



VIRGINIA BEACH HISTORIC PRESERVATION PLAN



MARCH 2, 2023

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The development of this plan was spearheaded by the City of Virginia Beach, the Historic Preservation Commission (HPC), and City Preservation Planner, Mark Reed, with funding from the Virginia Department of Historic Resource's Cost Share Program. Commonwealth Preservation Group (CPG) was hired to provide support for this project. The project plan included engagement with the public and stakeholder groups, as well as the project steering committee. Due to COVID-19, all public meetings and stakeholder engagement meetings were held virtually. At the outset of the project, there were three stakeholder groups including the HPC's Student Leaders Committee, the Steering Committee, and a staff group with expertise in sea level rise and flood adaptation, emergency preparedness, infrastructure improvements, and community development. Members of each of these groups are listed below. Public engagement efforts included two public meetings (hosted by the City) to gather input from the community. The City of Virginia Beach Communications Office provided assistance for the first public meeting as well as the online public survey. This information from the community was provided to the HPC and staff, and represented the community's priorities, goals, and vision for the preservation program. Using the results of public engagement as well as the previous Historic Resources Management Plan (HRMP) and existing guiding documents, the HPC and staff prepared the goals, actions and prioritization of their work as it is presented in this Historic Preservation Plan (HPP).

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TABLE OF CONTENTS

1	Introduction to the Virginia Beach Historic Preservation Plan	7
	1.1 Purpose of the Virginia Beach Historic Preservation Plan (HPP)	9
	1.2 Overview of HPP Development & Public Engagement	10
2	Guiding Principles for the Virginia Beach Historic Preservation Plan	13
	2.1 Guiding Principles & Community Goals	15
	<i>2.1.1 Guiding Principle #1: Preserve the City’s Cultural, Historic, & Pre-historic Resources</i>	15
	<i>2.1.2 Guiding Principle #2: Value & Achieve Equity, Diversity, & Inclusion in the Historic Preservation Program</i>	15
	<i>2.1.3 Guiding Principle #3: Strengthen Internal & External Partnerships & Promote Coordination with Complementary Initiatives</i>	16
3	Virginia Beach Historic Preservation Plan Objectives & Actions	17
	3.1 Introduction	19
	3.2 HPP Objectives, Actions, & Implementation Chart	19
4	Historic Resource Documentation Planning & Prioritization	33
	4.1 Introduction	35
	4.2 Recent Survey & Documentation Efforts in Virginia Beach	35
	4.3 Funding Historic Research Documentation Initiatives	38
	4.4 Factors for Prioritizing Preservation Initiatives & Decision Matrix	42
	4.4.1 Geographic Area	43
	4.4.2 Number of Potential Resources	43
	4.4.3 Resources Associated with DHR & NPS Priorities	44
	4.4.4 Integrity of Resource	44
	4.4.5 Level of Significance & Resource Rarity	45
	4.4.6 Archaeological Potential	45
	4.4.7 Financial Burden & Economic Hardship	46
	4.4.8 Development Threat	46
	4.4.9 Flood Risk	47
	4.4.10 Sample Decision Matrix	48
	4.5 Sample Survey & Documentation Plan	50
	4.6 Updating Early Nominations to the Virginia Landmarks Register & National Register of Historic Places	52

5	Virginia Beach Preservation History, Trends, and Challenges	53
	5.1 Introduction	55
	5.2 History of Preservation in Virginia Beach & Overview of Current Programs	55
	5.3 Analysis of Former Historic Resources Management Plan	58
	5.4 Overview of Trends & Challenges for Historic Preservation	61
	5.4.1 Community Demographics	61
	5.4.2 History of Growth in Virginia Beach & Overview of Current Development & Land Value Pressures	63
	5.4.3 Sea Level Rise, Recurrent Flooding, & Disaster Preparedness	66
	5.4.4 Funding Constraints & Opportunities	67
	5.4.5 Neglect	69

