making their decisions. Of course, each project will be reviewed on a case-by-case basis as the circumstances may warrant; *however, interpretation and use of the Design Guidelines should be consistent across properties and by all decision-makers.*

The Town first adopted Design Guidelines for the local Historic Overlay District in 2001 and they were updated in 2017. These Design Guidelines were adopted by the Town Council in [Month] of 2022 and reflect necessary updates that keep them current with the times as the resources in the Overlay District continue to age and new construction materials and techniques are being used. The Design Guidelines clarify what architectural features the Town leaders, citizens, property owners, and local business owners have stated are valuable and worth preserving in the local Historic District Overlay. They explain how you can respect these features as you plan to maintain and improve your building(s), or design new buildings adjacent to the old. The update was also necessary to address some emerging challenges that Cape Charles has been experiencing in recent years. Rapid growth is transitioning Cape Charles into more of a vacation rental community with a vibrant housing and tourist market. This

transition has resulted in increasing infill development activity on vacant lots within the local Historic District Overlay, and private investment in and improvement of historic buildings by property owners and their contractors. Some of this growth has, unfortunately, also created housing affordability challenges for both long-time residents and the local workforce. As a result, some residents are finding it difficult to keep up with property maintenance needs on their older homes and new, higher-density construction is being planned in the commercial corridor along Mason Avenue that necessitate additional zoning rules and design guidelines.

Because Cape Charles is unique, these Design Guidelines are specific to the Town of Cape Charles. They are based on a study of the buildings, on interviews with internal stakeholders, on a community input received during public engagement meetings, and on the current policies and goals of the Town. They are intended to reflect the Town's unique historic and geographic context, architectural styles, and current and foreseeable trends driven by the Town's growth. They also represent the Town's aspirational goals of what the local Historic District Overlay should look like in Cape Charles—not someplace else.

Cape Charles' Guiding Preservation Philosophy

In April of 2021, the Town Manager convened a joint meeting of the Town Council, the Town Planning Commission, and the Historic District Review Board. The purpose was to update the Town's preservation philosophy. The document that resulted is referred to as the "Cape Charles Guiding Preservation Philosophy." It was not formally adopted by the Town Council, but is a reflection of the consensus reached at this meeting.

The Philosophy begins with this statement:

The goal of the historic district and the Historic District Review Board is to help maintain the authentic character associated with the Town's historic resources. For Cape Charles, this means making all reasonable efforts to preserve the look and feel of our past... We are a living, evolving town who must be mindful of safeguarding our unique charm through facilitating the maintenance or update of historic buildings for continuing and new uses, while supporting their character-defining features and their overall contribution to the district. The Town's Historic District enabling ordinance and Design Guidelines are intended to balance the welfare of the general public and the interests of individual property owners. They are not intended to prevent property owners from making changes to their property. They are meant to ensure that those changes enhance the historic qualities that are enjoyed by all members of the community and which make an area a special place in which to live and work.

The entirety of the Guiding Preservation Philosophy is found in Appendix .

Certificate Local Government Program

The Certified Local Government (CLG) Program was created by the National Historic Preservation Act of 1966 (as amended in 1980). It establishes a partnership between local governments, the federal historic preservation program, and each State Historic Preservation Office (SHPO), which in the case of Virginia is the Department of Historic Resources (DHR). This program allows DHR, as the SHPO, to recommend for certification local governments that have put key elements of a sound local preservation program in place in their communities. Designation as a CLG gives local governments a way to participate more formally in the state and national historic preservation programs. General requirements for certification are identified in the federal program; specific requirements for the Virginia program have been established by DHR.^x

The goals of the Virginia CLG program are threefold^{xi}:

- Promote viable communities through preservation
- Recognize and reward communities with sound local preservation programs
- Establish credentials of quality for local preservation programs

Town of Cape Charles Certified Local Government (CLG) Agreement

The Town of Cape Charles applied for participation in Virginia's Certified Local Government (CLG) Program on January 17, 2006.^{xii} It did this because there was a desire to become designated as a CLG community and to take advantage of all of the benefits of participation in the program. Cape Charles was designated as a CLG by the National Park Service on March 12, 2007 in recognition of its "active and ongoing" local historic preservation program and because Cape Charles had clearly articulated ambitious historic preservation goals, including updating its historic resources survey, its Design Guidelines, and including archaeological resources in its preservation planning programs.^{xiii}

<<INSERT GRAPHIC OF CLG CERTIFICATE>>

On February 5, 2007, the Mayor of Town of Cape Charles entered into a CLG Agreement with the Virginia SHPO.^{xiv} The CLG Agreement sets forth the Town's various responsibilities as a CLG, in cooperation with the Virginia Department of Historic Resources, to do the following^{xv}:

1. Enforce the local historic preservation ordinance for the designation and protection of local historic properties, as provided for in Section 15.2-2306 of the *Code of Virginia* (as amended) and in accordance with Section II A of the Virginia CLG Program Guidelines;
2. Maintain an adequate and qualified local review board as established by the local ordinance, as provided for in Section 15.2-2306 of the *Code of Virginia* (as amended); and in accordance with Section II B of the Virginia CLG Program guidelines;
3. Initiate or continue a system for the survey and inventory of local historic properties (including archaeological sites) focusing on properties within the Cape Charles local historic district, which encompasses the Cape Charles State and National Historic District and additional areas, for 2007 that is

coordinated and compatible with the statewide comprehensive planning process, and maintain a detailed inventory of districts, sites, and structures under the review board's jurisdiction, with technical assistance provided by the Department of Historic Resources in accordance with Section II C of the Virginia CLG Program guidelines;

4. Provide for adequate public participation in the local historic preservation program in accordance with Section II D of the Virginia CLG Program guidelines;

5. Review and comment upon nominations to the National Register of Historic Places for properties within its jurisdiction, and within 60 calendar days of receiving a complete nomination submit to the Department of Historic Resources the local review board's report and the chief elected official's recommendation as to whether or not the nominated property meets the criteria of the National Register in accordance with Section IV of the Virginia CLG Program guidelines;

6. Assist the Department of Historic Resources, if necessary, in providing mailing labels with the names and addresses of property owners within local historic districts being nominated to the National Register, and assist with making arrangements for local public hearings at mutually agreeable times and locations when such districts are nominated;

7. Coordinate local historic preservation, to the extent practicable, with the Department of Historic Resources (DHR), which shall provide the technical assistance, guidance, and information to the Certified Local Government as requested;

8. Submit an annual report of the local review board's activities for the past year to the Department of Historic Resources by October 30 of each year (or as requested by DHR) in accordance with the Virginia CLG Program guidelines and as further directed by the SHPO;

9. Carry out the general program procedures as outline in the Virginia Certified Local Government Program guidelines, as revised.

Benefits of CLG Designation

There are many advantages to being designated as a CLG community. As a CLG, a community, the Town of Cape Charles^{xvi}:

- assumes a formal role in the identification, evaluation, and protection of its heritage resources;
- has the right to comment on the eligibility of resources nominated for listing in the National Register of Historic Places in its jurisdiction;
- receives technical assistance from DHR and the National Park Service;
- learns from each other CLGs by sharing experiences, concerns, solutions to problems;
- can apply for matching grants for preservation programs from a 10% share of Virginia's annual federal appropriation;

- gains full access to DHR’s GIS-based Virginia Cultural Resource database (V-CRIS), an \$800 value annually;
- is eligible for stipends to selected preservation conferences and workshops;
- is automatically considered for the DHR Cost Share Program funding for survey projects in which CLG grant funding is unavailable; and
- is granted the right to be a “consulting party” in a project requiring Section 106 review.

CLG grants can be used in the following ways^{xvii}:

- for surveys of architectural or archaeological resources;
- for preparation of Preliminary Information Forms or [National Register of Historic Places](#) nominations for local heritage resources;
- for heritage stewardship planning projects such as drafting historic preservation plans, archaeological assessments, preservation components of comprehensive plans, or condition assessment reports;
- for public education programs concerned with a heritage stewardship program;
- for local review board or targeted audience training and education projects such as development of materials or programs, including training sessions and hands-on workshops;
- for testing archaeological sites to determine their significance or for pure research, education, or mitigation (as the latter pertains to Section 106 requirements);
- for rehabilitation of buildings listed in the National Register of Historic Places that are publicly owned or are privately owned and selected through a local grant competition;
- for drafting new or updated design guidelines; and
- for materials research on a rehabilitation project.

The Town of Cape Charles has recently taken advantage of being a CLG community by using CLG grant funds to update the initial original Cape Charles National Register Historic District resource survey (2017) and to conduct a CAMP (Commission Assistance and Mentoring Program) training workshop for the Town Council, Historic District Review Board, and Town Staff involved in administering the local Historic District Overlay and *Cape Charles District Design Guidelines* (2022).^{xviii}

ⁱ Cape Charles Historic District Guidelines, 2017: 1.

ⁱⁱ Ibid.

^{iv} Commonwealth Preservation Group. Citizens Survey conducted during update of *Town of Cape Charles Historic District Guidelines* project. November – December, 2021.

^v Cape Charles Comprehensive Plan Community Survey, 2019: 4-5.

^{vi} Cape Charles Historic District Guidelines, 2017: 1.

^{vii} John Milner Associates, Inc. Preservation Plan for the Town Cape Charles, Northampton County Virginia, prepared for the Planning Commission of the Municipal Corporation of Cape Charles, Cape Charles, Virginia. March 1996.

^{viii} Cape Charles Historic District Guidelines, 2017: 1.

^x <https://www.dhr.virginia.gov/certified-local-government-clg/>, accessed December 23, 2021.

^{xi} Ibid.

^{xii} Letter from Jason Pruitt, Town Planner, to Camille Bowman, Virginia Department of Historic Resources, Tidewater Regional Office, dated January 17, 2006.

^{xiii} Letter from Kathleen S. Kilpatrick, State Historic Preservation Officer, Commonwealth of Virginia, to Megan Brown, Certified Local Government Coordinator, National Park Service, dated January 25, 2007.

^{xiv} Certified Local Government Agreement between the Town of Cape Charles and the Virginia State Historic Preservation Office, February 5, 2007.

^{xv} Ibid.

^{xvi} <https://www.dhr.virginia.gov/certified-local-government-clg/#Benefits>, accessed December 23, 2021.

^{xvii} Ibid.

^{xviii} Interview with Aubrey Von Lindern, CLG Program Coordinator, Virginia Department of Historic Resources, conducted by Commonwealth Preservation Group, January 4, 2022.

Chapter 2: Historic District Review Board (HDRB) and Certificate of Appropriateness (COA) Review Process

Who is the Historic District Review Board and What Do They Do?

The Historic District Review Board (HDRB) is a group of volunteers appointed by the Town Council to review Certificate of Appropriateness (COA) applications and to use the *Cape Charles Historic District Design Guidelines* during their review. In the Town's Historic District Overlay Ordinance, the Town Council has expressly delegated its governing authority to issue COAs to the HDRB, and stated that the *Cape Charles Historic District Design Guidelines* is the tool that the HDRB must use to objectively review such applications. The COA application review should not be a subjective process; rather, the Design Guidelines should be consistently used, interpreted, and applied by the HDRB. As Town-appointed volunteers, the HDRB is asked use its best judgment when interpreting the Design Guidelines and considering them for each application.

As a CLG community, the Town must appoint members to the HDRB who meet certain qualifications set forth in the CLG Program Guidelines. Not all members must meet these qualifications; rather, a certain number of members of the Review Board must possess these qualifications at any given time.

What is a COA and When Is it Required?

A COA is a local zoning permit that is issued by the Town of Cape Charles for work occurring in the local Historic District Overlay that:

- Is on the exterior of a building that is visible from a public right-of-way (not including public alleys), or
- in the yard within the privately-owned confines of the property, or
- within the public right-of-way when the Town of Cape Charles is the applicant.

The Department of Planning & Zoning provides staff support to the HDRB and will initially sit down with a COA applicant to discuss the proposed project and review the Design Guidelines with the applicant. *Before beginning your project, it is necessary to schedule a "Pre-Application Meeting" with the Zoning Administrator or other appropriate Town staff to determine if:*

- a) the proposed activity is exempt from review and doesn't require a COA; or,*
- b) the proposed activity requires a COA and who can issue it.*

Depending on the type of proposed activity, it is either the Zoning Administrator's or the HDRB's responsibility to issue the COA.

If the Zoning Administrator determines that the proposed activity is exempt from review, per the list in the Historic District Overlay ordinance, then the property owner will be advised that a COA is not needed and the project may proceed without any further review. The Zoning Administrator should document this decision in writing for the Town's records and also provide a copy to the property owner for reference.

How Do I Apply for a COA?

The COA application can be obtained from the Department of Planning and Zoning or can be found online on the Town's website. Although the applicant can be a contractor acting on a property owner's behalf, the application must be signed by the property owner since the property owner is ultimately responsible for the obtaining the permit. The Department also keeps a copy of the Design Guidelines for reference and they can also be found online on the Town's website.

COA Application Review: Administrative Actions by the Zoning Administrator and Review by the Historic District Review Board

Proposed repairs and modifications to properties in the local Historic District Overlay are either exempt from needing a COA, or can be administratively reviewed by the Zoning Administrator, or must be reviewed by the HDRB.

Actions that Do Not Require a COA

As per Section 8.17 of the Historic District Overlay ordinance (Article VIII, Town of Cape Charles Zoning Ordinance), the following repairs or modifications are exempt from needing a COA:

- Repainting a structure (original painting of masonry surfaces is not exempt)
- Replacement of missing or broken windowpanes, roofing slates, tiles, porch floor, posts, rails, shingles, window frames, or shutters where no substantial change in design or material is proposed;
- Addition or deletion of storm doors or storm windows, window gardens, or similar appurtenances, portable air conditioners located in existing windows, doors or other existing wall openings;
- Addition or deletion of television and radio antennas or skylights and solar collectors in locations not visible from the public street or a waterway;
- Landscaping involving minor grading, walks, low retaining walls, temporary fencing, fencing immediately surrounding trash receptacles or outdoor ventilator units, small fountains, and ponds which will not substantially affect the character of the property and its surroundings;
- Construction of off-street loading areas and off-street parking areas;
- Creation of outside storage in a commercial or industrial district which does not require structural changes or major grading and is not visible from a public street or right-of-way;
- Additions or deletions to existing buildings which are not visible from a public street or sidewalk (alleys in this context are not to be considered public spaces);
- Structures or land uses covered by other zoning ordinance requirements as administered by the Zoning Administrator unless they are also addressed in the Historic Overlay District ordinance;
- Alterations and repairs made to a building or structure for the purpose of temporary emergency stabilization as authorized by the Building Official.

Minor Actions that Can Be Administratively Reviewed and Approved

If the Zoning Administrator determines that the proposed project is not exempt and must receive COA approval, then one of two things will happen next:

- The Zoning Administrator may conduct an “administrative review” of the project and grant approval, if such authority has been granted to the Zoning Administrator as per the Historic District Overlay ordinance or such authority has been granted to the Zoning Administrator in writing by the HDRB; or,
- The Zoning Administrator determines that the HDRB must hear the application during a scheduled and properly-advertised public hearing and make a determination to issue the COA.

The following minor actions, including repairs and modifications, are eligible for administrative review and issuance of a COA by the Zoning Administrator:

- Non-substantial alterations: These are defined as repairs or modifications that are not listed above as exempt and do not constitute a “substantial alteration.” A substantial alteration is defined as any and all work done on buildings, structures, or sites not listed as exempt. As per Section 8.16 of the Historic District Overlay ordinance, general examples of non-substantial alterations include:
 - Work done to prevent deterioration or to replace parts of a structure with the same material in order to correct any deterioration, decay of, or damage to any structure or any part thereof;
 - Work done to restore material the same, as nearly as practical, to its condition prior to such deterioration, decay or damage;
 - Construction of new fences that otherwise meet the underlying zoning district fence height and setback limitations and which are consistent with the Design Guidelines;
 - Construction of outdoor showers which are consistent with the Design Guidelines;
 - Demolition of structures that are designated as “non-contributing” in the Cape Charles National Register Historic District, as updated by the 2017 survey (note: a “contributing” accessory structure will be treated as a “contributing structure” only if it is on a permanent foundation, and it is of sufficient square footage that a new structure of that type would require a building permit, and is not being used as, or being considered for, accessory dwelling units.

Major Actions Requiring Review by the HDRB

The following repairs or modifications must be reviewed and approved by the HDRB:

- Any major work that is not exempt or is eligible for administrative review by the Zoning Administrator and is considered a “substantial alteration.” Substantial alterations include:
 - Construction of a new building at any location or a new permanent accessory building requiring a building permit on any parcel located within the Historic District Overlay;
 - Relocation or demolition of a structure designated as “contributing” in the Cape Charles National Register Historic District survey (2017 update);

- Any addition to or alteration of a building which increases the square footage of a building or otherwise alters substantially its size, height, contour, or outline;
- Any exterior alteration of the architectural style of a structure or its significant architectural elements if it is designated as a “contributing” structure in the Cape Charles National Register Historic District survey (2017 update). Such elements include removal or building of porches, openings, dormers, doors, windows, chimneys, columns, stairways, terraces, decks, fences, or other structural elements;
- Modifications to structures designated as “non-contributing” in the Cape Charles National Register Historic District survey (2017 update);
- Addition to or removal of one or more stories or alteration of a roof line;
- Enclosure of a porch, including insect screening that is visible from a public right-of-way; and,
- Any other major actions not specifically covered by the terms of Section 8.16.C.3 of the Historic District Overlay ordinance, but which would have an effect on the character of the Historic District Overlay.

In any case, where there might be some question as to whether a project may be exempt from review, may constitute a minor action that can be administratively reviewed, or may constitute a “substantial alteration,” the Zoning Administrator shall be contacted and provide a written opinion for the record for an interpretation *prior to commencement of the work*.

If the application must be reviewed by the HRDB, then the Zoning Administrator or staff designee will prepare a staff report and schedule a formal public hearing of the application for review and approval by the HDRB. The HRDB will use the *Cape Charles Historic District Design Guidelines* to consider the COA application and determine the “appropriateness” of the proposed work. During the public hearing and review, the HDRB may take the following actions:

- Approve the application as presented and issue a COA to the property owner;
- Approve the application as presented with conditions that the property owner must abide by during the course of completing the project;
- Approve only a portion of the application and not the rest, explaining its decision in writing; if this action is taken, the HDRB may refer the matter back to the Zoning Administrator to work with the applicant to reach an acceptable change and approve that change, or request that the applicant return to the HDRB for another review, once the applicant has worked with the Zoning Administrator but not granted the Zoning Administrator approval authority in that particular case; or,
- Deny the application.

<<Insert COA process flowchart>>

In all cases, the HDRB’s decision and justification of how that decision was reached, *including references to the applicable sections of the Design Guidelines*, should be documented in a written letter to the applicant to be kept with the Town’s zoning permit records. It is important that decisions and their justifications, whether by the Zoning Administrator or the HDRB, be in writing in the event the

property owner chooses to appeal the decision. Doing this provides an accurate record of the review and decision process for Town Council's reference when asked to consider an appeal and render a decision to either uphold the decision or overturn it.

How Do I Appeal a Decision?

If a COA application is denied by either the Zoning Administrator or the Historic District Review Board, the applicant can appeal the decision to the Town Council; for all other zoning decisions made by the Zoning Administrator that are not part of a COA application, appeals should be made to the Board of Zoning Appeals. Section 8.34 of the Historic District Overlay ordinance provides that the applicant has thirty (30) days to request an appeal of the Zoning Administrator's or HRDB's decision on a COA to the Town Council following the date of the decision.

When considering an appeal, the Town Council must rely on the written record of decision. The Town Council must also refer to and use the Design Guidelines when rendering their decisions. *It is not sufficient that the applicant is unhappy with the outcome of the COA decision to pursue an appeal;* however, there is nothing to preclude this type of appeal. Rather, the Town Council is only obligated to determine whether or not a procedural error has occurred in rendering the initial decision. Otherwise, the appeals process would be entirely subjective. Review of a COA application and use of the Design Guidelines by the Zoning Administrator or Historic District Review Board is intended to be an objective process to the extent practical, reasonable, and feasible. Whether or not the Zoning Administrator or the HDRB followed that process appropriately and fully is what the Town Council must decide on appeal. The Town Council will refer to the Design Guidelines when considering the appeal.

As enabled by Section 15.2-2306 of the Code of Virginia (as amended) and Section 8.35 of the Historic Overlay District ordinance, the Town Council's decision can be appealed to the Northampton County Circuit Court. Circuit Court decisions can be appealed to the Virginia State Circuit Court of Appeals and the Virginia State Supreme Court.

Expiration of COAs

As per Section 8.29 of the Historic District Overlay ordinance, an approved COA expires twelve (12) months from the date of issuance if the work authorized is not commenced by the end of those twelve (12) months. Further, any COA shall also expire and become null and void if the authorized work is suspended or abandoned for a period of twelve (12) months after being commenced. Any period or period of time during which the right to use an approved COA is stayed, pursuant to Article VIII of the Zoning Ordinance, shall be excluded from the computation of the twelve (12) months.

Inspection by Administrator After Approval

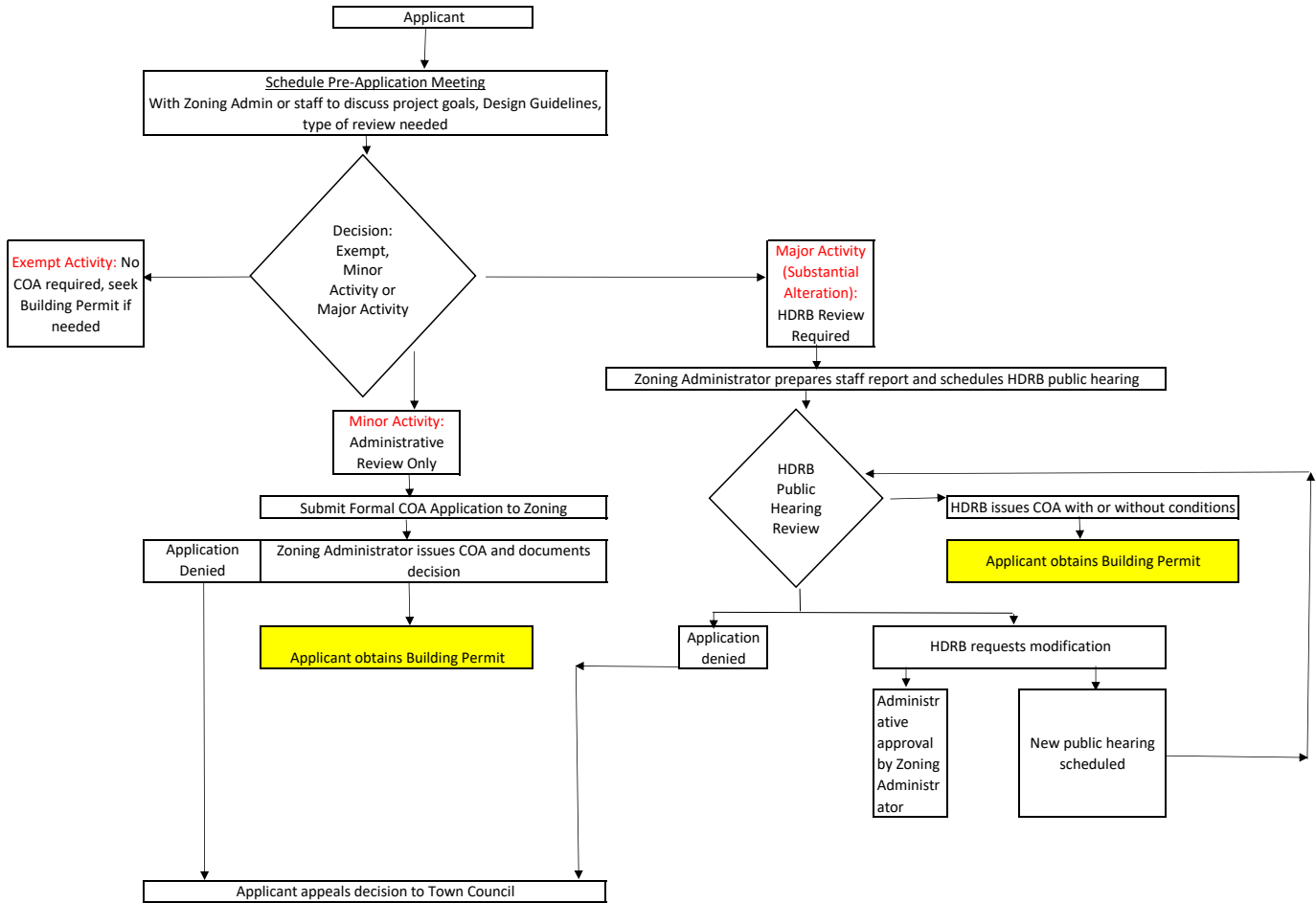
As per Section 8.30 of the Historic District Overlay ordinance, when a COA has been issued, the Zoning Administrator or Building Official shall, from time to time, inspect the alteration or construction approved by the COA and shall give prompt notice to the applicant of any work not in accordance with the COA or violating any ordinance of the Town. The Zoning Administrator or Building Official may

revoke the COA or the building permit if violations are not corrected by the applicant in a timely manner.

Violations and Enforcement

As per Section 8.36 of the Historic District Overlay ordinance, any violation of the ordinance and the penalties for all such violations shall be as set forth in Section 2.4.3 of the Zoning Ordinance.

COA APPLICATION PROCESS



Chapter 3: Town of Cape Charles Development History

The Town of Cape Charles is fortunate to have what is considered to be one of the best collections of historic buildings of any community on the Eastern Shore.ⁱ The town was originally laid out by William Bauman in an unusual twenty-seven block grid pattern dominated by a central park with four landscaped streets that radiate from the park and serve as a main cross axis for the town's circulation pattern. This plan was part of a larger development project concerning the New York, Philadelphia & Norfolk Railroad. Construction of the railroad tracks began in 1884. Although many towns of that era owe their existence to railroads, Cape Charles is unique in Virginia for its town plan. No other such plan is known to exist in Virginia.ⁱⁱ

Cape Charles also owes its existence to its harbor, which, after dredging, enabled the railroad company to transport its loaded cars by barge across Chesapeake Bay and disembark them directly onto a rail line in Norfolk.ⁱⁱⁱ The town's architectural evolution after 1940 and the effects on the town due to the construction of the Chesapeake Bay Bridge-Tunnel marked a new era of modern development for Virginia's Eastern Shore.^{iv}

The town's building fabric, ranging from small vernacular workers' houses of the 1880s to architect-designed commercial, municipal, and residential buildings of the early twentieth century, is remarkably well-preserved. Architectural styles represented include the Queen Anne, Victorian, Italianate, Gothic Revival, Neoclassical, Colonial Revival, Spanish Colonial Revival, Art Deco,^v and Ranch styles.^{vi} The town is particularly notable for its collection of late Victorian and early twentieth-century vernacular dwellings.^{vii}

Acknowledging this diverse collection of historic resources, the Town's 1999 Comprehensive Plan ~~stated~~ noted that Cape Charles has an interesting stock of architectural styles in both the residential and downtown commercial areas that contribute an historic style and authenticity to the Town. In particular, the street patterns, lot configurations, and boundaries, which were laid out in an historic grid pattern, have remained largely unaltered, adding to the Town's historical integrity. Cape Charles' late nineteenth and early twentieth century character is a key element in the Town's interest and attractiveness to tourists. In fact, the traditional commercial area on Mason Avenue still serves as the commercial center for the Town. Given this, the plan states that it's important that the Town's historic character be protected, not only for its intrinsic value, but also to continue to attract and expand tourism in Cape Charles.^{viii}

Cape Charles Historic District

An early architectural survey conducted in the late 1980s identified historic properties in the Town and led to the designation and listing of the "Cape Charles Historic District" in the Virginia Landmarks Register (VLR) and the National Register of Historic Places (NRHP) in 1989.^{ix} It encompasses nearly all of the Town of Cape Charles as it was originally laid out in 1883-1884, as well as the Sea Cottage addition, an area west of the original limits of the town, that was developed after 1909.^x The Cape Charles Historic District, *which does not have the same boundaries as, and is not the same as, the local*

Historic District Overlay zone, was designated under Criterion A in the area of Transportation and under Criterion C in the areas of Community Planning and Architecture. The district's "period of significance" was identified as being from the 1880s to 1940.

Additional documentation was added to the National Register for the Cape Charles Historic District in 2017, following an architectural survey update. The purpose of this additional documentation was to provide more current information about the Historic District's physical condition and history based on a comprehensive survey of the district and new research into the district's historical significance. The District's period of significance was expanded to be 1883-1964. A large number of structures were added to the "contributing" resources list, consisting primarily of permanent outbuildings. In addition, a large number of buildings transitioned from prior designation as "non-contributing" in the 1989 nomination to "contributing" with the update. These were mostly single-family dwellings of the "Cape Cod" and "Ranch" styles, built in the 1950s and 1960. In addition, a new Location Map showing the district boundaries and location coordinates was provided. The new map has the boundaries delineated more clearly than the 1991 version; however, the Cape Charles Historic District boundaries *did not change* as a result of this update.^{xi}

<<Insert Map of Cape Charles National Register Historic District>>

Virginia Landmarks Register and National Register of Historic Places

The Virginia Department of Historic Resources (DHR) administers two programs designed to recognize Virginia's historic resources and to encourage their continued preservation: the Virginia Landmarks Register and the National Register of Historic Places.

Virginia Landmarks Register

The Virginia Landmarks Register (VLR) was created in 1965 by the General Assembly in the Code of Virginia. It is the Commonwealth's official list of places of historic, architectural, archaeological and/or cultural significance. The VLR is managed by DHR staff on behalf of the Virginia Board of Historic Resources. It is designed to educate the public about the significance of listed places and has the same criteria and nomination process as the National Register of Historic Places.

National Register of Historic Places

The National Register of Historic Places (NRHP) was established in 1966 by the National Historic Preservation Act. It is the official list of structures, sites, objects, and districts that embody the historical and cultural foundations of the United States, and includes places of local, state, and national significance. The NRHP is managed by the Department of Historic Resources in partnership with the National Park Service for properties in Virginia.

Permission of a majority of private property owners is required for an individually nominated property or a historic district to be listed in the VLR or the National Register. Both types of listing are treated the same under state and federal laws and regulations.

The designation of Cape Charles as a Historic District in the VLR and NRHP is purely honorific. This means that this does not restrict you as a property owner in any way because it is not a local zoning district that applies local regulation. However, repairs or changes to properties that are *also* included in the local Historic Overlay District are regulated by the Town's Zoning Ordinance and require a COA application and approval. Only the exterior and the site are regulated; no interior changes require a COA.

Owning property in a Historic District listed in the VLR or NRHP also comes with several advantages. For example, if you own an income-producing property in the district and are considering a substantial rehabilitation project, you might qualify for federal rehabilitation tax credits, which can help you finance the project and/or offset a tax liability. In addition, any adverse impact of federally-funded or licensed projects on the Historic District must be determined and minimized, if possible. This is done to ensure the federal government's compliance with the National Historic Preservation Act. Threatened properties in the Historic District may also qualify for state grant programs to help preserve and rehabilitate them.

Buildings or structures included in VLR or NRHP Historic Districts are designated as either "contributing" or "non-contributing." Not all of the buildings or structures in the Historic District are historic or contribute to the integrity of the district. These are referred to as "non-contributing" and were built less than fifty years ago, or have been altered to such a degree that they are no longer representative of the period in which they were built. The local Historic District Overlay zone uses the same "contributing" and "non-contributing" structure designations found in the VLR/NRHP district inventory.

ⁱ Town of Cape Charles, Virginia. "Cape Charles Historic District Guidelines." 2017: 1.

ⁱⁱ David A. Edwards and John S. Salmon. "Cape Charles Historic District National Register Nomination Form." Virginia Department of Historic Resources. Richmond, Virginia, 1989: Section 7, p. 1; and Commonwealth Preservation Group. "Cape Charles Historic District National Register Nomination Update." Norfolk, Virginia, 2019: 107.

ⁱⁱⁱ Edwards and Salmon, 1989: Section 8.

^{iv} Commonwealth Preservation Group, 2019: 108.

^v Edwards and Salmon, 1989: Section 7.

^{vi} Commonwealth Preservation Group, 2019: 107.

^{vii} Edwards and Salmon, 1989: Section 7.

^{viii} Town of Cape Charles. 1999 Comprehensive Plan. Cape Charles, VA, 1999: 40.

^{ix} Edwards and Salmon, 1989.

^x Edwards and John S. Salmon, 1989: Section 7, p. 1.

^{xi} Commonwealth Preservation Group, 2019: 2.

Chapter 4: General Description of Historic Resources

Intent: To outline methods of identifying character-defining features on buildings. To explain the different buildings types and forms. To provide graphic examples of all architectural styles found within the historic district.

4.1 Architectural Character

Architectural character are features, qualities, or materials/elements that give the building its *visual character* and which should be preserved in order to maintain its historic significance.

“Reading” a building and understanding these features that make it special is a process. There are six general features to look at that define the visual character of the building; shape, projections, openings, trim, roofs, and setting. Within these features, specific qualities of the materials and craft details are also important to analyze. The following pages break the exterior analysis of a building.

4.1.1 Shape

The first step in looking at visual character is assessing the building’s overall shape. Ignore any details and rather focus on the mass of the building. In general (but not always), you will see rectangles and/or squares with perhaps triangular or trapezoidal roof configurations. Note these shapes. Next, look for any features that emphasize the shape, like tall windows that mimic a vertical emphasis.

4.1.2 Openings

Next, look at the openings, mainly doors and windows. Openings may have patterns that would indicate a symmetry (or if there is not pattern – asymmetry). If the openings are decorated, it is important to note how. This could be in their form, such as arched windows, or material, such as stained glass. Also note their construction – large or small panes, diagonal panes, etc.

4.1.3 Roofs & Related Features

The roof can define a building in various ways. It can be a prominent feature or be hidden behind a parapet. It can add additional height and its complexity can add visual interest. Here, it’s important to note the shape of the roof line, and special design in proportion of the roof or in the material, and if there are other features that are placed within the roof structure, like dormer windows, decorative cresting, balustrades, etc.

4.1.4 Projections

Projections (any component, member, or part which juts out from a building) add interest and complexity to a building. Without them, all buildings would have similar box-like appearances. Projections come in many forms, so it is important to carefully note each and how they add to the character of the building. Porches, decks, balconies, bay windows, dormers, and towers are all examples of projections. Similarly, deep eaves on roofs are also considered projecting elements.

4.1.5 Trim & Secondary Features

Trim (material used in the finish of a building especially around openings) and secondary features, while serving practical functions, are often where most of the decoration is found as well. For example, brackets help strengthen the structure of a roof or porch,

but other they are made with curved details and cut outs that add a decorative aspect. Note different patterning and symmetry or an unique features that contribute to the building's character.

4.1.6 Setting

The last feature is looking at everything but the building. Look at the landscaping done around the building. Describe the trees, shrubs, plants as well as the hardscaped areas (sidewalks, driveways, streets, lanes, etc.). Also notice how the building compares to others around it in size, placements, style, etc. It may stand out against its neighbors, or work as a cohesive part of the whole streetscape. Either of these are important when regarding character and possible changes to your structure.

4.1.7 Materials

When looking at material, defining characteristics could be found in any of the features listed above. Looking closer at the building, take what has been identified in the features above and not specifically what it is made of and its special features. There will general be more than one material to look at, each with a different appearance, texture, color, shape, or finish. Try to identify all materials of the key features and note their appearance, such as smooth, rough, grainy, grooved, bumpy, etc.

4.1.8 Craftwork

Craftwork is the closest look at the exterior of a building and examines the materials identified above. This is where consideration is taken for how the materials were made and constructed to complete the building. Many buildings have pre-manufactured pieces, like bricks or siding. However, when assembled by builders or craftspeople, these pieces become a finished building. Craft details can be seen in how the bricks are laid, mortar joints, woodworking detail, stucco trowel marks, and more.