6	Embedding Preservation in City-wide Planning & Initiatives	71
	6.1 Where does the HPP Fit Within Other City-Wide Planning Documents?	73
	6.2 Virginia Beach Arts Plan 2030	73
	6.3 It’s Our Future: A Choice City: City of Virginia Beach Comprehensive Plan	73
	6.4 Virginia Beach Outdoors Plan: A Master Plan for the Parks & Recreation System	74
	6.5 Virginia Beach Sea Level Wise Adaptation Strategy	75
	6.6 Virginia Beach Resort Area Strategic Action Plan 2030	76

Appendices

Appendices	77
Appendix #1: Overview of Public Engagement & Results of Public Input Survey	79
Appendix 1.1: Focus Group	79
Appendix 1.2: Public Meeting #1	80
Appendix 1.3: Public Opinion Survey	82
Appendix 1.4: Public Meeting #2	84
Appendix 1.5: Results of Public Opinion Survey	85
Appendix #2: Types of Historical Designations	97
Appendix #3: Financial Incentives for Historic Preservation	99
Appendix #4: Glossary	102
Appendix #5: Abbreviations	108
Appendix #6: Resource Guide	109

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1

INTRODUCTION TO THE VIRGINIA BEACH HISTORIC PRESERVATION PLAN

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1.1 PURPOSE OF THE VIRGINIA BEACH HISTORIC PRESERVATION PLAN (HPP)

The purpose of the Virginia Beach Historic Preservation Plan (HPP) is to establish the vision, objectives, and actions for the City of Virginia Beach's historic preservation program for the next ten years and to identify strategic areas for partnerships with internal and external stakeholders. This purpose is best accomplished with a robust public engagement process and a broad definition of historic preservation that includes cultural, historic and prehistoric resources.

The 1994 Virginia Beach Historic Resources Management Plan (HRMP), which was the first such plan for the city, provided the framework and foundation for the successful growth, development, and expansion of the City's preservation program over the past 30 years. This HPP updates the former HRMP, and seeks to build on the goals and achievements from the previous plan. Following a similar approach to its predecessor, the HPP takes into account input from various stakeholder groups, including citizens, staff, policy makers, and elected officials from the City to determine the challenges and opportunities for the preservation program today. The HPP also incorporates current City policies and initiatives to address existing and new areas of opportunity for the preservation program, including collaboration with "Sea Level Wise" (the Virginia Beach action strategy for sea level rise, discussed in more detail in Chapter 6) and implementing recommendations resulting from recent survey work (2018/2020 Northern and Southern Half Architectural Surveys, 2018/2020 Archaeological Assessments).

The recommendations in this HPP were developed after receiving input from stakeholder interviews, public meetings, an online public opinion survey,

and based upon review of previous program goals and analysis of past accomplishments. Utilizing the information gathered, preservation staff and the Historic Preservation Commission (HPC) prepared the objectives, actions, initiatives, and prioritization metrics herein. Decision-making factors, as well as an example Decision Matrix follow the objectives and actions. The HPP includes an overview of current trends, challenges and opportunities for preservation in Virginia Beach. This document provides an overview of funding sources, financial incentives, and support for preservation activities that will help the HPC and staff develop future program priorities and annual budget requests. Additionally, the HPP will be useful for grant solicitation, as it provides a detailed overview of the goals, objectives, actions, and measurement tools of the HPC; these are all items typically asked for in solicitations for funding requests.

The HPP recommendations serve the entire City of Virginia Beach and its residents, with a specific focus on the Virginia Beach Historic Preservation Program as implemented by the HPC and Department of Planning & Community Development. The plan discusses ways in which preservation is already



Figure 1.1 - 162 Bailey Lane was surveyed during the Historic Architectural Survey Update - Northern Half in 2018 and is a contributing resource to the potentially eligible Laurel Manor Historic District.



Figure 1.2 - Carrow Baptist Church was surveyed during the Historic Architectural Survey Update - Northern Half in 2018.

embedded within the work of other city departments and incorporates City-wide initiatives and cross-departmental coordination in its objectives. This allows other City departments to understand how preservation can seamlessly integrate, and in many cases support their work, fostering a collaborative approach to preservation. While the document will be most useful to City Preservation staff and the HPC, implementation of the stated goals and objectives will require internal and external collaboration.