4.2 Building Type/Forms (Not Use Type) & Associated Architectural Styles (pulled from VCRIS/VLR & NR district surveys) **Graphic example included.** *This section is very visual and graphically oriented. Provide images, descriptions, and identifying character-defining features of each building type and style to be preserved.*

4.2.1 Residential – *Styles with similar character-defining features are grouped together to reduce page count. Address forms (Cape Cod, Foursquare) in appropriate style sections. Note that all features described in each style rarely appear in combination in one house.*

- Victorian Architecture (1835-1940)
 - Shared Victorian Characteristics
 - Typically, two or two-and-a-half stories
 - Symmetrical or asymmetrical massing
 - Verticality in overall shape and openings
 - Slate or metal standing seam roof materials
 - Gable ends will sometimes have fishscale or other decorative siding (less common in Gothic Revival)

- More ornate detailing around windows, doors, porches, and at rooflines compared to other styles
 - Wall surfaces often extend into gables without break (can be closed though, usually with bracketing underneath)
- Gothic Revival
 - Roofs cross gable with a prominent central front gable
 - Steeply-pitched gables
 - Exposed rafter ends or sheathed rafters parallel to the roof
 - Gothic, or pointed, arched windows (at least one)
 - Window tracery
 - Colored glass
 - Can have batten doors or simple panel doors
 - Gothic- or Tudor-arched doorways
- Italianate
 - Low-pitched hipped, pyramidal or flat roofs hidden behind a parapet
 - Heavy, overhanging cornices with large, decorative brackets
 - Arcaded porches
 - Cast iron details
- Folk Victorian
 - House forms are basic – usually symmetrical I-houses or L-houses
 - Roofs cross gable with a prominent central front gable
 - Simple window surrounds, sometimes with pediment
 - Lace-like corner brackets and jigsaw-cut trim (“gingerbread”)
 - Ornamental detail is confined primarily to the porch and main cornice
- Queen Anne
 - Steeply pitched, complex rooflines which are gabled and hipped
 - Wrap-around porches with jigsaw-cut trim (“gingerbread”)
 - Tall chimneys
 - Second story overhangs or projections
 - Corner towers which can be round, polygonal, or square
 - Bay windows
 - Detailed ornament including spindlework, half-timbering, columns, dentils, decorative panels and use of mixed materials
- Period Revivals (1890-Present)
 - Shared Period Revival Characteristics
 - Rectangular plans
 - Symmetrical facades
 - Typically, upper-most story is within the roofline
 - Gable dormers
 - Chimneys either central or at one side
 - Either brick or horizontal siding
 - Often emphasis on the front door or entry porch

- One-story wings, carports, and/or porches at the side elevations
- Colonial Revival
 - Hipped or Side Gable Roof
 - Flemish or Common Bond Brick or horizontal siding
 - Gabled single-bay porticos or full-width hipped porches
 - Building Form: Cape Cod
 - Typically, one-and-a-half stories
 - Steeply pitched side gable roof with gabled dormers
 - Little ornamentation with the exception of decorative shutters
 - Building Form: American Foursquare
 - Typically, two-and-a-half stories
 - Boxy shape and generally symmetrical
 - Low pitched hipped or pyramidal roof
 - Hipped dormers
 - May have two styles of siding
- Neo-Classical Revival
 - Low pitch roofs
 - Red brick cladding with a white portico is common
 - Classical molding is usually without enrichment and are painted white
 - Rounded or pedimented portico, sometimes double-height, with Tuscan or Doric order columns
- Dutch Revival
 - Side gambrel roof
 - Full-width porch may be incorporated under the main roofline or have a separate roof
 - Entrances often display Georgian or Federal detailing
- Craftsman (Including Prairie) (1905-1940)
 - Low pitched roofs
 - Will often have a single central dormer
 - Extended eave overhangs
 - Exposed rafter ends, brackets, purlins, and ridge beams often emphasized
 - Prominent front porches which can be partial-width, full-width, or wrap-around
 - Exterior cladding can be weatherboard, wood shingle, stucco, brick, or random stone
 - Sash or casement windows, often with vertical muntins
 - Battered wood or square porch supports on brick or stone piers
 - Building Form: Bungalow
 - Never more than two-stories
 - Tend to be asymmetrical
 - Front or side gable roofs
 - Porches often under the slope of the main roof
 - Building Form: American Foursquare

- Typically, two-and-a-half stories
 - Boxy shape and typically symmetrical
 - Hipped or pyramidal roofs
 - One-story, often hipped roof, deep porches mostly full-width
 - May have two styles of siding
 - Ranch (1950-1970)
 - Minimal Traditional (1935-1950)
 - Rectangular or square plan with boxy appearance
 - One or one-and-a-half stories
 - Intermediate pitched side gable roof with or without gabled dormers
 - Little ornamentation with the exception of decorative shutters
 - Closed eaves with little to no overhang
 - Other
 - No discernable style (**We are still workshopping this section**)
- 4.2.2 Commercial - *Styles with similar character-defining features are grouped together to reduce page count. Note that all features described in each style rarely appear in combination in one building.*
- Commercial (1875-1940) – Common Characteristics for all Commercial Resources
 - One to two stories (very few three-story examples) with rectangular plan
 - Prominent signage
 - Typically, flat roof with a parapet
 - Can use various cladding materials
 - Attached to adjacent buildings
 - Decorative brickwork around windows, doors, string courses, parapet as well as wall panels
 - Early Victorian Architecture (1835-1940)
 - Shared Victorian Characteristics
 - Symmetrical or asymmetrical massing
 - Verticality in overall shape and openings
 - Rounded arches on windows and doors
 - Richardsonian Romanesque
 - Arches, lintels, and other structural members are often executed in masonry of contrasting colors and textures
 - Recessed windows
 - Decorative brick and stone patterning
 - Italianate
 - Heavy, overhanging cornices with large, decorative brackets
 - Corner quoins
 - Corinthian columns
 - Period Revivals (1890-1940)
 - Shared Period Revival Characteristics
 - Symmetrical and asymmetrical facades
 - Typically, brick siding

- Spanish Revival
 - Curvilinear or pointed parapets
 - Use of red tiles at parapet
 - Decorative brickwork emphasizes windows, doors, wall face
- Tudor Revival
 - Steeply-pitched gable slate roof
 - Tall chimneys
 - Rusticated brickwork
 - Narrow casement windows
 - Rounded-arched doorways
- Neoclassical
 - Balanced facades
 - Use of Classical orders
 - Raised first floor
 - Square engaged columns
 - Plain entablatures
- Colonial Revival
 - Classical ornament
 - Entrances are emphasized
- Art Deco & Art Moderne (1925-1940)
 - Emphasis on abstract geometric forms and verticality
 - Ornament is either sharply angular or curvilinear
 - Ornament is concentrated around doors, windows, string courses, and parapets
 - Smooth concrete or stucco
 - Stainless steel accents
 - Bold, contrasting colors

4.2.3 Institutional/Civic- *Styles with similar character-defining features are grouped together to reduce page count. Note that all features described in each style rarely appear in combination in one building.*

- Period Revivals (1890-1940)
 - Shared Period Revival Characteristics
 - Typically, two stories
 - Rectangular plans
 - Symmetrical facades
 - Brick siding with some decorative details
 - Neoclassical
 - Balanced facades
 - Use of Classical orders
 - Raised first floor
 - Square engaged columns
 - Plain entablatures
 - Colonial Revival

- Classical ornament
 - Entrances are emphasized
 - Art Deco (1925-1940)
 - Emphasis on abstract geometric forms
 - Verticality is emphasized through parallel vertical lines
 - Fluting and reeding are common, especially around doors and windows
 - Smooth concrete panels
 - Ornament has incised quality and is usually executed in low-relief
 - Other (**We are still workshopping this section**)
- 4.2.4 Religious- *Styles with similar character-defining features are grouped together to reduce page count. Note that all features described in each style rarely appear in combination in one building.*
- Gothic Revival (1835-1940)
 - Steeply-pitched gables
 - Roofs generally side-gable, less often hipped or front gable
 - Exposed rafter ends or sheathed rafters parallel to the roof
 - Bell towers and steeples common and asymmetrically laid out
 - Gothic, or pointed, arched windows (at least one)
 - Pinnacles
 - Window tracery
 - Colored glass
 - Drip molds on straight-headed windows and doors
 - Can have batten doors or simple panel doors
 - Gothic- or Tudor-arched doorways
 - Folk Victorian (1870-1915)
 - Prominent central front gable
 - Use of fishscale siding in gable
 - Ornamental detail is confined primarily to the porch and windows

Chapter 5: Historic (Contributing) Building Treatment – General Info, Best Practices

5.1 Interpreting/using the Guidelines

The philosophy behind the following chapter is based in the definition of the word preservation: “the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.” This section of the design guidelines focuses on appropriate building treatment for the contributing, or historic, buildings within the Cape Charles Historic District Overlay. The purpose and intent of this zoning district is to protect the historic buildings, and therefore and necessarily, these guidelines are the most restrictive to ensure preservation is accomplished. Within this chapter, routine maintenance and in-kind repairs are encouraged; the review processes for approval of this type of work is streamlined through an administrative review at the Town staff level. More invasive treatments require more scrutiny to ensure the character-defining features of the historic buildings are retained and preserved; in most cases, these items must be reviewed by the HDRB.

As discussed in Chapter 2, the design guidelines exist to be interpreted and applied by the HDRB (and Town Council in the case of appeals) for the purpose of reviewing changes to properties within the Cape Charles Historic District Overlay. By following these guidelines, the historic buildings within the district will continue to retain their form, integrity, and materials; those that are deemed to define the historic character of each property (as outlined in Chapter 4) are especially important to protect. In order to accomplish this goal, the local design guidelines are written in accordance with common preservation best practices, utilizing the Secretary of the Interior’s Standards for Rehabilitation as a framework. These set of nationally recognized Standards provide allowances for alterations and additions to accommodate the continued use of a historic building, while prioritizing the preservation of historic features and materials.

5.2 Framework of Design Guidelines

The following preservation principles have been adapted and simplified from the Secretary of the Interior’s Standards for Rehabilitation (which are provided in full Appendix X); the Standards themselves are worded to give flexibility in their application in order to protect the integrity and significance of a wide variety of resource types. The Standards are the framework for the Design Guidelines.

1. Use: Seek compatible uses to minimize necessary alterations.
2. Character: Respect the historic character of a property; do not implement changes that alter its architectural style and detailing.
3. Time: Do not create a false sense of historical development by adding features from outside of the period of significance.
4. Significance: Honor the developmental history of a property; changes that have occurred over time may become significant and character-defining in their own right.
5. Features: Distinctive or character-defining features should be retained.

6. Repair over Replace: Repair deteriorated historic features as feasible; only replace historic features when they cannot be repaired.

5.3 Routine Maintenance and In-Kind Repairs

Routine maintenance of historic buildings is critical to ensure that the historic fabric and character of a property will be retained and preserved for future generations. Proper maintenance extends the natural life of building materials, and thus reduces financial outlay in the long run. A proper cyclical maintenance plan also helps identify early signs that a building material is nearing the end of its lifespan, thus enabling the owner time to plan for replacement of historic materials and avoiding secondary damage to the building.

Property owners should utilize a maintenance checklist to track materials, features, and conditions, as well as to record any repair or renovation project **GRAPHIC: Sample Checklist**. Most exterior elements of buildings should be inspected on an annual basis at a minimum. Additional inspections may be necessary as the seasons change or after severe weather events. Special attention should be paid to historic character-defining features, particularly those that exhibit a high level of craftsmanship, which may be difficult to replicate if damaged or deteriorated.

If damage or deterioration is discovered during routine maintenance, it may be necessary to make repairs. It is best practice to replace damaged or deteriorated elements “in kind” (with an exact physical and visual match). If the magnitude of the repairs required triggers the need for a COA, staff can review and approve the proposed work in short order if in kind replacement is possible. If replacement in kind is not possible, the HDRB will have to review the proposal to ensure the proposed replacement material is appropriate and compatible with the historic building and the surrounding district. For more information on Alternative Materials, see Chapter 9.

5.4 Maintenance, Repair, and Replacement Guidelines for Historic Buildings

5.4.1 Roofs

Roofs are highly visible exterior features; the details of a building’s roof impart character and are directly related to its architectural style. Roof shapes, features, and materials vary greatly based on the style of the building and its date of construction.

Maintenance and Repair

1. Maintain the roof
 - a. Routinely inspect roofs and roof features for signs of damage and deterioration.
 - b. Ensure roofing materials and associated elements, such as gutters, downspouts, and flashing, are in good condition, properly installed, and uninhibited from performing their function.
2. Retain the original roof shape and form.
 - a. The original pitch of the roof, eave depth, and original projections from the roof that give it its shape (including dormers and chimneys) should be maintained.

- b. New roof features that alter the historic shape and form of the roof should be avoided; for more information see Roof Features on page x.
- 3. Repair historic roofing materials.
 - a. Patch damaged areas with new material that matches the historic in material, size, texture, and other visual qualities.

Replacement Guidelines

- 1. If replacement of the roofing material is necessary, replacement should be in kind.
 - a. Provide photographic documentation illustrating the historic roof cannot be repaired.
- 2. If the historic roofing material is no longer available, use a new material that conveys a scale and texture similar to the historic material.
 - a. Provide photographic documentation illustrating the historic roof cannot be repaired, as well as documentation of the sources checked for the historic material.
- 3. If replacement of gutters, downspouts, and flashing are required, they should also match the historic material and profile.
- 4. Reference the replacement material flow chart to guide the selection of an appropriate alternative material.**
- 5. If the roof is not historic, but the historic roofing material is known, replacement material should match the historic or the existing, non-historic roofing material.
 - a. Provide documentation of the historic roofing material.
 - b. Asphalt shingle roofing is a modern material and so existing asphalt shingle roofs should be replaced with more durable architectural shingles where feasible. (Why are we requiring this?)
- 6. If the roof cladding is not historic and the historic roofing material is not known, replacement material should match the existing, non-historic material. Do we want to be this specific? If its modern and the historic isn't known, is this an opportunity to add flexibility, and just direct to avoid conjectural history?
 - a. Existing asphalt shingle roofs should be replaced with architectural shingles, rather than in-kind. Need to say why – also this is redundant from 5B, can probably just state once?
- 7. Prior to replacement, inspect for sources of moisture to ensure deterioration is not being caused disrepair or failure of other roof elements, such as worn flashings, leaking gutters, or poor attic ventilation.

Roof Material Guidance

(Potentially add Composite, Wood Shingle)

1. Metal (stamped, shingle, standing seam)

Most metal roofs have a lifespan of 40-80 years, with many lasting longer if properly maintained. COA applications for full-scale replacement of metal roofs prior to the end of their useful lifespan should be accompanied by a letter from an experienced roofer with an explanation of why the metal roof requires replacement.

- a. Retain and restore historic metal roofs.
 - i. Routinely inspect historic metal roofs for signs of damage and deterioration, including rust, corrosion, and punctures.
- b. Existing coatings should be maintained to prolong a metal roof's lifespan.
 - i. Repaint and recoat as necessary. Utilize a professional experienced with metal roofs to repaint or recoat the roof if the coating is failing.
 - ii. Exposed metal should be covered as soon as possible.
 - iii. Avoid using elastomeric coatings, as these are not reversible.
- c. Temporary repairs can be made with clear, silicone-based caulk. Do not use tar-based materials to make repairs, as it is difficult to remove.
 - i. Make repairs to areas that are damaged or deteriorated to prevent or stop water infiltration. Limit replacement to damaged areas that cannot be repaired. Match patch materials to historic materials to minimize the appearance of seams or joints between the old and new materials.
 - ii. Utilize a roofer experienced with metal roofs to make repairs; metal patches and repair flashings often require soldering.

2. Clay and Concrete Tile

Clay tile roofs have a lifespan of 100+ years; proposals for full-scale replacement prior to the end of their useful lifespan should be accompanied by a letter from an experienced roofer with information about why the tile roof requires replacement.

- a. Retain and restore historic tile roofs.
 - i. Routinely inspect historic tile roofs for signs of damage or deterioration.
- b. Repair broken, cracked, or missing tiles promptly to prevent water infiltration.
 - i. Utilize a roofer experienced with tile roofs for repair work.
 - ii. Undertake repairs (over replacement) if problems are localized and the roof is not near the end of its useful life. Note: If 20% or more of the tiles on an overall roof are damaged or missing it is generally more cost effective to replace the roof rather than make repairs. In this instance, it is acceptable to replace in kind with new tile to match the historic.
- c. If the tiles have not reached the end of their useful life, but the roof requires replacement for other reasons, salvage the tiles as feasible for reuse. Roofing tiles often outlive their underlayment, so if moisture infiltration is a concern, carefully remove the tiles in the area of concern to inspect and potentially replace the underlayment prior to proposing to replace the tiles.
- d. New tiles used to make repairs should match the historic in type, color, size, shape, and overall pattern. Provide a photograph of the historic tiles and proposed new tiles side by side.

3. Slate

Slate roofs have a lifespan of 60-100+ years; proposals for full-scale replacement prior to the end of their useful lifespan should be accompanied by a letter from an experienced roofer with information about why the slate roof requires replacement.

- a. Retain and restore historic slate roofs.

- i. Routinely inspect historic slate roofs for signs of damage or deterioration.
- b. Repair broken, cracked, or missing slate promptly to prevent water infiltration.
 - i. Utilize a roofer experienced with slate for repair work.
 - ii. Undertake repairs (over replacement) if problems are localized and the roof is not near the end of its useful life. Note: If 20% or more of the slate on an overall roof are damaged or missing it is generally more cost effective to replace the roof rather than make repairs. In this instance, it is acceptable to replace in kind with new tile to match the historic.
 - iii. If the slate has not reached the end of its useful life, but the roof requires replacement for other reasons (examples: improper head lap, high percentage of missing or damaged tiles), salvage slates as feasible for reuse.
 - iv. New slate used to make repairs should match the historic in type, color, size, shape, and overall pattern. Provide a photograph of the historic slate and proposed new slate side by side.
 - v. Synthetic slate roofing is not an appropriate replacement material, as it has a tendency to warp, pucker, and bleach.
- c. Ensure associated materials (nails, flashings, etc) have a lifespan comparable to that of the new slate and are compatible for use to avoid galvanic action, which accelerates corrosion. Typically, copper is an appropriate choice as it is durable and requires little maintenance.

Roof Features

Roof features include historic elements, such as gutters, downspouts, dormers, chimneys, and decorative cresting. New roof features that may be proposed for addition on a historic building in the Historic District include, but are not limited to, new dormers, solar panels, and satellite dishes.

1. Maintain historic roof details.
 - a. Decorative details, such as cresting, and functional details, such as gutters and downspouts, and chimneys, should be retained and repaired.
 - b. If portions of historic roof details are damaged, deteriorated, or missing, these should be repaired or replaced in kind.
 - c. If necessary, historic secondary chimneys at the rear of the building can be removed if they are not visible from the public right-of-way. These are often attached to the historic kitchen and are often constructed of concrete block, rather than brick.
 - d. New roof features that alter the historic shape and form of the roof should be avoided.
2. Limit new features, penetrations, and surface-mounted utilities on historic roofs; if necessary, place new roof features in an area that has limited visibility from the public right of way to minimize impacting the façade and other primary elevations.
 - a. Place new dormers, rooftop HVAC units, satellite dishes, solar panels, and other proposed insertions in a discrete location, not visible from the public right-of-way.
 - b. Proposed new dormers should only be considered for use on secondary elevations where they will not be visible from the public right-of-way.
 - i. Materials for new dormers should be differentiated from the historic materials on the building to ensure that they read as modern insertions.

3. Provide drawings (roof plans, elevations) and photographs with physical mock-ups of the new features of proposed rooftop features that are visible from the public right-of-way so the HDRB can adequately evaluate visual impact.

Gutters and Downspouts:

1. If additional gutters and downspouts are needed to ensure water is being adequately shed from the roof, they should match the historic material and profile of the historic gutters. If the gutters and downspouts are modern, they should match the existing modern gutters and downspouts.
2. Place new gutters and downspouts on secondary elevations to avoid impacting the character of the façade and/or primary elevations.
3. If gutters or downspouts did not historically exist on a building, they may be added on secondary elevations provided they do not alter the character of the building.
4. Choose a gutter form that is compatible with the style of the building.
 - a. If the existing gutters and downspouts are modern and require replacement, use a traditional colonial or half-round gutters, and colonial or round downspout styles.
 - b. New gutters and downspouts should be pre-finished metal.

5.4.2 Masonry – Exterior Walls, Foundations, Chimneys

Masonry refers to brick, stone, concrete block, mortar, and stucco. It is often used on exterior walls, chimneys, and foundations. Masonry materials are extremely durable, but when repairs are necessary, the use of the wrong repair material can damage the masonry. A qualified mason should be employed to undertake any necessary masonry repairs to avoid causing additional damage.

Maintenance and Repair

1. Routinely inspect masonry and mortar for signs of damage or deterioration.
 - a. Make note of areas of cracking, missing mortar, surface spalling, and efflorescence, as this can be a sign of moisture infiltration.
2. Retain and restore historic materials.
 - a. Only replace historic material in areas of damage or deterioration. Do not remove historic materials that are in a salvageable condition.
 - b. Hire a qualified mason to undertake any masonry repairs or mortar repointing.
 - c. When necessary, clean the wall surface using the gentlest means possible; avoid power washing. If required, use a light warm water wash, using no more than 300 psi.
3. Do not permanently alter historic masonry.
 - a. Unpainted masonry should remain unpainted; if previously painted, it may be repainted after careful planning and proper surface preparation.
 - i. Gently remove any flaking or peeling paint to a sound substrate to achieve a good paint bond.
 - ii. Clean the wall surface using the gentlest means possible and allow to dry completely before painting.

- iii. Repaint with appropriate products. Ensure the paint type is compatible with the existing paint or properly primed to avoid failure of the new paint. Follow the manufacturer's recommendations for number of coats, dry time between coats, and any temperature parameters to ensure proper adhesion.
- b. Do not apply a waterproofing material to masonry. These coatings trap moisture in the masonry which increases deterioration.
- c. Do not drill directly into historic masonry units; rather attachments and connections should be made through mortar joints.
 - i. Mortar is a sacrificial material, meaning it is designed to be lost and replaced over time, in order to protect the structural stability and material integrity of the masonry units.
- 4. Preserve or restore the visibility of historic masonry materials.
 - a. If historic masonry is found underneath modern materials, remove the modern materials to re-expose the historic masonry finish.
 - b. If the historic masonry would be damaged by removing modern materials, the modern finish may be retained.
 - c. Do not install modern materials over historic masonry.
 - d. Do not remove historic masonry to facilitate the installation of modern materials.

Replacement

1. If masonry units require replacement, new units should match the historic in color, texture, size, and composition.
 - a. Provide a side-by-side photograph illustrating the replacement units adjacent to the historic material. Also provide a physical sample for HDRB review.
2. Masonry should never be completely replaced unless the structural integrity of the feature or assembly has been compromised. If a masonry feature must be replaced for structural reasons, it should be replaced in-kind.
 - a. To achieve replacement in kind, the new material should match the historic in material, composition, shape, size, location, pattern, color, texture, finish, and other visual qualities.
3. If replacement in-kind is not possible, the replacement feature should be clad in a material that matches the historic masonry as closely as possible in composition, shape, size, location, pattern, color, texture, finish, and other visual qualities.
 - a. If the feature cannot be replicated using traditional materials, refer to Chapter 9, *Alternative Materials* for information on selecting an appropriate alternative material.
4. When historic mortar requires repointing, new mortar should match the historic in color, texture, composition, strength, joint profile, and tooling pattern.
 - a. It is typically inappropriate to use a Portland cement-based mortar in conjunction with historic masonry. Mortar should be softer than the surrounding masonry to prevent damage. Refer to NPS's Preservation Brief No. 2, *Repointing Mortar Joints in Historic Masonry Buildings* for guidance.

Other Masonry Materials – **Any others in the district to address?**

1. Stucco

Stucco is a type of exterior plaster applied directly to masonry or over wood or metal lath to a frame wall. In some instances, stucco is applied with a smooth finish and scored to imitate other exterior wall materials, most frequently stone. For more information about stucco, including guidance on appropriate repairs for historic stucco, see Preservation Brief No. 22, *The Preservation of Historic Stucco*.

- a. If stucco repairs are necessary, ensure the stucco mix and applied texture match the historic material.
- b. Use vapor-permeable products to repair hairline cracks.
- c. Exterior Insulation Finishing System (EIFS) is not an appropriate replacement or repair material for historic stucco.

Other Masonry Features

1. Foundations

Foundations serve a very important utilitarian function by holding and securing all structural components of a building. Most residential foundations in the Historic District Overlay are pier and beam, and are an element of the historic character of these buildings. The height of the foundation has a profound impact on the design, form, and mass of the entire building.

- a. Routinely inspect foundations for signs of damage or deterioration.
 - i. In particular, look for evidence of structural failure at the foundation, such as step cracking or sagging or leaning piers.
- b. Ensure water is being adequately shed from the roof and away from the foundation. Use gutters and downspouts to move water away from foundations and slope the ground for outward water flow.
- c. New foundation features, such as vents or access hatches, should be contemporary yet compatible so they read as modern insertions.
- d. Infill between piers should be reversible, unless a solid infill is required. If the void between piers is required to be filled to enhance the structural stability of the building, infill should be differentiated in material and recessed to mark the historic voids.
- e. Guidance for foundation treatment if a building is approved for raising can be found in Chapter 11, Flood Mitigation.

2. Chimneys

Chimneys serve an important utilitarian function by providing ventilation for historic means of heating and cooking. While the placement and material treatment of chimneys can vary greatly across architectural styles, chimneys are a highly visible feature that define the character of the roofline and provide an important visual contrast against the material and orientation of wall and roof cladding.

- a. Routinely inspect chimneys for signs of deterioration.
 - i. In particular, look for evidence of structural failure at the base of the chimney, such as step cracking or mortar loss, as well as at the top of the chimney, as

- evidenced by missing or damaged materials or a lean in the portion of the chimney above the roofline.
- ii. Chimneys should be inspected and cleaned by a professional chimney sweep on an annual basis.
- b. Retain and repair historic chimneys.
 - i. Install chimney caps that do not change the character of the historic chimney to protect the flue from rain, debris, and animals.
- c. In limited circumstances, chimneys may be removed.
 - i. Primary chimneys or those visible from the public right-of-way may only be removed if they are structurally unsound. Proposals for the removal of historic primary chimneys must be accompanied by a certified letter from a structural engineer, as well as information on how the resulting void will be patched.
 - ii. Secondary chimneys may be proposed for removal if they are not visible from the public right-of-way or if they do not impart historic character on the building. Proposals for the removal of historic secondary chimneys must be accompanied by a certified letter from a structural engineer, as well as information on how the resulting void will be patched.

5.4.3 Woodwork – Exterior Walls and Decorative Trim

Exterior woodwork includes siding, porches, trim, and decorative detailing, making it a critical category for maintenance and care for the Cape Charles Historic District Overlay. In addition to defining the architectural style and conveying the historic period of construction for a building, the features tend to be constructed of material that is more durable, rot resistant, and sustainable compared to their contemporary counterparts.

Siding

Wood siding is the most common exterior wall surface within the Cape Charles Historic District Overlay. Wood siding on older buildings is usually of much higher quality, due to its density, than the majority of wood materials currently available.

1. Retain and repair historic wood siding.
 - a. Use an epoxy wood filler to repair areas of minor, non-structural damage. For larger areas, use a Dutchman patch.
2. Only replace areas of wood siding that cannot be repaired; match the dimensions and profile of the surrounding wood siding.
 - a. Remove only the portion of siding that is damaged or deteriorated. Replace with a matching piece that can be seamlessly installed as a substitute for the removed portion and painted over to hide the joint line between the old and new portions.
 - b. Select moisture-resistant replacement wood to prevent premature deterioration, such as Accoya, cedar, cypress, or mahogany. Avoid using modern fast-growth wood, particularly softwoods, such as pine.
 - c. Back-prime new wood before installing to provide more longevity and protect against moisture infiltration.

- d. Properly prepare the replacement siding and adjacent historic siding before painting; surface preparation should include scraping any existing peeling paint and gently cleaning the surface.
3. Prime all exterior wood siding prior to repainting to ensure adequate adhesion. Provide adequate dry time prior to repainting.
 - a. Allow paint to dry fully between coats.

Trim

Although comprising smaller building elements, trim and ornamentation play an important role in defining building character and reinforcing architectural style; trim locations and dimensions are important design characteristics. The level of ornamentation, combined with the type and placement of ornamentation, not only serve to help identify the age and style of a building, but also provide a record of the quality of craftsmanship available at the time the building was constructed. The preservation of ornamentation, such as decorative brackets or spindlework, is particularly vital as these features are not easily reproduced.

1. Maintain historic trim and ornamentation.
 - a. Maintain historic trim and ornamentation as existing, or alter based on known historic conditions. Trim and ornamentation should not be added or deleted without adequate physical or documentary evidence.
2. Routinely inspect for signs of damage or deterioration.
 - a. When necessary, clean exterior wood trim and decorative ornamentation using the gentlest means possible; avoid power washing. If required, use a light warm water wash (no more than 300 psi).
3. Repaint as necessary. Bare wood should not be exposed and should be covered as soon as possible to prevent decay, following the necessary curing period. Built-up and loose paint should be removed by mechanical means (scraping) and an appropriate primer should be used prior to repainting.
4. Repair rather than replace historic trim and ornamentation when possible.
 - a. Use an epoxy wood filler to repair areas of minor, non-structural damage. Use a Dutchman patch if a larger area requires repair.
 - b. Remove only the portion of trim or ornamentation that is damaged or deteriorated. Replace with a matching piece that can be seamlessly installed and paint over to hide the joint line between the old and new pieces.
 - c. Limit replacement to the individual pieces that cannot be salvaged. A single rotted trim board or bracket does not necessitate the wholesale replacement of all trim boards or brackets.
5. Replacement of historic trim and ornamentation should be in-kind if the historic material remains available.
 - a. To achieve replacement in-kind, the new material should match the historic in material, composition, shape, size, dimension, profile, location, means of installation, finish, and other visual qualities.

- b. Select a moisture resistant wood to prevent premature deterioration, such as Accoya, cedar, cypress, or mahogany. Avoid using modern fast-growth wood, particularly softwoods such as modern pine.
- 6. If replacement in-kind is not possible, the following criteria for historic trim and ornamentation replacement applies:
 - a. Replacement material must match the existing or documented historic trim and ornamentation in general composition, shape, size, profile, and finish.
 - b. Avoid wrapping trim or ornamentation with another material.
 - c. Refer to Chapter 9, Alternative Materials for information on selecting an appropriate alternative material.

Porches

An architectural feature on many buildings within the Historic District Overlay, porches offer a strong conveyance of building era, age, and character. Due to their highly visible location, it is important that historic front porches are retained and preserved.

Historically and today, porches serve an important purpose as transitional outdoor covered space and often feature decorative details indicative of architectural style.

1. Maintain historic porches and all components and materials of the porch.
2. Routinely inspect for signs of damage or deterioration.
3. Repaint as necessary. Bare wood should not be exposed and should be covered as soon as possible to prevent decay, following the required curing period for repaired areas. Built-up and loose paint should be removed by mechanical means (scraping) and an appropriate primer should be used prior to repainting.
4. Repair and restore rather than replace historic porches and porch elements when possible.
 - a. Retain and repair character-defining features of the form of the porch, including the height, width, roof pitch and material, columns, railings, and other decorative details.
 - b. Refer to Section 5.4 for guidance on Roof Repairs.
 - c. Refer to Section 5.4.2 for guidance on Foundation Repairs.
 - d. Refer to Section 5.4.3 for guidance on Exterior Wood Trim and Ornament Repairs.
5. Historic porches should only be altered, including addition or deletion based on documented historic conditions.
6. If structurally unsound and unsalvageable, historic porches should be replaced per the above replacement guidelines and individual-character defining components should be replicated.
7. When reconstructing a missing historic porch, pictorial and physical evidence should be used to inform the design.
 - a. Absent historic photographs or physical evidence, design elements should be employed that are contemporary yet compatible to the historic building being served by the porch.
8. Do not utilize historic details on adjacent historic buildings to establish a precedent for the design of a non-extant historic porch as this creates a false historic narrative.

9. Porches should not be constructed on buildings that did not historically have a porch in the proposed location.
 - a. New porches should not be constructed on front elevations or elevations facing the public right-of-way. Proposed new porches should be located on rear elevations where they are not visible or do not impact the historic character of the building.
 - b. When located on side or rear elevations, new porches should be scaled to not detract from the contributing building and its historic features.
10. New porches should be compatible with the style and form of the existing building, but should employ simpler, contemporary features to not create a false historic narrative.
 - a. The design and construction of new porches should avoid impacting historic materials and character-defining features.

Steps and Flooring

1. Historic porch steps and flooring should be retained and restored.
2. Repair to historic steps and flooring should be done in-kind.
 - a. To achieve replacement in-kind, new materials should match the historic in material, composition, shape, size, and other visual qualities.
3. When replacing an entire porch floor, ensure the new floor is sloped away from the historic building.

Handrails

1. Historic porch handrails and balustrades should be retained and restored.
 - a. If portions of handrails or balustrades are missing or damaged, they should be replicated and replaced in-kind.
2. If a porch no longer has a handrail, but there is evidence a handrail was previously in place, the historic handrail should be replicated based on pictorial or physical evidence. If no handrail existed historically and is required for fall protection, use a contemporary compatible Richmond rail. **Richmond rail graphic.**

Screening

1. Unscreened front porches should not be screened unless it is demonstrated that the addition of screening will not have an adverse impact on the character of the building or any historic porch features and materials.
 - a. Screens must be set within the interior of the porch and any framing should be aligned behind the porch columns and railing to limit the physical impact to historic porch elements and visual impact of the screening.
2. Porches on secondary elevations of historic buildings may be screened or enclosed in adherence to the following criteria:
 - a. The enclosing wall and materials are set back from the structural members of the historic porch to ensure that all porch details remain intact and visible.
 - b. The enclosure wall should retain a high-degree of transparency to maintain the character of the historic porch.

- c. The materials should be compatible with the materials used on the historic building.

5.4.4 Openings and Associated Features

Historic openings, including door and window openings, and their associated features should be retained in order to maintain a building's historic character and material integrity. The size, type, function, and configuration of historic doors, windows, and storefronts are important aspects of character and convey a building's architectural style.

Windows

Windows are major contributors towards the appearance of a building. The arrangement, usage, and variety of windows on a building (known as its fenestration) defines a building's character and style; a building's translucency, solid-to-void proportions and visual connections between outdoor and indoor spaces are all dependent on its fenestration.

Additionally, the details of window shape, size, location, glass divisions, and surrounding features also impart character and assist in defining architectural style, and should be preserved.

Maintenance and Repair

1. Routinely inspect and properly maintain historic windows.
 - a. Routine inspections should include checking for loose/rotten frames, broken glazing, signs of deterioration and areas of moisture or air infiltration. Check the frame, sash weights, cords, and all components for damage.
 - i. If damage is discovered during inspection, repair broken or missing elements as soon as possible to avoid further deterioration. If repairs can't be made in short order, temporarily cover the window to protect the window until it can be repaired.
 - ii. After repairs are made, prime and repaint windows as needed. Avoid leaving window material unpainted for more than one season, a water and sun exposure will degrade materials.
 - iii. Check weatherstripping and repair or replace as necessary.
 - iv. If storm windows are present, adjust as needed to ensure they are working properly. Clean weep holes to avoid trapping moisture on the sill.
 - v. Routinely clean windows so that damage is apparent and deterioration can be tracked between inspection.
 - b. Repair damaged windows and components rather than replacing them.
 - i. Identify areas of failure on window frames and sashes. Repair or replace only those components.
 - ii. If the entire window sash requires repair, remove the window and secure the opening while the window is being repaired to avoid damage to the opening and adjacent areas of the building envelope.
 - iii. Avoid wholesale replacement of historic windows.

Replacement Guidelines

1. If a historic window needs to be replaced, match the historic window in size, dimensions, configuration, and materials. This should include utilizing replacement windows that have 3D muntins with internal spacer bars between the glass to achieve a simulated divided light.
2. Provide detailed photographic documentation of deterioration of each window proposed for replacement to the HDRB.
 - a. Provide dimensioned drawings of the existing historic windows and the proposed replacement windows to illustrate they match.
3. The size of the historic opening should not be modified as a result of or to accommodate window replacement.

Shutters

1. Retain and repair historic wood shutters.
2. If historic shutters are missing or there is historic evidence of shutters previously on the building, shutters may be reinstated.
 - a. Shutters should be operable where feasible. If fixed shutters are used, they should be installed in a manner which appears operable (within the window frame, rather on the exterior wall, and on projecting fixed hinges).
 - b. Shutters should be sized appropriately for the window and opening. Even if fixed, shutters should be sized so that if they were operable, they would adequately cover and protect the window.
 - c. Do not install shutters on buildings that did not historically have shutters.

Storm Windows

1. When considering the addition of storm windows minimize the visual and physical impact on the historic building and associated building features and components.
 - a. Due to local climate and weather conditions, exterior storm windows are recommended to protect historic windows. Use a frame and meeting rail that aligns with and is narrower than the historic window frame to reduce the visibility of the storm window.
 - b. Paint the frame the same color as the window to further reduce visual impact.
 - c. Aluminum storm windows should have a baked enamel finish.
2. Interior storm windows may be installed without a COA.

Doors

Exterior doors, particularly at primary entrances on the façade, are important functional and decorative elements which help to identify the age and style of a building, as well as impart character.

Maintenance and Repair

1. Retain original doors, including screen doors if present.
2. Repair, rather than replace, historic doors.

- a. If damage is discovered during inspection, broken or missing elements should be repaired as soon as possible to avoid further deterioration.
 - b. Use an epoxy wood filler to repair areas of minor, non-structural damage. If a large area of the door require repair, use a Dutchman patch.
 - c. If individual components of the door require replacement (rail or stile), splice in new pieces. New wood should be old growth or rot resistant and match the visual characteristics of the historic wood, particularly if the door is stained.
 - d. If the entire door requires repair, remove the door and secure the opening during repair to avoid damage to the opening and adjacent areas of the building envelope.
3. Weather strip historic doors to reduce air infiltration.
4. Retain historic door features including moldings, transoms, sidelights, trim, mail slots, hinges, glass, and any other decorative or utilitarian features.

Replacement

1. If a historic door is damaged or deteriorated beyond repair, it should be replaced in-kind.
 - a. To achieve in-kind replacement, new doors must match the historic doors in material, composition, style, size, profile, glass usage and glazing type, finish, hardware usage and material, and other visual qualities.
2. Only replace historic doors that cannot be repaired; avoid wholesale replacement of all historic doors in a building.
3. If replacement in-kind is not possible, the following criteria for historic door replacement applies:
 - a. Replacement doors should match the historic doors as closely as possible in general composition, shape, size, profile, glass usage, pane division, muntin type, glazing, texture, and finish.
 - b. Replacement doors should retain historic character-defining features, such as hardware, accessories, decorative details, and finish.
 - c. Replacement should be limited to the door itself to reduce the replacement of historic fabric and impacts to the building envelope.
4. The size of the historic door opening should not be modified as a result of or to accommodate door replacement.
 - a. Replacement should be of the door itself; do not use pre-hung doors as this will reduce the size of the door opening.
5. If the existing door is modern and the historic door design and configuration is unknown, select an appropriate replacement style that is compatible with the era and style of the building. In this case the window or door can be replaced with a modern material; refer to Chapter 9, Alternative Materials, for information on selecting an appropriate replacement material.

Screen and Storm Doors

1. Storm and screen door additions should minimize any obstruction of the door design and details.
2. Storm and screen doors should be compatible with the architectural style of the building.
 - a. New screen and storm doors should be wood or prefinished metal, but should not have a metallic finish.

Commercial Storefronts

For historic commercial buildings, storefronts are often the most character-defining feature of the façade. Storefront features include windows, transoms, entry doors, supporting columns, piers, or pilasters, cornices, and typically various decorative elements. Materials can include wood, masonry, metal, glass, and tile. The diversity of storefront types and commercial building styles along Mason Avenue give the commercial corridor its character and convey the developmental history of this portion of the Cape Charles Historic District Overlay.

Historically, storefronts have provided an important business function for the display of goods and services. With substantial transparency, storefronts are visually distinct from other building types; this characteristic provides variation in wall planes when recessed doorways and protruding display windows are present. It is imperative that historic storefronts be preserved and this function retained, even when building use changes.

Transoms, awnings and canopies are common features of storefronts and act as a climate control solution, as well as a branding and marketing opportunity.

Maintenance and Repair

1. Maintain historic storefronts and associated components and materials.
 - a. Routinely inspect for signs of damage or deterioration.
 - b. When necessary, clean using the gentlest means possible; avoid power washing. If required, use a light warm water wash (no more than 300 psi).
 - c. Remove old caulk and re-caulk as necessary to ensure weatherproofing. Keep existing flashing secure and weathertight.
 - d. Repaint or re-stain storefront components as necessary. Exposed previously painted surfaces should be covered as soon as possible. Prep the surface to be painted to ensure adequate adhesion. Built-up and loose paint should be removed and surfaces should be primed prior to painting.
 - e. Refer to Section x on Wood Trim and Section x on Doors and Windows for additional maintenance guidance.
2. Repair and restore historic storefronts and all associated materials, features, and components when possible; avoid wholesale replacement of historic storefront systems.
 - a. For wood components, use an epoxy wood filler to repair areas of minor, non-structural damage. Use a Dutchman patch if a larger area requires repair.
 - b. Remove only the portion of the storefront that is damaged or deteriorated and replace those portions in-kind.