The intent of this plan is to foster progress and effective implementation of the historic preservation program for the City of Virginia Beach and its citizens. Implementation of this plan will be successful if, by the year 2033, the following has occurred:

- Continued preservation and documentation of the City's cultural, historic and pre-historic resources
- Development of a common vision for historic preservation that embraces cultural diversity and increases public engagement
- Strengthened collaboration as demonstrated by integrating preservation activities across City departments and initiatives



Figure 1.3 - Barn at 1168 Princess Anne Road was surveyed during the Historic Architectural Survey Update - Southern Half in 2020.

1.2 OVERVIEW OF HPP DEVELOPMENT & PUBLIC ENGAGEMENT

The foundation for this HPP relied upon input from Virginia Beach residents, City staff, the HPC, and various stakeholder groups. Several engagement activities were held in order to develop a plan that advances the community's vision for historic preservation and ensures that the goals herein could be achieved. Three focus groups informed the development of priorities for engagement. These focus groups included the HPP Steering Committee, the Student Leaders Committee, and a panel of City staff experts in sea level rise and recurrent flooding.

CPG met virtually with each focus group at the start of the project to better understand the goals of these stakeholder groups. These focus groups also informed the development of the public opinion survey and the overall HPP. The HPC and staff considered this public input as they determined recommended actions and prioritization.

The City also hosted two virtual public engagement meetings and issued a city-wide public input survey on its website. The first public meeting was held on

February 23, 2021. The purpose of this meeting was to provide the public with background information on the project and to begin collecting input from the community regarding their preservation priorities. From April 26, 2021 to May 16, 2021, the City collected online survey responses from the public. The public opinion survey sought to provide a better understanding of the community's interests, priorities, and values relating to historic preservation and historic and cultural resources in Virginia Beach. **Appendix 1** of this document provides a more detailed summary of each public engagement activity, as well as the results of the public opinion survey.




Figure 1.4 - Monks Place was surveyed during the Historic Architectural Survey Update - Southern Half in 2020.



Figure 1.5 - Cottage Court, 4489 Lookout Road is located in the potential Chesapeake Beach Historic District, which has been determined potentially eligible for listing in the National Register of Historic Places (NRHP) and Virginia Landmarks Register (VLR) by the Virginia Department of Historic Resources (DHR).

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2 GUIDING PRINCIPLES FOR THE VIRGINIA BEACH HISTORIC PRESERVATION PLAN

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2.1 GUIDING PRINCIPLES & COMMUNITY GOALS

The Guiding Principles for the Virginia Beach Historic Preservation Plan (HPP) outlined below are intended to serve as a framework for the City's historic preservation program for the next ten years. All of the objectives and actions identified in **Chapter 3** are tied to these guiding principles. The values embedded

within the guiding principles were developed out of the focus groups, steering committee input, and the public engagement process. They are broad and allow for flexibility as priorities change and opportunities arise over the life of the HPP.

2.1.1 GUIDING PRINCIPLE #1: PRESERVE THE CITY'S CULTURAL, HISTORIC, & PRE-HISTORIC RESOURCES

Virginia Beach is home to a variety of resource types, both above and below ground, that range from pre-historic sites and eighteenth-century dwellings to mid-twentieth century hotels and neighborhoods. Preservation of these historic and cultural resources helps establish a sense of place and community identity, promotes neighborhood revitalization and stability, provides cultural and artistic experiences, and advances economic development. In addition, preservation is also the most sustainable building practice available today. The environment benefits from reuse of existing buildings that limit the use of landfills and decrease production of new materials. Therefore, preservation of the City's historic and

cultural resources is the central goal for all of the objectives and actions outlined in this plan.