- c. For damaged glass, replace only the damaged portion and match the remaining glazing as closely as possible. Do not use tinted glass.

Replacement

1. If storefront materials require replacement, it should be in-kind.
 - a. New materials should match the historic in material, composition, shape, size, profile, location, style and detailing, fenestration, and other visual qualities.
2. If in-kind replacement is not possible, the follow criteria for historic storefront material replacement applies:
 - a. Replacement materials should match the historic material as closely as possible in composition and arrangement, shape, size, profile, location, style and general detailing, texture, level of transparency, finish, and other visual qualities.
 - b. Select moisture resistant replacement wood to prevent premature deterioration, such as Accoya, cedar, cypress, or mahogany. Avoid using modern fast-growth wood, particularly softwoods such as pine.
 - c. New glass must be clear without any reflective qualities that limit visibility into the interior space. Avoid any tinting or glazing meant to reflect light. Awnings or canopies can instead be used to manage light infiltration and solar gain at the front of the building.
3. The replacement of entire storefronts should only occur if it cannot be salvaged.
 - a. If the historic storefront is in place, but cannot be salvaged, it should be replicated.
 - b. If the historic storefront has been replaced with a modern storefront that requires replacement again, the historic storefront should be replicated using historic images, if available.
 - c. If the historic storefront has been replaced with a modern storefront that requires replacement again, and the historic storefront design is unknown, it should be contemporary compatible in design.
 - d. In some cases, original storefront replacements, or second-generation storefronts, are historically significant in their own right if they were installed during the period of significance of the Historic District Overlay, and should be retained and restored.

Awnings and Canopies

1. Routinely inspect historic awnings and canopies for signs of damage or deterioration.
 - a. Pay special attention to operable components, such as pivot points, gears, and frames.
 - b. Regularly clean fabric coverings and operable components to extend their lifespan.
2. Repair any damage or deterioration found on awning or canopy frames and as it is discovered to reduce the need for wholesale replacement.
 - a. Visible components and decorative features should match the historic.
3. Historic character-defining awnings or canopies should not be removed; damaged or deteriorated features should be replaced in-kind.
4. Missing historic awnings and canopies may be reinstalled.
 - a. If available, use historic documentation to determine the design of the historic awning or canopy.

- b. If no historic photographs are available for reference, but there is physical or other evidence canopies or awnings previously existed on a building, the design should be in keeping with the character of the building and the surrounding district.
- 5. New awnings or canopies may be introduced onto a historic building.
 - a. The design should be contemporary yet compatible.
 - b. Care should be taken to ensure the installation of a new awning or canopy does not alter the historic character of the building or damage or obscure historic materials or features.
 - c. The shape, scale, massing, material, and color of the new awning or canopy should be compatible with the building and the surrounding district.
 - d. The placement of the new awning or canopy should align with the size, scale, and style of the storefront and associated doorways and fenestration.
- 6. Modern awnings that do not reflect the style and character of the historic building may be removed.
- 7. Awnings or canopy should not be internally illuminated.
 - a. Lighting for awnings or canopies should be provided by an exterior light source using appropriate concealment of conduits and other electrical hardware.

New window and door openings

- 1. Maintain historic wall openings on the façade and side elevations that are visible from the street. Doors and windows should not be added or deleted in these areas.
 - a. Exceptions to this include the removal of a modern door to accommodate the insertion of a historic replica door.
- 2. On secondary elevations, doors and windows may be added or deleted. This allowance should occur in limited circumstances on any given building elevation.
 - a. Existing window openings are preferred locations for new door locations to limit the impact to the building envelope and retain the opening pattern; ideally, the width and height of the historic opening will be maintained, while dropping the sill to accommodate a new door.
 - b. Where historic openings are blocked, the new wall should have a distinct design and treatment to mark the location of the historic opening.
 - i. On buildings with wood siding, retain the historic trim and infill the opening with a smooth, recessed panel.
 - ii. On buildings with masonry exteriors of any finish, recess the infill at least 1" to mark the opening and maintain a vestige of the historic opening pattern; masonry infill can be parged for a smooth finish or left exposed.
- a. New door openings should not be designed to alter the presence and function of historic primary entries. Historic entries that serve as an architectural focal point must be retained as such. The level of adornment for new doors should not exceed the level of adornment of the historic entries.
- b. New wall openings must reflect and reinforce the architectural style of the building and fit with the established fenestration pattern. New doors and windows inserted into new

openings must be differentiated in configuration, such as a different number or arrangement of panes, but should be comprised of historically appropriate materials that match the visual qualities of the historic windows on the building.

5.4 New additions to contributing buildings

The most important considerations when planning an addition to an historic building are compatibility, differentiation, and reversibility. New additions should be compatible – consistent and harmonious in design – to the historic building, but should also be differentiated – differences between the historic and new should be readily discernable – so that it is clear they are not original. New additions should also be constructed so that in the future, if they are removed, the form and integrity of the historic building remains intact; to this end, the addition should be designed to minimize the removal of historic features, particularly exterior walls.

1. New additions should be designed to preserve significant historic materials, features, and form.
 - a. The design of a new addition should minimize the requirement for historic material loss at the connection point to the historic building.
 - b. To retain historic exterior materials on the interior of the new addition, new additions should utilize historic openings to access the new addition rather than cutting new openings or construct a small hyphen to connect the historic building to the new addition.
2. New additions should be subordinate to the historic building.
 - a. The new addition should be sized as secondary to the primary historic building.
 - b. New additions should not overpower the form or change the scale of the primary historic building.
 - c. The placement, orientation, massing, and scale of the new addition should be designed in such a manner that it does not impact the integrity of the primary historic building.
 - d. New additions should not be visible or should be minimally visible from the public right-of-way.
 - e. Second-story additions on historic buildings are generally not appropriate unless the addition is designed in such a way that it does not impact the massing, scale, and character of the building.
3. New additions should be compatible with but differentiated from the historic building.
 1. The openings in the new addition should mimic the rhythm of the historic building but differentiated them in design and configuration. The arrangement of the proposed windows and doors should reflect that of the primary historic building.
 2. A physical break (if using a hyphen connection) or a small setback between the historic building and the new addition should be provided to create visual distinction between the historic and modern portion of the building.
 3. Materials should be compatible, but differentiated from those found on the historic building.

4. Alternative materials can be appropriate for new additions as a means of differentiating the addition from the historic building. Refer to Chapter 9, Alternative Materials, for information on selecting an appropriate alternative material.
4. The style of the proposed windows and doors should be compatible with the historic building's windows and doors, but should not attempt to replicate them.
 1. Glass should be clear in all cases other than for decorative accent windows.
 2. For windows consisting of multiple panes of glass, simulated divided lights should have dimensional muntins or grills on the exterior of the glass, rather than between the panes.
5. New chimneys should be clad in masonry.
 1. Weatherboard siding is not appropriate for chimneys.
 2. Fireplace vents should not be located on façades.
 3. Metal flues should only be exposed above the eaves of the roof.
6. New roof connections should be below the peak of the existing roof.
 1. Proposed dormers should be sized to reflect the scale and architectural style of the addition, and should not be placed on primary roof elevations.
 7. Place new additions to avoid damage or elimination of historic site features.

Examples of appropriate location/siting, form, scale, mass to be illustrated graphically.

5.5 Accessory Structures

Accessory structures are found throughout the Historic District Overlay, and are primarily associated with residential buildings in the form of detached garages and sheds. This section provides guidance for the treatment of historic accessory structures (those constructed within the period of significance) and modern accessory structures (those constructed outside the period of significance).

5.5.1 Historic Accessory Structures

1. Historic accessory structures should be retained and restored.
 - a. Retain historic accessory structures in their original locations in order to preserve the historic site and relationship to the historic primary resource (if applicable).
 - b. Maintain the historic features, materials, and configuration of historic accessory structures.
2. Routinely inspect historic accessory structures for damage and deterioration.
 - a. Repair or replace damaged historic features and materials in kind.
 - b. Replacement of original materials should be limited to pieces that cannot be salvaged; wholesale replacement of historic building components should be avoided.
3. If replacement of a historic material is necessary, it should be in-kind.
 - a. To achieve replacement in-kind, new materials should match the historic in material, composition, shape, size, color, profile, pattern, texture and other visual qualities.
4. If replacement in-kind is not possible, the following criteria for material replacement applies:

- a. Replacement materials should match the physical characteristics of the original material in size, composition, and profile, as well as the visual characteristics of color, texture, finish, and profile.
 - b. Replacement materials should offer the same general appearance as the existing material.
 - c. Material replacement should not negatively impact remaining materials or the design of other building features.
 - d. If the feature cannot be replicated using traditional materials, refer to Chapter 9, Alternative Materials, for information on selecting an appropriate alternative material.
- 5. Modifications to historic accessory structures must be in keeping with its historic character, as well as that of the primary historic building on the property, if applicable.
- 6. Ensure alterations to historic accessory structures do not negatively impact the integrity and significance of the accessory structure or the rest of the historic property with which it is related.
- 7. For demolition of a historic accessory structure, see Chapter 10, Relocation and Demolition.

5.5.2 Noncontributing Accessory Structures Associated with a Historic Primary Resource

- 1. Inspect and maintain modern accessory structures.
 - a. Routinely inspect accessory structures for damage and deterioration.
- 2. Materials on modern accessory structures should be replaced in-kind or changed to a material that is compatible with the primary historic building, as well as the surrounding district.
 - a. Material replacement should not negatively impact the remaining materials and the design of other building features.
 - b. If the material cannot be replaced in kind, refer to Chapter 9, Alternative Materials for information on selecting an appropriate alternative material.
- 3. Alterations to modern accessory structures should not negatively impact the integrity and significance of the historic primary building.
 - a. Forms should remain simple to reflect the purpose of the structure and not detract from the historic primary building.
 - b. The size should remain subordinate to the historic primary building.
- 4. Materials should reflect and complement the existing modern accessory structure and the historic primary resource.
 - a. Alternative materials can be appropriate for use on modern accessory structures as a means of differentiating the addition from the historic primary building. Refer to Chapter 9, Alternative Materials for information on selecting an appropriate alternative material.
- 5. Modifications to modern accessory structures should not create a false historic narrative.
 - a. Avoid adding conjectural features to modern accessory structures.

6. A modern accessory structure may be demolished if it is structurally unsound, deteriorated beyond repair, or no longer serving the property. **(Do you want to impose any limits here?)**
 - a. Replacement of an existing modern accessory structure must follow the guidelines for New Accessory Structures to avoid negatively impacting the primary historic resource and surrounding Cape Charles Historic District Overlay.

5.5.3 New Accessory Structures Associated with a Primary Historic Building

1. New accessory structures on parcels where there is a primary historic building shall be placed so they do not negatively impact the historic building or the surrounding district.
 - a. Appropriate locations for new accessory structures are in rear yards and behind the front plane of the primary historic building.
 - b. Carefully select the placement and orientation of new accessory structures to be in a traditional location for its use.
 - c. Limit the size of new accessory structures to ensure that they are not visible from the public right-of-way and do not impact the character of the primary historic building.
 - d. Design the new accessory structure to be compatible with the primary historic building by using a similar roof type, opening pattern, and materials.
 - e. Limit ornament on accessory structures; keep the design and materials simple, and durable.
 - f. Do not remove historic site or landscape features to accommodate the construction of a new accessory structure.
 - g. For appropriate design and materials for new accessory structures, see Chapter 7, New Construction.

Section 6: Non-contributing Building Treatment

Non-contributing buildings located within Cape Charles's Historic District Overlay are regulated less strictly than contributing buildings; the following guidelines outline the requirements for alterations to non-contributing buildings. The HDRB seeks to manage change to non-contributing buildings to ensure that alterations do not negatively impact the integrity of the overall district; the primary concern with modifications is to ensure they are compatible with the district. This section encourages property owners to make appropriate changes to their buildings, while providing for more flexibility for change.

6.1 General Description of Noncontributing Resources

1. Building Type/Forms (Not Use Type) & Associated Architectural Styles:
2. This section will be developed to match the structure and style of Chapter 4.
 - a. Residential
 - i. Folk Victorian
 - ii. Ranch
 - iii. Minimal Traditional
 - iv. Craftsman
 - v. Colonial Revival
 - vi. Queen Anne
 - vii. Other
 - b. Commercial
 - i. Commercial style
 - ii. Italianate

6.2 Maintenance

Maintenance of any building is a constant process. Proper maintenance extends the life of building materials, reducing financial outlay in the long run. A cyclical maintenance plan also helps identify early signs that a building material is nearing the end of its lifespan, enabling the owner time to plan for replacement of materials as they expire and avoiding secondary damage to the building from moisture and air infiltration.

Property owners should utilize a maintenance checklist to track materials, features, and conditions, as well as to record any repair or renovation project; a sample checklist has been provided in Appendix X. The National Park Service's [Preservation Brief #47](#), "*Maintaining the Exterior of Small and Medium Size Historic Buildings*" notes that most exterior elements of buildings and structures should, at a minimum, be inspected on an annual basis; this Brief is linked here, as well as in the separate Resource Guide. While the resources covered by this section are not historic, proper maintenance is still a critical responsibility of property ownership.

6.3 Building Elements and Materials

The following sections provide information on the building elements and materials found on non-contributing buildings in the historic district, and provides standards for appropriate alterations and additions to these resources.

6.3.1 Roofs

Roofs are highly visible exterior features. Rooflines vary and roofs are clad in a variety of materials, each of which have their own visual character; materials range in shape, size, color, profile, pattern, and texture. Roofs on non-contributing buildings in the historic district should not distract or detract from the overall character of the district. If the roof is a distinctive feature of a non-contributing resource, that character should be retained.

1. Routinely inspect the roof for damage or deterioration.
 - a. Routine inspections and on-going maintenance of the roof and its features will greatly extend the lifespan of the roof. Proper maintenance will delay the need for full roof replacement.
 - b. In addition to the primary roofing material, inspections should include gutters, downspouts, and flashing. Ensure these elements are in good condition, properly installed, and uninhibited from performing their function. This will provide adequate protection of the building from moisture infiltration.
2. If replacement is necessary, replace the roof in kind or propose an appropriate alternative material.
 - a. Replacement roofing should be compatible with the district.
 - b. If a change in roofing material is desired, provide product information for review; considerations for alternative materials for non-contributing buildings can be found in Chapter 9.

6.3.2 Exterior Wall Materials and Finishes

The exterior wall materials and finishes of a non-historic building should be compatible with historic materials in the district. The details of the installation of exterior wall materials create surface texture that impart the specific characteristics which on non-contributing buildings should respect the character of the materials found on historic buildings within the district.

1. Routinely inspect the exterior wall materials and finishes for signs of damage or deterioration.
 - a. Routine inspections and on-going maintenance of exterior wall materials and finishes will extend the lifespan of the material.
 - b. Make note of areas where paint is peeling or mortar is deteriorating, as this is often a sign of moisture infiltration.
2. Retain existing building materials as feasible.
 - a. Only replace areas of damaged or deteriorated materials. Do not remove materials that are in salvageable condition in order to reduce waste.

3. If the existing exterior wall material requires replacement, it can be replaced in kind or an alternative material may be proposed.
 - a. Considerations for alternative materials for non-contributing buildings and the replacement material flow chart found in Chapter 9 can be used to determine what alternative material is appropriate.

6.3.3 Exterior Woodwork

Exterior woodwork includes exterior doors, porches, trim, and decorative detailing. For non-contributing buildings, exterior woodwork may not be made of wood. Other products that may appear on non-contributing buildings include vinyl, aluminum, or PVC products. Exterior woodwork encompasses many exterior features, making this a critical category for maintenance and care of buildings.

1. Exterior woodwork should be routinely inspected and maintained.
 - a. Routine inspections and on-going maintenance of exterior woodwork will greatly extend the lifespan of the material.
 - b. Make note of areas where paint is peeling or mortar is deteriorating, as this is often a sign of moisture infiltration.
2. If areas of deterioration or damage are found, these areas should be repaired or replaced in kind.
 - a. Alternative materials can be proposed if replacement is deemed necessary; see Chapter 9 for alternative materials for non-contributing buildings.
3. New exterior features, such as porches, may be appropriate for non-contributing buildings, provided the design is in keeping with the surrounding district.
 - a. The location, placement, size, and orientation of new features on non-contributing buildings should be similar to that seen in the district.
 - b. Detailing of new features should not attempt to replicate historic details found on contributing buildings in the district to avoid creating a false sense of history.

6.3.4 Windows and Associated Features

The size, type, function, and configuration of windows are important aspects of character and new windows proposed for non-contributing buildings should be in keeping with the style of those in the district. Adequate maintenance both extends the lifespan of the windows and prevents the need for wholesale replacement of windows.

1. Routinely inspect and properly maintain windows to prolong their lifespan.
 - a. Routinely inspect windows for damage or deterioration.
 - b. Routinely clean windows so that damage is apparent and deterioration can be tracked between inspections.

2. Repair damaged windows or window components rather than replacing them. If the level of damage necessitates replacement, do so in kind.
 - a. Identify areas of failure on windows and repair or replace only those components, if possible.
 - b. Due to the materials and construction of some modern windows, they cannot be repaired; if deterioration is discovered, they will need to be replaced in full. These windows can be replaced in kind, or consider utilizing an alternative material to replace these windows. Considerations for alternative materials for non-contributing buildings can be found in Chapter 9.
 - c. Avoid wholesale replacement of windows.
3. Design new window features, such as shutters and storm windows, to be compatible with the district.
 - a. Storm Windows: Install storm windows to increase energy efficiency of windows; storm windows should not obscure the view of the window. The design and finish of storm windows should not detract from the character of the building or the surrounding district.
 - b. Shutters: Size shutters appropriately to fit the whole window; fasten them to the frame, rather than the exterior wall to give the appearance of operability.

6.3.5 Accessory Structures

Accessory structures typically found in Cape Charles include sheds and detached garages. This section provides guidance for the treatment of historic accessory structures, modern accessory structures, and proposed new accessory structures that are or will be associated with non-contributing historic resources.

Historic Accessory Structures

1. Historic accessory structures should be retained and restored.
 - a. Retain historic accessory structures in their original locations in order to preserve the historic site and relationship to the historic primary resource (if applicable).
 - b. Maintain the historic features, materials, and configuration of historic accessory structures.
2. Routinely inspect historic accessory structures for damage and deterioration.
 - a. Repair or replace damaged historic features and materials in kind.
 - b. Replacement of original materials should be limited to pieces that cannot be salvaged; wholesale replacement of historic building components should be avoided.
3. If replacement of a historic material is necessary, it should be in-kind.
 - a. To achieve replacement in-kind, new materials should match the historic in material, composition, shape, size, color, profile, pattern, texture and other visual qualities.
4. If replacement in-kind is not possible, the following criteria for material replacement applies:

- a. Replacement materials should match the physical characteristics of the original material in size, composition, and profile, as well as the visual characteristics of color, texture, finish, and profile.
 - b. Replacement materials should offer the same general appearance as the existing material.
 - c. Material replacement should not negatively impact remaining materials or the design of other building features.
 - d. If the feature cannot be replicated using traditional materials, refer to Chapter 9, Alternative Materials, for information on selecting an appropriate alternative material.
5. Modifications to historic accessory structures must be in keeping with its historic character, as well as that of the primary historic building on the property, if applicable.
6. Ensure alterations to historic accessory structures do not negatively impact the integrity and significance of the accessory structure or the rest of the historic property with which it is related.
7. For demolition of a historic accessory structure, see Chapter 10, Relocation and Demolition.

Modern/Non-contributing

1. Modern accessory structures should be inspected and maintained.
 - a. Routinely inspect modern accessory structures for signs of damage or deterioration.
2. Replace existing features and materials on modern accessory structures in kind.
 - a. Replace damaged or deteriorated features and materials in kind.
 - b. If the existing feature is an inappropriate modern alteration, the design can be modified to be more appropriate.
 - c. If a new feature or replacement material is proposed for use on a modern accessory structure, it must be evaluated by the HDRB. Alternative materials proposed for use on modern accessory structures will be evaluated on a case-by-case basis; see Chapter 9 for Considerations for Alternative Materials.
3. Modifications to modern accessory structures should be compatible with the district.
 - a. Alterations to modern accessory structures should not negatively impact the character of the district.
4. If modern accessory structures are deteriorated beyond repair, they may be demolished.
 - a. Document deterioration of modern accessory structures.
 - b. If an existing modern accessory structure is demolished, its replacement must follow guidance found in the next section, New Construction of Accessory Structures.

New Construction

1. A new accessory structure on a parcel with a primary building that is non-contributing to the district should be placed so it does not impact the character of the district.

- a. Carefully select the placement and orientation of new accessory structures, preferably at the rear of the property. Placement and orientation should be consistent with existing accessory structures in the district.

*****GRAPHIC: Appropriate placement of new accessory structures**

- b. Limit the size of new accessory structures; new accessory structures should be subordinate to the primary building in placement, scale, and massing.
- c. Design the new accessory structure to be compatible with the character of the primary resource and the district.
- d. Ornament on new accessory structures should not give a sense of false history. Limit ornament and keep the design simple.

*****GRAPHIC: simple options for columns and trim**

6.3.6 Additions

The most important considerations when planning an addition to a non-contributing building is the potential impact to the character of the subject building and the overall district. New additions to non-contributing buildings should not result in scale, massing, form, or proportions that are incompatible with the primary resource or the district.

1. New additions to non-contributing buildings should be compatible with the district.
 - a. The placement, orientation, massing, and scale of a new addition should be designed in such a manner so that it does not impact the character of the district.
 - b. New additions should not overpower the form or change the scale of the primary building in order to maintain compatibility with the district.
 - c. Design and materials should be compatible with the district
 - d. Alternative materials can be appropriate for new additions as one way of differentiating them. Alternative materials will be evaluated on a case-by-case basis; see Considerations for Alternative Materials in Chapter 9. In general, alternative materials proposed for new additions need to be compatible with the materials found on the existing building, as well as the district as a whole.
 - e. Second story additions are generally not appropriate; exceptions can be made if it is demonstrated that the addition does not negatively impact the character of the district.

*****GRAPHIC: Appropriate and inappropriate second story additions**

Chapter 7: New Construction/Infill Guidance

Intent: To provide clear guidance on how to design appropriate new construction/infill for vacant lots within the historic district.

- Interpreting/using the Guidelines
 - Explanation of role of design guidelines in COA process

The construction of new buildings within the Cape Charles Historic District Overlay should be carefully planned and designed in order to maintain the historic character and integrity of the district. The following guidelines are critical to ensure that new construction is consistent with the placement, orientation, massing, scale, and form of existing buildings, while also being clearly differentiated as modern insertions. While contemporary designs can be inspired by the distinctive features of the Cape Charles Historic District Overlay, historic duplication is not appropriate and should be avoided. Above all, new construction should be sympathetic with its surroundings while remaining appropriate for its construction date.

New construction/infill within the Cape Charles Historic District Overlay consists of buildings that are constructed on previously vacant lots or where previously contributing or non-contributing buildings have been demolished (following the guidelines set forth in Chapter 10).

If you are planning new construction of an accessory building (like an accessory dwelling unit) on a property that currently has a contributing or non-contributing primary building, please see Chapters 5 or 6 respectively for guidelines specific to those projects.

7.1 Building Placement, Orientation, & Massing/Scale/Form

Position new buildings on the lot in a manner that is consistent with those on the same block in order to retain the historic character of the streetscape and the rhythm of buildings and voids.

7.1.1 Placement: To the extent possible within zoning requirement, new buildings should maintain similar placements to adjacent historic buildings.

7.1.1.1 Maintain the same setback line from the street as other buildings in the vicinity. Locate residential construction at least 30 feet from all right-of-way lines. In traditional commercial areas, new buildings should maintain the street wall.

7.1.1.2 Reflect the existing spacing pattern between each building of the block where the new building will be located.

7.1.1.3 Place any new accessory structures and parking at the rear of the lot in a manner similar to adjacent existing buildings. Do not develop site plans with parking on front yards.

7.1.2 Orientation: New buildings should be oriented the same as others on the street.

7.1.2.1 If all main entrances and features are located at the street-facing elevation, it would be inappropriate to have a new building's entrance face the side of the lot.

- 7.1.2.2 New buildings should not be placed at an angle on the lot if adjacent historic buildings are parallel to the lot lines.
- 7.1.3 Massing/Scale/Form: New buildings should maintain similar massing, scale, and form to adjacent historic buildings.
 - 7.1.3.1 Unless historically present, avoid combining lots to create an oversized or incongruous site.
 - 7.1.3.2 Unless historically present, avoid subdividing lots to create small incongruous lots in order to maintain the block pattern.
 - 7.1.3.3 Maintain the established height and scale within a typical range of heights and forms seen along the proposed building's block. New structures should be no taller than 10% taller or shorter than the average building of the block with no more than 40 feet max as stipulated in the zoning ordinance.
 - 7.1.3.4 Maintain a typical floor-to-ceiling height delineation to ensure visual cohesion along a block.
 - 7.1.3.5 Utilize neighboring buildings to inform the overall form. Adjacent contributing resources can help determine appropriate and compatible building footprints and roof forms. Do not mix and match historic styles when proposing contemporary compatible new construction.
- 7.2 Building Elements and Materials

Design new buildings to be compatible in style, yet differentiated from historic buildings. Incorporate modern elements and materials, but remain consistent with the surrounding district.

 - 7.2.1 Utilize new materials to help differentiate new construction from existing contributing buildings. Use new materials that have similar dimensions, profiles, and visual qualities as traditional materials.
 - 7.2.2 Avoid the use of decorative elements specific to historic styles found within the district or elsewhere, as this could create a false sense of history. Keep ornamentation on new buildings simple in design and restrained in style.
 - 7.2.3 Porches are common in Cape Charles and are appropriate for new construction; details should be simplified to differentiate these from the more ornate historic porches, maintaining a contemporary but compatible design. They should be proportional to the design and can be full-width, partial-width, or wrap-around.
 - 7.2.4 Retain existing topography, old growth trees, and other significant site features; site new construction to retain any remaining historic features. For further information on sit and setting within the Cape Charles Historic District, see Chapter 8.
- 7.3 New Accessory Structures/ADUs – new construction only

When planning new construction projects that include new accessory structures, including accessory dwelling units, they should also be consistent with the placement, orientation, massing, scale, and form as other accessory structures surrounding the proposed site.

 - 7.3.1 When planning a new construction project, accessory structures should only be placed in the rear yard.
 - 7.3.2 Orientation is generally towards the primary building, unless serviceable by a rear alley or driveway.

- 7.3.3 Accessory structures should maintain similar massing, scale, and form as other accessory structures within the vicinity. An accessory structure should not be larger in scale than the primary building.
- 7.3.4 Visually, accessory structures should share similar proportions and design elements to the primary building. Materials should also match to remain consistent in style and quality of design.

Examples of Graphics for Chapter 7

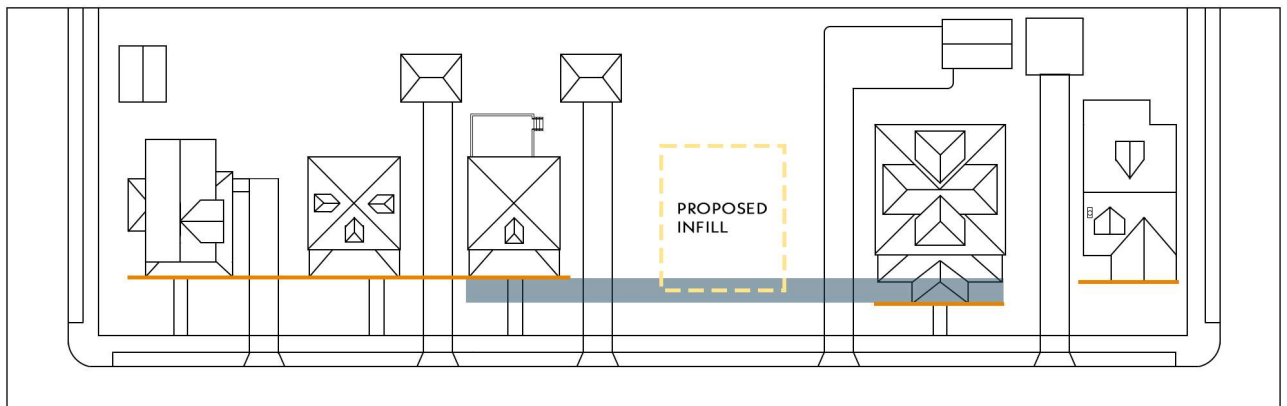


Figure 1 - The above diagram shows historic setback lines in orange and the proposed new construction outline in yellow. The historic setbacks do not align perfectly with one another along the street. When considering new construction, the building must lie in front of the deepest setback but behind the shallowest setback as shown in blue.

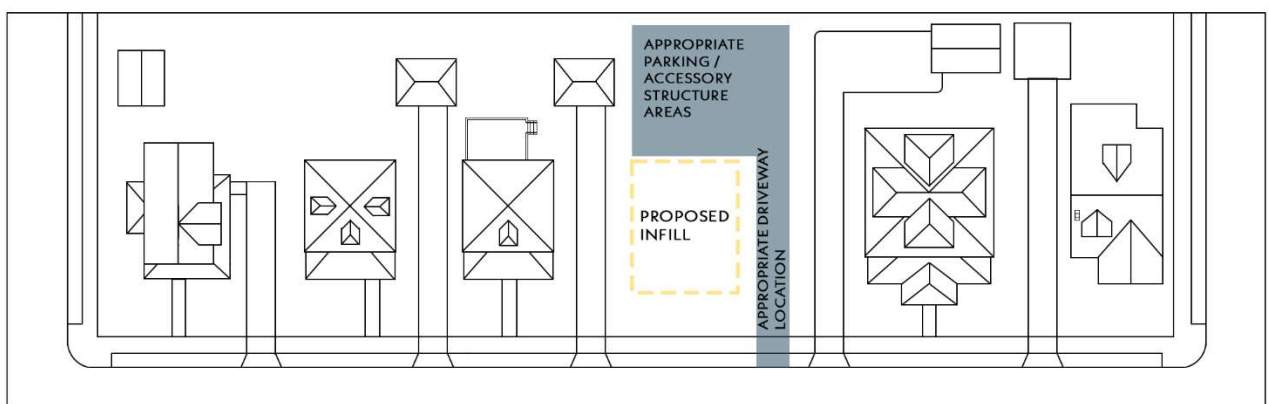


Figure 2 – The above diagram shows appropriate locations for the driveway, parking, and accessory structures. Because this lot is flanked by two driveways, either side would be appropriate to choose for driveway placement. Otherwise, it should match the rhythm of the block.

Chapter 8: Site, Setting, Signage, and Public Art (Historic, Existing, New Features)

The transition from public to private spaces between the street and building is an important characteristic of residential neighborhoods and commercial corridors. This chapter addresses these transitional spaces. Site refers to the property surrounding an individual building, while setting refers to the broader neighborhood surrounding the building site. A building's site and setting should:

- Maintain a separation between public and private spaces;
- Enhance the architecture through designed exterior environments;
- Create opportunities for personal expression that do not permanently impact the surrounding district.

The size of the site and character of the setting of a building will differ based on the building's use and location within a district. Residential sites typically have larger sites and a different character than buildings within the commercial core. Within the Cape Charles Historic District Overlay, commercial buildings along Mason Avenue have very little (if any) unimproved land, as they are often constructed to the lot lines on at least three sides.

8.1 Hardscaping (Driveways, walkways, and other paving)

Hardscaping refers to the hard surface areas of a site, including but not limited to parking areas, driveways, walkways, paths, steps, and other paved surfaces. These site features should be in keeping with the historic character of the individual site, as well as that of the surrounding district.

1. Retain existing historic paving materials. Replace damaged or missing areas of paving with materials that match the original paving.
2. Demolition of historic buildings, structures, or site features for the purpose of adding new hardscaping should be avoided.
3. New parking areas and driveways should be placed at the side and rear of properties to limit visibility.
4. Appropriate materials for new paving include ribbon paving, gravel or pebble paving, and brick. Concrete is appropriate, but should be scored or exposed aggregate. Asphalt paving should be avoided unless there is historic precedent for the material on the individual site.
5. Parking should be screened by landscaping or low knee walls to provide a buffer between the street and the building.

8.2 Fences & Freestanding Walls

1. Retain historic fences, walls, and hedges. Replace missing or damaged fencing and walls with new materials that match the historic. If large amounts of historic decorative fencing are missing, carefully salvage the remaining portions and install at the front or prominent sides of a building, and replicate the missing material.
 - a. For new fencing, the material, style, and height should be in keeping with the character of the associated building's architectural style, as well as the surrounding district. All fencing and freestanding walls should meet the provisions of the Town

of Cape Charles Zoning Ordinance, Article IV, Section 4.2.G, Fences and Walls. The guidelines below offer further direction for the historic district overlay:

- i. For interior lots, fence height maximums are as follows:
- ii. Rear yard: Not to exceed 6 feet
- iii. Side yard: Not to exceed 4 feet
- iv. Front yard: Not to exceed 4 feet
- b. For corner lots, fence height maximums are as follows:
 - i. Rear yard: Not to exceed 6 feet
 - ii. Side yard: Not to exceed 4 feet
 - iii. Corner Side Yard
 - iv. Front yard: Not to exceed 4 feet
- c. Appropriate new fencing materials include:
 - i. Vertical wood pickets; wood fences should be painted or stained .
 - ii. Common types include:
 - 50-100% transparent: Common Picket, Dog Ear Picket, Gothic Picket, Angled Picket
 - 0-49% transparent: Solid Board Dog Ear, Solid Board Gothic, Solid Board Picket, Shadowbox, Framed, Arched, Scalloped
 - iii. Wrought or cast iron or metal tubular to mimic iron in a simplified design.
 - iv. Common types include:
 - Staggered Traditional, Traditional, Modern
- d. Inappropriate fencing types include:
 - i. Vinyl, PVC, or synthetic fences
 - ii. Chain link fencing in front yards; chain link fences are appropriate for use in rear yards or side yards on mid-block lots.

8.3 Decks and Patios

1. Decks and patios should only be constructed at the rear of a building, unless there is historic evidence that these features existed in a more prominent location on the site within the district's period of significance.
2. Limit physical impacts to the historic primary building when installing decks or pergolas/canopies over patios by designing these structures to be freestanding to avoid direct connections to the building itself. If direct connections to the historic building are necessary for structural stability, minimize the size and number of connections.
3. Ramps can be installed at the front of a building as needed to meet ADA requirements and provide access. The following guidelines should be met to ensure these added features do not impact the character or integrity of the historic building:
 - a. Do not remove or alter any historic features of the building when installing a ramp.
 - b. Do not anchor the ramp to the exterior of the building unless the connection is reversible.
 - c. Construct the ramp with as much freestanding structure as possible, using materials that are in keeping with the character of the building.

4. Use permeable surfaces such as gravel or permeable pavers to facilitate drainage from the site and away from the building.

8.4 Appurtenances

Due to modern needs and advancements in technology, this section provides guidelines for the addition of modern conveniences to sites within the historic district. These include, but are not limited to: fuel tanks, water heaters, gas and electrical meters, satellite dishes or antennae, small cellular facilities, exterior mechanical units (air handlers, generators), site-mounted solar panels, as well as personal utility structures such as sheds, trash enclosures, and outdoor showers. Some of the appurtenances outlined in this section may also be roof-mounted; for those instances, the guidance for Roofs should be consulted to ensure the placement/location and mounting method is appropriate.

1. New appurtenances should be placed at the rear of the building and out of view from the public right of way.
2. All new conduit, piping, cabling, junction boxes, and other connections from the appurtenances to the primary building should be concealed underground or within the wall cavity, and not be exposed and visible from the public right of way.
 - a. When it is not feasible to fully conceal the connections, they should be consolidated and placed in the least visible location. Documentation outlining the constraints with concealment should be provided along with the planned solution for HDRB review.
3. If new appurtenances cannot be placed at the rear of the building, landscaping or other appropriate screening should be utilized to limit the visibility of modern exterior utilitarian features from the public right of way.
 - a. Screening should follow the material standards of fencing; this includes wood boards, wrought or cast iron, tubular metal and chain link (in rear yards only), brick, or live hedges. Height should be limited to what is necessary to conceal the new appurtenance from the public right-of-way.

8.5 Landscaping

Landscaping within the Cape Charles Historic District must meet:

- Cape Charles Zoning Ordinance, Article IV Section 4.4, Landscaping and Screening Regulations
- Cape Charles Zoning Ordinance, Appendix F, Tree Conservation and Preservation Ordinance

In general, landscape review is considered a minor action exempted from review by the HDRB as noted in Cape Charles Zoning Ordinance, Article VIII, Section 8.17. The following guidelines provide further direction for landscaping within the locally designated Cape Charles Historic District Overlay.

1. Historic landscape features, formal gardens, and mature plantings, such as trees and hedges, should be retained. Maintenance of these features should be undertaken in a manner that does not negatively impact the overall appearance, health, and character of the historic landscape feature.
2. Requests for the removal of historic mature plantings should be accompanied by a report from a certified arborist documenting the condition and need.
3. New landscape features, including exterior and landscape lighting and new plantings, should be visually compatible with the primary historic building and the surrounding historic district.
4. Ponds or water features should only be added to front yards if there is historic precedent or documentation to support the proposal. Where water features are in place, proper systems of water movement must be used to avoid stagnant water.
5. New plantings should be installed so as to not impact buildings. This includes being installed at a distance from buildings to ensure they do not attach or damage the building as they grow and to allow adequate light and air flow. Plantings should be placed to ensure that the root and branch systems do not adversely impact the building envelope (including foundation, exterior walls, and roofs) of the adjacent building as the planting reaches maturity.

8.6 Signage

Signage is an important part of the locally designated Historic District Overlay, particularly along the commercial corridor at Mason Avenue. Well-placed and well-designed signs can:

- Identify the location of a business
- Promote the services of a business
- Attract customers
- Contribute to the overall character of the district.

All signage must meet the provisions of the Cape Charles Zoning Ordinance in Article IV, Section 4.1, Sign Regulations, with the following guidelines offering further direction for use within the locally designated Historic District Overlay.

8.6.1 Placement/location

The location of signage should be considerate of architectural features; signage should not overpower or obscure historic features.