Figure 2.1 - 1312 Graham Road is located in the Woodhurst Historic District, which is listed in the Virginia Landmarks Register (VLR) and has been recommended eligible for listing in the National Register of Historic Places (NRHP) by the Virginia Department of Historic Resources (DHR).

2.1.2 GUIDING PRINCIPLE #2: VALUE & ACHIEVE EQUITY, DIVERSITY, & INCLUSION IN THE HISTORIC PRESERVATION PROGRAM

Early preservation efforts throughout the country tended to focus on the earliest and most architecturally distinctive buildings, especially those associated with colonial and pre-Civil War history. In recent years, the preservation movement has given increasing attention to twentieth-century resources and places associated with underrepresented communities (such as racial and ethnic minorities, as well as LGBTQ communities), in addition to increased protections for archaeological sites. Based on community input, residents of Virginia Beach are concerned about the preservation of sites deeply rooted in community tradition and cultural

heritage, and would like to see a more equitable geographic distribution of attention and recognition of historic resources. Similarly, the community prioritizes historic resources that are facing imminent threats such as demolition, redevelopment, and recurrent flooding. The Guiding Principles serve as a roadmap for the HPC to incorporate the community's input, values, and vision within the objectives and actions highlighted in **Chapter 3**, and they emphasize the importance of continued public engagement for prioritization of individual projects.

2.1.3 GUIDING PRINCIPLE #3: STRENGTHEN INTERNAL & EXTERNAL PARTNERSHIPS & PROMOTE COORDINATION WITH COMPLEMENTARY INITIATIVES

Because historic preservation has far-reaching benefits and is touched in some way by many different City departments, stakeholders, and local organizations, coordination and strong partnerships are necessary to achieve many of the stated goals, objectives, and actions in this HPP. While the City’s historic preservation program is primarily administered

through the City of Virginia Beach Department of Planning & Community Development and the HPC, their work both supports and relies upon the work of others. Ultimately, the hope is that by accomplishing these tasks and meeting the objectives, the City will have a strong and well-coordinated historic preservation community.

KEY STAKEHOLDERS & PARTNERS IN PRESERVATION

CITY OF VIRGINIA BEACH

- Planning & Community Development
 - Staff
 - Historic Preservation Commission
 - Student Leaders Committee
 - Historical Review Board
- Communications Office
- Convention & Visitors Bureau
- Cultural Affairs
- Economic Development
- Housing & Neighborhood Preservation
- Parks & Recreation
- Public Works
 - Sea Level Wise
- Office of Performance and Accountability

EXTERNAL PARTNERSHIPS

NATIONAL

- Department of Defense
 - United States Navy
 - United States Coast Guard
- Nansemond Indian Nation
- National Association of Preservation Commissions (NAPC)
- National Park Service
- National Trust for Historic Preservation (NTHP)

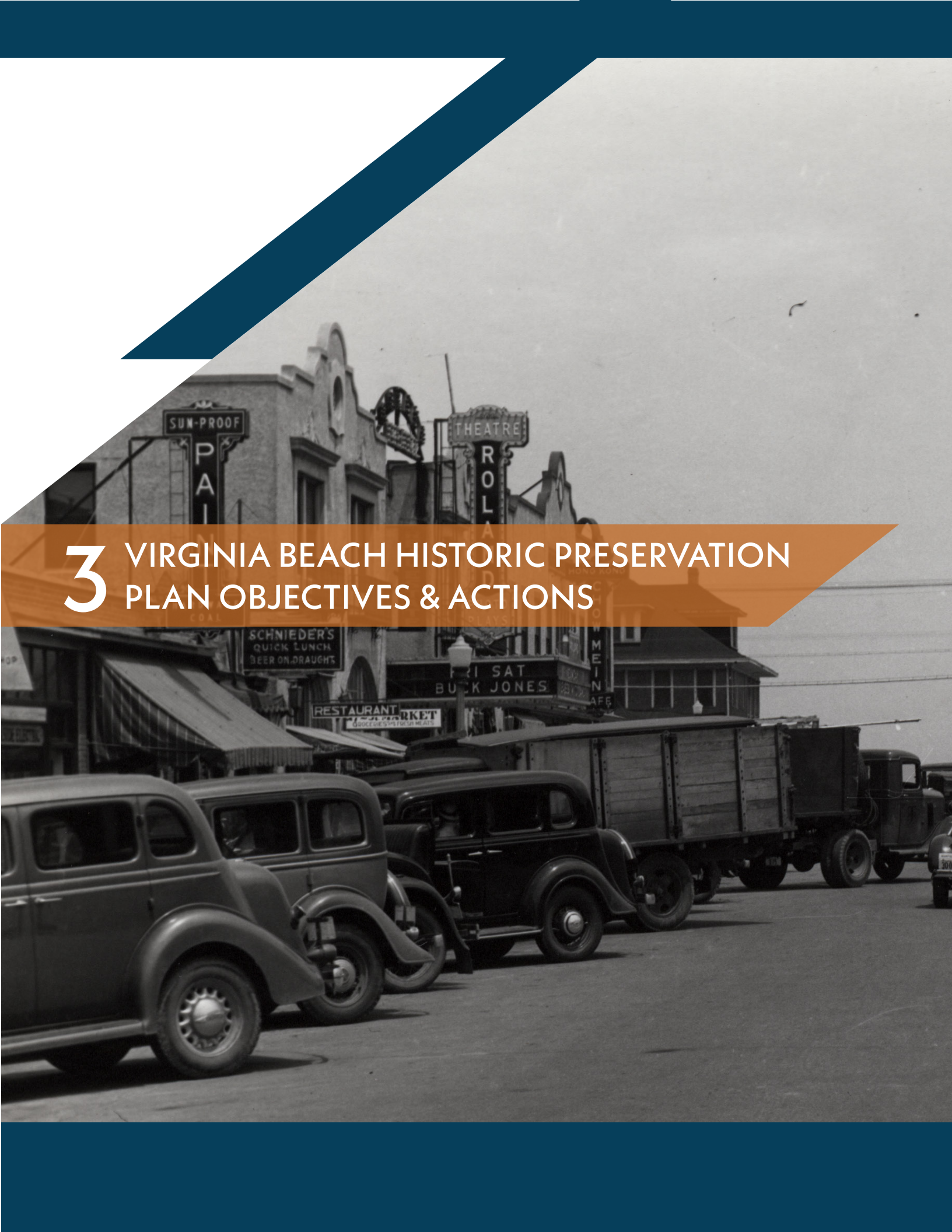
STATE

- Preservation Virginia
- Virginia African American Cultural Center
- Virginia Department of Historic Resources (DHR)
- Virginia National Guard

LOCAL

- Historic Kempsville
- Princess Anne County/ Virginia Beach Historical Society
- ViBe Creative District
- Other Stakeholders
 - Owners of historic properties
 - Business owners located in historic properties
 - Real estate developers
 - Real estate agents
- Professional Consultants

Figure 2.2



3 VIRGINIA BEACH HISTORIC PRESERVATION PLAN OBJECTIVES & ACTIONS

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3.1 INTRODUCTION

This chapter of the Virginia Beach Historic Preservation Plan (HPP) provides a set of Objectives, Actions, and supporting initiatives are designed to meet the overarching goals of the Guiding Principles outlined in **Chapter 2**. The Actions are recommended strategies for implementing and meeting the Objectives of the plan. This chapter also includes potential initiatives

to complement each Action, and identifies priority levels and target outcomes. Prioritization is based on a scale from 1 to 4, with 1 being the highest priority initiatives. The Target Outcomes provide a method for the HPC and staff to measure success of the HPP implementation.