1. Sensitive place signage and avoid covering existing architectural elements. The shape and location of a sign should bring continuity to the façade.
2. Signs should be placed below the second-floor level to maintain and reinforce the human scale of the historic district.
3. Projecting signs should have a vertical clearance of 8 feet from ground level to the bottom of the sign and may project out 4 feet from the exterior wall of the building. Each business is limited to one projecting sign, unless the building is situated on a corner lot.

4. If mounting a sign to brick or stone, the connection must be through the mortar joints rather than through the brick or stone; this allows the mortar joints to be repaired if the signage is removed in the future.
5. Directory signs/boards are encouraged for buildings with multiple tenants. When mounting on brick or stone, the connection must be through the mortar joints rather than through the brick or stone; this allows the mortar joints to be repaired if the signage is removed in the future.

8.6.2 Materials

Using durable materials will ensure longevity and will contribute to the overall character of the streetscape.

1. Appropriate materials for signage in the local historic district include:
 - Wood
 - Glass
 - Gold Leaf?
 - Raised dimensional lettering
 - Painted mural signs (on previously painted surfaces)
 - Medium-density fiberboard (MDF), and
 - Architectural foam.Material not listed above, but proven to be durable and fitting within the character of the district may be allowable if approved by the HDRB.
2. Prohibited materials, unless an in-kind replacement of an existing signage, include:
 - Backlit plastic sign panels
 - Backlit awning
 - Plywood
 - Digital signs
 - Highly reflective metallic signs, and
 - Any flashing or moving signs.
3. No more than three (3) colors are recommended for an individual sign unless the color scheme is integral to a business logo.
4. Utilize contrasting colors for lettering and background for ease of readability.
5. Historic signs, markers, nameplates, and marquees may be restored or reinstated using historic documentation.
6. Minimize the visibility of sign hardware by using dark or neutral colors.
7. Painted wall signs may only be installed on previously painted surfaces.
8. Lettering styles should correspond with existing building signage where feasible.
9. Hand-painted or individually mounted letters should be professionally produced and applied.

8.6.3 Lighting

Signage illumination should be safe, sensitively designed, and in keeping with the overall character of the locally designated Cape Charles Historic District Overlay.

1. Exterior light fixtures used to illuminate signage should be in keeping with the character of the historic building, or its appearance should be minimized so there is no impact to the character of the building. Exposed tube lighting should be avoided.
2. Electrical conduits should not be drilled through masonry or historic features or details. Conduit should pass through mortar joints for the least intrusive installation and to create a reversible treatment that avoids irreparable damage to the historic building.
3. Exposed conduit and/or junction boxes should be concealed or painted to match the exterior of the building to reduce visibility.
4. Lights should be carefully oriented to avoid direct glare or excessive illumination on streets that may distract or interfere with the vision of drivers and pedestrians.
5. Box interior-illuminated awnings and signs are prohibited unless they are an in-kind replacement of an existing sign. Awnings must be illuminated from the exterior only.
6. Silhouetted backlit signage is appropriate provided that it only highlights the lettering and does not detract from the historic character of the building.
7. Neon signs are appropriate only if they are authentic neon or LED replicating neon. Plastic encased lighting is prohibited unless it is existing.
8. Pulsating or flashing lights are not allowed.

8.6.4 Temporary Signage

Temporary signage is constructed of cloth, canvas, vinyl, paper, plywood, fabric, or other lightweight material and is designed to be displayed for a limited period of time. Temporary signs are not permanently installed in the ground or affixed to a building. All temporary signage must meet the provisions outlined in the Town of Cape Charles Zoning Ordinance in Article IV, Section 4.1, Subsection H.2.a through H.2.f, Temporary signs. The following guidelines offer further direction for appropriate application within the locally designated Historic District Overlay:

1. Temporary signs should be no greater than sixteen (16) square feet in area.
2. Temporary signs should be allowed for no more than thirty (30) days prior to an event or function, and removed within seven (7) days after the conclusion of the event or function.
3. The bottom of temporary signs should not be more than eight (8) feet above ground level.
4. If a temporary sign is attached to a historic building, it should adhere to the Signage Placement guidelines outlined in Section 8.2.1 of this document.
5. Sandwich board or A-frame signs are allowable provided that at least four (4) feet of sidewalk clearance is maintained, and a right-of-way encroachment permit from the Town of Cape Charles is obtained. Sandwich board signs should be a maximum of eight (8) square feet, constructed of wood or heavy and sturdy materials, should complement the permanent building signage, and should only be displayed during business hours.

- 8.7 Murals and Public Art – Need additional guidance on the type of public art/mural in CC/Town's thoughts on public art?**
- + Who will review content?**

Chapter 9: Alternative Materials

Intent: To provide considerations for the applicant when selecting alternative materials to propose for use on buildings within the historic district; considerations to differ between contributing/historic and noncontributing/non-historic resources. To provide a method of deciding if specific alternative materials are appropriate for use within the historic district. To provide a reference for homeowners who want to propose an alternative material for documentation requirements.

Proper maintenance of historic materials is necessary before thinking of replacing them. See Chapter 5 for maintenance schedules and expectations. If/when proper maintenance or repair of historic materials is no longer possible, alternative materials proposed for use on historic buildings in the Cape Charles Historic District Overlay will be evaluated by the HDRB on a case-by-case basis. In general, alternative materials should not be used to replace historical materials unless the following circumstances are present:

- The historic material is no longer available;
- Skilled craftsmen capable of working with or installing the historic material are no longer available;
- The historic material is inherently flawed; or
- The code requires alterations that result in the removal of historic materials.

9.1 Educational Information Regarding Energy Efficiency, Replacement Windows, Synthetic Siding, & the Expected Longevity of Historic Materials

9.1.1 Energy Efficiency: What can I do to make my historic house more energy efficient?

Some historic building features already provide inherent energy efficiency, such as operable windows that provide ventilation and natural lighting, thick masonry walls that have inherent thermal characteristics, floor plans that allow for air circulation, and more. It is important when looking to improve your historic building's energy efficiency to first understand and identify existing energy-efficient features, how they function, and how best to preserve them. The U.S. Energy Information Administration found that pre-1950 residential buildings are approximately 30-40 percent less energy efficient than buildings built after 2000. Therefore, it is a realistic goal that a historic building can obtain similar energy efficiency relative to newer construction. New treatments should operate cohesively with older ones to further improve efficiency. Below are initial suggestions to consider when thinking about improving your historic building's energy efficiency (the below list will be similar to the graphic callouts shown at the end of this section as well as graphic Figure 1 that shows where air loss happens in buildings based on percentages):

- Perform an energy audit on your building to understand where you may be losing thermal performance.
- Consider small operational changes that are low to no cost such as:

- Install programmable thermostats.
- Close off rooms that are not in regular use.
- Use insulated shades and curtains to control heat gain and loss as well as taking advantage of natural light.
- When weather permits, use operable windows, shutters, awnings, and vents as originally intended to control temperature and ventilation.
- Consider other lower cost alterations like:
 - Add attic insulation.
 - Install storm windows.
 - Insulate basement and crawlspaces.
 - The Department of Energy found that 31% of air loss (the highest percentage of any feature) in homes is at floors, walls, and ceilings!
 - Seal and insulate ducts and pipes.
 - Weatherstrip doors and add storm doors.
- Upgrade older appliances and mechanical equipment to energy efficient ones and clean and service them regularly.

9.1.2

Replacement Windows: My windows are old and not energy efficient: Why shouldn't I buy all new?

Property owners might believe in the idea that new windows will be more energy efficient than the original historic ones already in place. This is marketing misinformation and replacing historic windows should be considered only if the originals are deteriorated past the point of restoration. In reality, the Department of Energy has found, in general, only 10% of air loss is attributed to windows and that full scale replacement will never recoup the initial cost versus energy savings in a reasonable amount of time. To the (see graphic Figure 2 at the end of this draft that will be placed with this text in the final version) are key facts about historic windows that might help clarify why they are worth saving and why requests to replace them are not taken lightly. Properly maintained historic windows can continue to be energy efficient and functional for years to come; see page XX for a maintenance schedule guide.

Another alternative to widespread replacement is the addition of storm windows. The chart provided (see graphic Figure 3 at the end of this draft that will be placed with this text in the final version) shows the estimated payback on various options of window replacement versus the addition of a storm window to a historic window. It cost less up front, so the time to recoup the

cost is reasonable, and the annual savings per window is comparable to more expensive options.

9.1.3 Synthetic Siding (Vinyl, Hardie) So what's the problem with vinyl, aluminum, and cementitious siding

Probably the most contested of alternative materials is the use of modern siding alternative like vinyl, aluminum, or cementitious siding on buildings that previously had (or still have) historic wood siding. It is easy to see the upfront cost saving between restoring wood siding and applying new siding. However, despite marketing claims, there are many issues with modern siding that make its upkeep and cost comparable to repairing your historic wood siding. A few of these issues are illustrated (see graphic Figure 3 at the end of this draft that will be placed with this text in the final version). While new alternative materials may solve these issues in the future, for now these materials are inappropriate options for siding replacement due to their inferior performance and visual character.

9.1.4 Expected Longevity of Historic Materials

Historic materials, when properly maintained, are sometime more durable than their modern contemporaries and tend to last much longer. For example, 1918 wood harvested from old-growth forests is dense and durable. It will burn more slowly and is more insect resistant. It is hard to obtain and if found, is expensive. The alternative new-growth wood is visibly much less dense and less resistant to moisture and insects. It will require frequent replacement and is less favorable than maintaining historic wood. It's important to look at the life cycle of materials before replacing and assess if it is more cost effective to repair and maintain than to fully replace, especially considering the inferior quality and shorter life cycle of modern materials.

9.2 Evaluating Alternative Materials

Impact to historic integrity and significance

When historic materials are replaced, the integrity of the property is diminished; over time, if enough historic properties lose their historic materials, the integrity of the overall district is threatened. Therefore, retaining historic materials is always the best practice, but when that is not possible the visual and physical consequences of replacement should be evaluated.

Durability

In general, new materials have a shorter life span than their historic counterparts; once historic materials have been replaced, the property owner enters a shorter cycle of replacement. The durability and performance of a material should be evaluated to ensure that it will not require replacement again in short order. Some new materials have not been sufficiently evaluated for their durability and performance over time. Additionally, despite marketing claims, all materials require maintenance and all materials will eventually deteriorate over time.

Appearance

The color, surface texture, reflectivity, and finish of a material comprise its appearance. Changes to the appearance of a material can impact the historic character of a property.

Location/Visibility

The location of a change in material can impact whether or not it is appropriate to use on a historic building. If the material is highly visible or it will diminish the character of the building or district, it would not be acceptable to replace it.

Sustainability

Historic buildings are inherently sustainable; their reuse retains the embodied energy in the existing building stock and the materials used in their construction are of a higher quality than their modern counterparts. It is important to consider the environmental consequences of replacement materials: not only does the historic material end up in a landfill – thus losing the embodied energy – but many new materials require significant energy and resources to manufacture, transport, and install.

9.3 Flow Chart for Consideration of Material Replacement

The flowchart in this section relies on an assessment of the condition of the historic material and appropriateness of the alternative materials as its framework. It will begin with an assessment of the historic material, presenting a series of questions for the HDRB (and property owners) to use when considering the appropriateness of its removal. Once that decision has been made, and in the event the historic material is deemed to require replacement, the discussion may turn to consideration of alternative materials. The flowchart for evaluation of alternative materials provides a framework for evaluating any potential proposal and thus enables consideration of new alternative materials as they become available over time, rather than a static list.

Graphic mockup provided with Outline – Note: The flowchart was developed for property owners, HDRB members, and staff to use when evaluating whether it is appropriate to propose and approve replacement of an historic material with an alternative material. It should be used in conjunction with the applicable guidelines for the feature in question. For a full list of documentation requirements for proposed alternative materials, see the following section.

9.3 Documentation Requirements for Deteriorated Historic Features & Proposed Alternative Materials

The flowchart in the previous section sets forth that if an historic material is not salvageable and replacement in-kind is not possible, an alternative material may be appropriate. In order to determine if an historic material is deteriorated beyond repair, the applicant will need to fulfill the documentation requirements outlined below:

1. Good quality photography documenting the range of conditions of the deteriorated feature proposed for replacement, keyed to elevation drawings. Documentation should illustrate that more than 50% of the material per feature cannot be reasonably repaired to allow replacement. “Typical” photographs should not be submitted when wholesale replacement of a material is proposed. When assessing features, appropriate measurements for percentages are as follows:

- A. For window replacement, percentage of deterioration is measured per window.
 - B. For siding replacement, percentage of deterioration is measured per elevation.
 - C. For roof replacement, percentage of deterioration is measured based on the overall roof condition.
2. A letter from an architect or engineering professional who specializes in historic properties and certifies that the deteriorated feature cannot be repaired.
 3. Potential for staff or HDRB site visit to examine the deteriorate features in person prior to their removal.

In addition to these factors, property owners should be prepared to address the following Considerations for Alternative Materials. Since new materials come onto the market every day, it is the applicant's responsibility to demonstrate that the new proposed material is appropriate for use on an historic building.

- What are the physical characteristics of the original material?
 - Size/shape/profile, composition, color/finish, and texture
- What are the visual characteristics of the original material?
 - Size/shape/profile, composition, color/finish, and texture
- Does the new material closely resemble the original material?
 - Identify key criteria based on the physical and visual characteristics of the specific material in question?
- Is the new material structurally compatible with the remaining materials?
 - Is the new material stronger than the historic material? Will its installation increase the rate of deterioration of the adjacent historic materials?
 - Can the new material be installed in such a way that it does not damage adjacent historic materials?
- Is the new material more durable than the original? What is the lifespan of the new material?
 - How long is the new material expected to last (assuming properly maintained)?
 - Source of estimated life span
 - Does the documented performance match its estimated lifespan?
- What is the record of performance of the new material?
 - How does the material perform in different climates (specifically to Cape Charles' climate)?
- Is the new material sustainable?
 - Embodied energy, energy efficiency, energy source, toxicity, recyclability, and transport

9.4 Non-contributing considerations –

In general, alternative materials are appropriate for use on noncontributing resources, but there remain factors that need to be considered when selecting a material: Is the alternative material as durable as the material being replaced? And will the alternative material alter the appearance of the building in a way that impacts the character of the district? While the use

of alternative materials on non-contributing resources requires a COA, the focus of the evaluation is on ensuring the use of the new material does not detract from adjacent contributing resources and the overall district.

9.4.1 Is the alternative material appropriate?

The following factors form the basis for the guidelines employed by staff or HDRB when determining whether a proposed alternative material is appropriate for use in a specific situation. Utilize the following factors to evaluate alternative materials for use on noncontributing buildings within the Historic District Overlay:

Appearance: The proposed new material should not have an appearance that in anyway detracts from adjacent historic buildings or alters the character of the surrounding historic district.

Durability and performance: The selected alternative material should be as durable or more durable as the material being replaced while remaining physically compatible with the adjacent materials to remain. The new material should have a demonstrated track record of performance over time to avoid entering a shorter cycle of replacement.

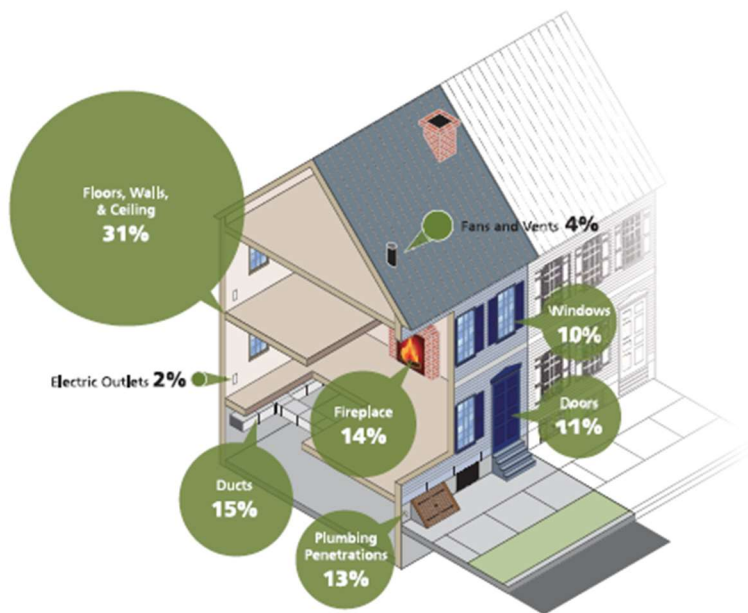


Figure 1 – Graphic from the National Park Service’s Preservation Brief 3 – Improving Energy Efficiency in Historic Buildings showing where air escapes from a house (by percentage). Image based on data from Energy Savers, U.S. Department of Energy. Illustration: Blank Space LLC.

FACTS ABOUT WINDOW REPLACEMENTS



More heat is generally lost through the roof and uninsulated walls than windows. Adding a little more insulation can save more energy (and money) than replacing windows can.



The materials new windows are made out of (like vinyl or PVC) often create toxic by-products during production and are not as "green" as they are marketed to be.



While your historic windows were built to be repaired, lasting 50-100 years or more, replacement windows cannot be repaired and often need to be replaced within 10-25 years. To continually replace replacement windows is not sustainable.



Recouping your money on energy savings from the initial cost of replacing windows can take more than 100 years to achieve.



If properly maintained, an historic wood window with weatherstripping and storm windows can be just as energy efficient as a vinyl one. If thrown away instead, the waste created is an environmental and monetary loss.

Figure 2 – Sample of graphic callout for facts on window replacements

FACTS ABOUT VINYL SIDING



The historical wood material was more than likely harvested from old-growth forests (as discussed on page 139). This means compared to newer wood, it is more resistant to insect infestations, rot, and deterioration.



Because of the wood's durability, its lifespan can be well over 250 years if maintained and painted properly. Vinyl siding has an average lifespan of 15-20 years before becoming brittle and easily damaged. It is not "maintenance free".



Vinyl siding begins to fade within the first three months, leading to issues with color matching if sections are replaced. It will also dent, crack, and even melt under certain circumstances. Finally, its surface texture collects dirt and mold more easily.



Covering up historic siding can destroy otherwise salvageable historic materials. In addition, the backer board and vinyl siding creates a barrier where moisture collects and causes irreparable damage to the structure.



Vinyl siding is made from oil and chlorine, producing toxic by-products during production. It is hard to recycle and does not degrade in landfills.

Figure 3 – Sample of graphic callout for facts about vinyl siding

Chapter 10: Relocation and Demolition

10.1 Relocation

When a contributing building is lost from a historic district, it impacts the district by diminishing its integrity; relocation should be a final alternative, reserved only for historic buildings that face eminent threat of demolition. Removing a historic building from its original site and setting disconnects the building from the context in which it was meant to exist, resulting in the removal of its contributing status and any available incentives or protections. All other alternatives should be explored before a contributing building is relocated.

Relocating a contributing building in the Historic District Overlay requires a COA. The following factors should be considered and discussed with Cape Charles town staff prior to applying for a COA:

1. Site and setting: What options are there for relocation that provide a similar site and setting? Will the building or the overall district's integrity be negatively impacted by relocation? Are there appropriate vacant lots with similar setting and context available within the district that can receive the building? These may include placement on the block (corner versus mid-block lot), adjacent setbacks (consistent or staggered), and lot size (width and depth).
2. Structural integrity: Will the process of moving the building negatively impact its structural integrity? Will the building survive the move?
3. Threats to the resource: Is moving the building the only way to save it from demolition? Will the building be moved within the district or to a location outside of the district? If the building is to be moved from the district, can restrictions be placed on it to ensure its preservation in its new location?