3.2 HPP OBJECTIVES, ACTIONS, & IMPLEMENTATION CHART

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 1: Expand Community Engagement to Increase Awareness of Historic Preservation			
Action 1.1: Engage the public on current Historic Preservation issues and initiatives	A. Continue hosting the Historic Preservation Commission's (HPC) regular Public Meeting	1	<ul style="list-style-type: none"> Annual meetings Increased public participation at annual meetings
	B. Review and improve HPC and Historical Review Board (HRB) communication methods and strategies	1	<ul style="list-style-type: none"> Strategy for sharing preservation news with public Strategy for sharing information articles Facilitation of public engagement, including digital methods
	C. Engage students and increase awareness of historic preservation in local schools	1	<ul style="list-style-type: none"> Development of new generation of preservationists Increased number of students participating in historic preservation activities
	D. Present periodic briefings and annual report to City Council	2	<ul style="list-style-type: none"> Increased awareness of elected officials awareness of preservation issues
Action 1.2: Publicize Historic Preservation Month (May) and Archaeology Month (October)	A. Partner with Preservation Virginia to Grow Pints for Preservation initiatives	1	<ul style="list-style-type: none"> Increased number and type of Historic Preservation Month activities Increased number of participants in Historic Preservation Month activities Increased community support of preservation initiatives
	B. Coordinate initiatives through the Student Leaders Committee (SLC) to engage students in discovering local history	1	<ul style="list-style-type: none"> Increased participation from non-Committee students in historic preservation activities Host at least one SLC activity/initiative annually
	C. Develop creative and interesting proclamations to raise public awareness	2	<ul style="list-style-type: none"> Increase number and kinds of groups to receive proclamations
	D. Partner with the Virginia Department of Historic Resources (DHR) or other organizations to develop public archaeology programming	2	<ul style="list-style-type: none"> Increased public awareness of the value of archaeology
	E. Organize tours of historic buildings, sites, and areas	2	<ul style="list-style-type: none"> Increased public awareness of local historic resources
	F. Provide technical assistance to local and City organizations for the development of public programs/exhibits on historic preservation and local history	3	<ul style="list-style-type: none"> Expanded community involvement in preservation

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 1: Expand Community Engagement to Increase Awareness of Historic Preservation			
Action 1.3: Continue to initiate, support, and publicize placement of informational markers and signs representative of the area's long and diverse history	A. Encourage applications for Research Grant program funds for historic markers and interpretive signs	1	<ul style="list-style-type: none"> Increased number of submitted applications Increased variety and number of markers and signs funded Expanded knowledge and recognition of local history and resources
	B. Undertake projects to document the history of underrepresented communities and narratives	1	<ul style="list-style-type: none"> Expanded knowledge and recognition of local history and resources Increased understanding, awareness, and access to the full story of the City's diverse history
	C. Place recognition signs at entrances to National Register Historic Districts	1	<ul style="list-style-type: none"> Increased public awareness of designated historic areas in the city Enhanced pride in community
	D. Complete development and implementation of a local historic marker program to supplement the state program	2	<ul style="list-style-type: none"> Expanded knowledge and recognition of local history and resources Markers installed for locally significant history and resources
Action 1.4: Develop publications on the City's historic resources	A. Revise and update the 50 Most Historically Significant Houses and Structures in Virginia Beach publication (2008)	2	<ul style="list-style-type: none"> Expanded knowledge and recognition of local history and resources Increased appreciation of local historic resources
	B. Develop, publish, and distribute local historic context and theme studies	4	<ul style="list-style-type: none"> Expanded knowledge and recognition of local history and resources Increased understanding, awareness, and access to the full story of the City's diverse history
OBJECTIVE 2: Support Planning and Activities that Encourage Heritage Tourism			
Action 2.1: Coordinate with City departments to establish or update a heritage tourism plan	A. Support commission of an economic impact study of current available experiences and future opportunities for heritage tourism	1	<ul style="list-style-type: none"> Investigation of evidence of economic benefits of heritage sites and events Promotion of and education about study to ensure its use in heritage tourism planning Increased public knowledge about economic impact of heritage ideas
	B. Identify and provide information to heritage tourism planning efforts about the community's diverse history	2	<ul style="list-style-type: none"> Incorporation of broad historical themes into tourism plan and tourist information Identification of potential walking/biking/driving tours Development of informational guides and signs
	C. Support initiatives for Virginia Beach City Museums	2	<ul style="list-style-type: none"> Accomplishment of mutually beneficial goals Maintained engagement and communication with internal partner
	D. Coordinate with other local historical and preservation organizations and historic site operators to facilitate engagement and input with City initiatives	3	<ul style="list-style-type: none"> Improved engagement and communication with local groups