10.1.1 Guidelines for Relocation:

1. Document the threat. Demonstrate why the building cannot remain in its historic location.
2. Secure a site that is compatible with the character of the original site. Considerations should include setback, lot size, orientation, and relationship to surrounding resources.
3. Protect character-defining features of the building prior to the move. If feasible move the building as a single unit, rather than dissecting it, which could result in the loss of historic material. Carefully plan the move route to take into account trees and other vegetation, power lines, and other obstacles.

If a COA for relocation is granted, the following steps should be taken to prepare for relocation:

4. Contact the Virginia Department of Historic Resources to determine if the building can remain listed as contributing to the Virginia Landmarks Register and National Register listed Cape Charles Historic District if moved (this is of particular interest if the building is being moved *within* the district);
5. Document the building in its historic setting prior to moving it – documentation should include photographs that fully document the exterior elevations of the building and the surrounding site;

6. Consider preparing measured drawings of the building if it is possible that substantial repairs will be necessary after the building is moved;
7. Identify an experienced company to relocate the building. Be sure to check their references;
8. Explore the potential for archaeological resources on the moved building site and the receiving site; consider hiring a professional archaeologist to examine the sites prior to relocation.

Non-contributing buildings may be proposed for relocation to or within the historic district, provided that their new location does not negatively impact adjacent historic buildings or the overall character of the district. A COA is required prior to relocating non-contributing buildings within the district to ensure the placement and siting of the building is consistent with the surrounding district.

10.2 Demolition

The demolition of historic buildings within the Historic District Overlay is strongly discouraged, as it results in a permanent loss that diminishes the overall integrity of the district. All alternatives should be exhausted before a building is demolished.

During the COA application process, the building and its integrity should be re-evaluated to determine if it still possesses the level of integrity required to be considered a contributing to the district. If during this process it is determined that the building is no longer contributing, then the process for a non-contributing building should be followed. Note Article VIII, Section 23 of the Cape Charles Zoning Ordinance prohibits property owners from allowing their buildings to deteriorate due to neglect; property neglect is enforced by the building official through the use of fines.

If, however, the building is found to be contributing, the following factors must be considered before demolition can be approved:

1. Condition: Is the building structurally unsound or would it require unreasonable repairs to be deemed salvageable? If making the case for “unreasonable repairs,” use an accepted metric to quantify the limitations of the property owner to make the necessary repairs to ensure the longevity of the building.
2. Impact to Historic Integrity of the District: Will the removal of the building negatively impact the historic integrity of the district? How rare is the style or type building proposed for demolition? Is it in a visible or prominent location within the district?
3. Proposed Use of Land after Demolition: What is the proposed land use after demolition? How does the proposed new land use fit in with the character of the district? Will the new use negatively impact the character of the district?

10.2.1 Guidelines for Demolition

1. Document the condition of the building to justify its removal and identify any existing hazards (structural unsoundness, abatement needs).
 - a. Provide reports from professional discussing their findings; examples include a structural report prepared by an engineer or an abatement report. Any reports submitted should be signed by the professional who prepared them. Information included in the reports should detail the on-site conditions that support demolition.
 - b. Provide a cost analysis of the expense of rehabilitation versus market value of property.
2. Discuss alternatives to demolition with Cape Charles town staff and the Historic District Review Board.
 - a. Redesign the project to eliminate the need for demolition.
 - b. Redesign the project to incorporate the building.
 - c. Sell the building. *
 - d. Relocate the building within the district.
 - e. Relocate the building outside the district.

* After the denial of a COA for demolition, the property owner must try to sell the building as required by Article VIII, Section 8.21 of the Cape Charles Zoning Ordinance, which is in compliance with Virginia State Code 15.2-2306.

3. Identify the impact of the demolition on the subject property and any adjacent or surrounding properties.
 - a. Provide a streetscape analysis to illustrate how the removal of the building impacts the street and surrounding district.

If a COA for demolition is approved, prior to demolition, the following steps are required to be taken at the property owner's expense:

4. Document the building and provide the materials to the Town of Cape Charles in order to record the historic building; documentation should meet Historic American Building Survey (HABS) Level III documentation, which includes a sketch plan, interior and exterior photographs, and a written history of the property. **Need staff to provide record retention capabilities for documentation.**
5. Any new construction proposed for the cleared lot shall be in conformance with the New Construction Guidelines outlined in Section 7 of this document and shall be approved by Historic District Review Board prior to issuance of a demolition permit for the contributing resource.

Non-contributing buildings may be proposed for demolition. A COA is required from the Historic District Review Board prior to demolishing non-contributing buildings. The applicant should be prepared to document the condition of the building to justify its removal.

Chapter 11: Flood Mitigation in the Historic District

Introduction

This chapter is designed to provide an overview regarding how to evaluate the needs and develop effective retrofit designs to reduce flood risk for existing properties within the Historic District Overlay. Flooding is a concern that is impacting more historic resources than ever before, particularly in coastal communities. While flood considerations and retrofit guidelines have not been typically included in historic district design guidelines in the past, it is important to begin to consider how we will counter the growing threat to historic buildings from both minor and major flood events in the coming years.

9.1 Reducing Risk

The guidance in this chapter is designed to assist design professionals, property owners and the Historic District Review Board (HDRB) in efforts to protect buildings within the Historic District Overlay from flood events in the most efficient and effective ways possible, while also minimizing impacts to the historic integrity and character of individual properties and the district as a whole. It is important to underscore that contributing (historic) and non-contributing (non-historic) properties are addressed differently in this chapter, as a wider array of options are afforded to historic properties by regulatory agencies.

The guidelines have been developed using guidance provided by the Federal Emergency Management Agency (FEMA), which administers the National Flood Insurance Program (NFIP) and is a nationally-recognized leader in regulatory practices for flood retrofit design. Guidance from the National Park Service's Technical Preservation Services, particularly the *Guidelines on Flood Adaptation for Rehabilitating Historic Buildings* (released in 2021), as well as from emerging best practices as documented through research and fieldwork, have also been reviewed and cited in this section, particularly in relation to the treatment of historic properties in flood zones.

Request additional information related to the specific challenges with flooding from CFM – general introduction to flood zones and current threats in CC to go here.

9.1.1 Flood Considerations

Understanding the fundamental risks presented by flooding is a critical precursor to implementing any retrofit design. The types of water inundation that impact historic resources include:

- Inland and tidal overflow
- Runoff and stormwater management
- Land subsidence and shoreline erosion
- Wave and current action
- Rising water tables and groundwater penetration
- Storm intensity and frequency

These different scenarios each present specific challenges and varying impacts to historic resources. Therefore, identifying the particular risk for a historic property is critical to planning a successful retrofit. **Need input from staff regarding threats specific to CC? Which are they currently experiencing and which will they likely experience in coming years?**

Another important variable to account for is the frequency and duration of potential flooding:

- Nuisance Flooding
 - Sunny day events
 - Storm drain blockage/overflow
 - Infrastructure damage
 - Rising groundwater levels/subsidence
 - Impacts of development and/or retrofits from adjacent properties
- Event-based flooding
 - Waterway overflow
 - Storm surge
 - Infrastructure failure
 - Impacts of development and/or retrofits from adjacent properties

The frequency and duration that water breaches a building has a direct impact on the integrity of the resource, the budget and intensity of intervention warranted, the quality of life for owners and users of historic properties, and the planning horizon for the viability of the building. Incorporating these factors are critical to planning a successful retrofit.

9.2 Planning for Flood Mitigation:

Typically, property owners follow FEMA's best practices in development of retrofit designs. However, FEMA has acknowledged that the best practices may at times preclude a building from retaining its historic status or may undermine the physical and architectural integrity of the resource. The guidance documents below set forth FEMA's recognition of the special considerations for retrofitting historic buildings **(Links to be added)**:

- FEMA. "Reducing Risk to Residential Buildings That Cannot Be Elevated." FEMA P-1037. September 2015.
- FEMA. "Homeowner's Guide to Retrofitting: Six Ways to Protect Your Home from Flooding." FEMA P-312, 3rd Edition. June 2014.
- FEMA. "Flood Damage-Resistant Materials Requirements." Technical Bulletin 2. August 2008.
- FEMA. "Engineering Principles and Practices for Retrofitting Flood-Prone Residential Structures." FEMA P-259. January 2012.

9.2.1 Retrofit Alternatives

The guidance provided by FEMA for appropriate retrofits acknowledges that historic properties perform differently and, as a result, are not always well served by recognized best practices. Therefore, they enable localities to either provide *exceptions* to typical compliance requirements for historic

properties, or to provide *exemptions* to compliance requirements. These guidelines have adopted the Exemption option for Substantial Improvements to historic buildings to be in alignment with the Town of Cape Charles' Floodplain Ordinance. It is important to understand that the exemption option specifically exempts historic properties from FEMA requirements if the standard FEMA mitigation options are inappropriate for the historic property; and, if the proposed alternative retrofit design is approved by the local Floodplain Manager as providing an adequate level of protection through alternative means.

- **Need confirmation from Floodplain Manager, as well as additional info from Zoning Admin related to how they will handle the exemption process, which includes applying for, evaluating, and approving exemption requests. Our recommendations for this process are as follows:**
 - **Floodplain Manager to determine if the exemption request is reasonable per building conditions and analysis**
 - **If approved by FM, HDRB evaluates proposed treatment for appropriateness**
 - **If approved by ARB, FM authorizes exemption and stipulation based on the HDRB's findings**

The retrofit designs for properties in the Historic District Overlay must also be reviewed and approved by the Historic District Review Board (HDRB), based on the guidelines below.

The design guidelines presented below encourage adoption of FEMA recommendations when feasible, but recognize alternative retrofits are often necessary for historic properties. The alternative proposals should be well-conceived and justified, and should be monitored for effectiveness after installation.

Guidelines for development and review of alternative retrofit proposals are incorporated below and provide a framework for property owners, design professionals and the HDRB to follow.

9.3 Planning for Flood Retrofits for Historic Properties

The first step for initiating a retrofit design for a designated historic property is to consider the specific property's individual flood risks, the property owner's capacity and goals, and material composition and integrity of the subject resource. The property owner and design team should consider FEMA- and NPS-recommended retrofits, and alternative options, in the following context:

- Establish whether the resource is contributing or non-contributing to determine whether it is eligible for a FEMA exemption
- Assess flood risks for subject property (current and future)
 - Determine timeframe desired for flood protection
- Determine the current damage/deterioration from water inundation and flooding
- Evaluate the magnitude, frequency and duration of future risk for the property
- Consider the long-term outlook for property viability, public policy impacts, and financial capacity of property owner

The first step in project planning is to consider FEMA NFIP-endorsed strategies and approved retrofit options. These options are recognized by federal, state and local governments as appropriate and are therefore eligible for flood insurance rate reductions and are considered the appropriate starting point for retrofit planning.

Dryproofing* This path envisions protecting the building by preventing water infiltration. This is the default approach for residential buildings that are not eligible for a FEMA exemption. It requires the building to be sealed during flood events and, therefore, is best deployed in scenarios with short and infrequent flood risk, and for properties where it is feasible to prevent water from breaching the exterior envelope.

Wetproofing* This option is available for properties eligible for the FEMA exemption. It contemplates preventing or minimizing damage by allowing water to freely flow into a building, and ensuring the building materials are durable and resilient against short term water damage. This option is good for properties that are at risk for event-based flooding which cannot be properly dryproofed. Wetproofing is generally more acceptable for non-residential properties, or non-residential first floor spaces.

**Note that there are scenarios where a hybrid of wet- and dry-proofing have been utilized.*

9.3.1 Design Guidelines for FEMA/NFIP-approved retrofit alternatives (for contributing and non-contributing resources)

1. Basement Fill

- Determine foundation and building walls possess sufficient structural capacity to accommodate lateral forces introduced with new fill.
- Determine source of flooding and confirm filling the basement will not invite water to undermine integrity of foundation material.
- Assess ground water levels to ensure there is no risk of absorption of ground water into foundation walls.
- Ensure grading promotes runoff away from building (both on site and in larger geographic area).
- Ensure downspouts and leaders are proper distance from foundation walls.
- Avoid eliminating holding space for stormwater management (ie excess water) by infilling basement without compensating elsewhere on site.
- Ensure that infill material is reversible.
- Monitor foundation wall structural integrity and moisture levels for a minimum of 3 months post retrofit.
- Utilize existing openings in building to introduce infill material. If no openings exist, establish opening in minimally visible area. Utilize a simple hatch to seal and allow future access for visual inspection.

- If existing openings must be sealed as a result of basement infill, retain historic features and seal from behind to avoid altering the historic exterior of the building.

2. Install Flood Vents

- Evaluate topography to ensure the building is sufficiently high on the site or street to prevent ponding resulting in stagnant water under the building. Avoid installing flood vents on buildings at the low point, as that will invite standing water under the building.
- Ensure the source of flooding is flowing water that can pass freely post event.
- Ensure proper grading under crawlspace and around foundation prior to installation of flood vents.
- Provide a sump pump (if needed) to eliminate excess water below flood vents within crawl.
- Avoid undermining the structural integrity of the foundation wall when inserting flood vents.
- Ensure vegetation is properly cut back (and regularly maintained) to prevent vegetative growth into flood vents.
- When sizing and locating flood vents, minimize the visual impact by concealing flood vents behind existing site features and landscaping, or placing them in minimally visible areas.
- Paint flood vents to match foundation walls to minimize their visual impact.

3. Raise Mechanical Systems

- Ensure mechanical systems are well protected above design flood elevation.
- If necessary, utilize water-resistant components for select vulnerable portions of mechanical systems (e.g., limited sections of waterproof ductwork can be more cost-effective than wholesale system replacement).
- When feasible, group all elevated mechanical equipment in one location.
- Situate elevated mechanical systems for minimal visual impact to the historic building by locating on them on secondary elevations and avoiding conflicts with windows, porches, or design features.
- Where feasible, screen elevated mechanical equipment with appropriate screening materials; for guidance on appropriate screening see Chapter 8, Site and Setting.

4. Raze

- It is rarely appropriate to raze a historic building that is structurally-sound and does not present a life safety hazard. If attempts to adapt the building to be more resilient against flood events are ultimately unsuccessful, including relocating the building to outside the flood risk area, it may be appropriate for the building to be demolished. In such instances, properly document the assessment of imminent flood risk to the building and the justification for razing, and then follow all guidelines in Chapter 10, Relocation and Demolition.

5. Elevate

In limited instances, elevating a historic building is appropriate. When evaluating elevation, consider the structural and functional viability of the building along with the frequency and

duration of risk, as well as economic analysis. Elevation should only be considered when no other less-invasive solution will adequately protect the building. The visual impact of elevating a building can be mitigated through careful design of the foundation, addressing impacts to first floor features, and consideration of landscape and site planning that reduces visual effect. Furthermore, the overall impact of elevation is related to the magnitude of the elevation. Therefore, carefully consider the extent of the proposed elevation change when considering elevation.

Proposals to elevate should demonstrate consideration of the relationship of the elevated building to existing historic site features (adjacent buildings, walls, fences, etc.). Consideration should also be given to adjacent streetscape, scale, and building patterns.

- Demonstrate consideration of other alternatives:
 - Wetproofing
 - Dryproofing
 - Relocation of building to another part of site
 - Limited grading or introduction of offset retaining walls
 - Green infrastructure solutions
- General Guidelines:
 - Maintain appropriate relationship of primary entrances to site
 - Retain and continue use of existing circulation patterns
 - Utilize design features and materials in keeping with the building to minimize the impact of elevation on overall visual character
 - Extend siding over new foundation, if appropriate
 - Maintain the relationship of windows to each other and the site
 - Employ design decisions to reduce the visual impact of mass of the new foundation wall
 - Utilize proper site and landscape design techniques to reduce required elevation and/or visual impact
 - Retain and preserve historic staircases, handrails, and porches
 - Retain and reuse foundation material and detailing
 - Ensure that the new foundation material and design is of comparable quality to the historic material and design
 - Consider the relationship of elevated building to adjacent buildings and mitigate visual impacts resulting from elevation
 - Retain and extend chimneys
 - Retain gardens, walls, and site features
 - Retain and preserve historic fenestration patterns
 - Ensure eave heights are addressed and visually logical
 - Retain and preserve historic stair configuration when such feature is character defining and its preservation is technically feasible
 - Protect floor-to-floor relationships to adjacent buildings and structures

- Consideration of Foundation Details
 - Utilize material and detailing that is in keeping with the historic foundation
 - Salvage and reuse historic foundation material wherever feasible
 - Ensure structural members are appropriately located for visual cohesion
 - Extend existing elements in design in new foundation design
 - When feasible, limit vent locations to secondary elevations and areas with minimal visibility
 - For foundations raised over 4'0", incorporate subtle relief in the foundation wall to break up its expanse
 - Introduce reveals in brickwork
 - Consider water table or decorative detail
 - If a vent is necessary on the façade, consider a custom-designed cover in keeping with the historic character of the building
- Consideration of Site Features
 - Ensure the area under the building remains permeable with the use of sand or dirt, rather than traditional concrete paving.
 - Incorporate terraced landscaping to break up the visual impact of elevation
 - Consider vegetative screening to reduce the visual impact of higher foundation
 - Retain historic site features, circulation patterns, and landscape materials

9.4 Guidelines for Developing Alternative Retrofits (for Historic buildings only)

When the FEMA/NFIP alternatives for retrofitting a contributing/historic building for flood resiliency do not adequately address the specific site conditions and building needs, there is an option to apply for an exemption to FEMA/NFIP requirements. The exemption application process is designed to evaluate the appropriateness and effectiveness of the proposed alternative retrofits for the subject property. In other words, it does not exempt a property owner from pursuing retrofits designed to reduce risk; rather, it exempts the property owner from following FEMA-recognized practices when they are inappropriate for a historic building. Prior to considering an alternative retrofit, it is important to confirm that all appropriate preventative maintenance measures have been taken to protect the building from water and flood damage.

1. Maintenance and Repair Items

- Evaluate gutters and downspouts for effectiveness. Repair as needed.
- Ensure leaders are sufficient in length and pitch to direct water away from the building and its foundation.
- Evaluate grading to ensure water is directed away from the building.
- Ensure that there is an opportunity for groundwater and vapor to escape crawl space and foundation walls.
- Properly seal and flash any openings in basement or crawl space walls to prevent introduction of water.
- Ensure sump pumps are working properly.

- Ensure that there is sufficient (2' minimum) clearance of vegetation and impervious material from your foundation wall to facilitate evaporation.
- Ensure HVAC drainage is directed away from the building
- Remove moisture/vapor barriers where inappropriate,
- Where feasible, replace a failing moisture barrier with a vapor-permeable membrane
- Install perimeter drain where needed

2. Design Guidelines for Alternative Retrofits

- Document the local, state, and/or National Register designation of historic building.
- Document the flood zone and base flood elevation (BFE) for the historic building.
- Document the flood risk and/or damage occurring to the historic building.
- Document the detrimental impacts or inadequacy of FEMA/NFIP-approved retrofits to address specific flood risks and damage for the historic building.
- Provide proposed alternative retrofits, including design details, materials, and anticipated outcomes.
- Provide justification for how the proposed retrofit specifically addresses documented risk to building.
- Provide justification for how design of the retrofit protects the historic integrity and character of the building.
- Provide information about how the proposed retrofit meets the building treatment design guidelines found in Chapter 5, Contributing/Historic Building Treatment. If any elements deviate, address why those incongruencies are necessary to address flood risk.