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 2: Support Planning and Activities that Encourage Heritage Tourism			
Action 2.2: Continue efforts of the HPC's Cape Henry Historic Site Committee to ensure access for residents and visitors	A. Coordinate communication and cooperation among various Cape Henry Historic Site stakeholders	1	<ul style="list-style-type: none"> Facilitation of regular meetings and interactions Accomplishment of mutually beneficial goals
	B. Support renewal of Agreement for the City to provide passenger shuttles for civilian access	1	<ul style="list-style-type: none"> Maintained public access to the historic area
	C. Encourage support of restoration projects for the old Cape Henry Lighthouse	1	<ul style="list-style-type: none"> Preservation of National Historic Landmark
	D. Involve Joint Expeditionary Base Little Creek-Fort Story (JEBLCFS) command and work to enhance tourist access	1	<ul style="list-style-type: none"> Facilitation of communication and cooperation
	E. Provide input into interpretive planning for the National Park Service site	2	<ul style="list-style-type: none"> Increased public awareness of the historic area Increased public programming for historic area
	F. Support U.S. Coast Guard transfer of stewardship/ ownership of the new Cape Henry Lighthouse	3	<ul style="list-style-type: none"> Facilitation of transition from operational to accessible Preservation of both historic lighthouses
OBJECTIVE 3: Identify, Investigate, and Recognize Virginia Beach's Historic Resources			
Action 3.1: Continue identification and documentation of historic and cultural resources	A. Survey resources as part of the National Register of Historic Places (NRHP) nomination process for historic districts	1	<ul style="list-style-type: none"> Expanded survey inventory Increase number of resources surveyed Meet expectations for a Certified Local Government (CLG) community
	B. Survey threatened resources		
	C. Survey resources in neighborhoods and communities identified as significant or potentially eligible for listing in the NRHP		

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 3: Identify, Investigate, and Recognize Virginia Beach's Historic Resources			
Action 3.2: Implement the updated Inventory, Survey, and Recognition Plan	A. Complete the NRHP nomination process for individual resources and historic districts that are currently underway	1	<ul style="list-style-type: none"> Completion of projects in progress in 2022 Expanded knowledge and recognition of local history and resources
	B. Implement recommendations from the 2018-2020 architectural surveys and archaeological assessments	1	<ul style="list-style-type: none"> Accomplishment of program goals through initiation and completion of 20 identified projects
	C. Ensure that historic resources are integrated in the City's Geographic Information System (GIS) mapping	1	<ul style="list-style-type: none"> Updated GIS information Establish Standard Operating Procedure (SOP) for on-going data review and maintenance
	D. Ensure that during site plan review, historic resources are identified in the review process and preservation program staff are engaged as appropriate	2	<ul style="list-style-type: none"> Process improvement Increased internal awareness
	E. Utilize the Decision Matrix to assist in the prioritization of initiatives	3	<ul style="list-style-type: none"> Alignment of actions with program goals and priorities
Action 3.3: Develop a plan to incorporate archaeological investigations into the annual activities of the preservation program	A. Assign priority to sites in the 2020 archaeological assessment that are recommended as potentially eligible for the NRHP, Native American, or African American sites, Sites threatened by sea level rise, and recurrent flooding	1	<ul style="list-style-type: none"> Completion of archaeological projects as funded Expanded knowledge and recognition of local history and resources
	B. Initiate and support additional scientific investigations for background and information about important historic sites in the City (e.g. dendrochronology)	2	<ul style="list-style-type: none"> Completion of projects as funded Expanded knowledge and recognition of local history and resources

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 4: Coordinate Preservation Program with Focus Areas Identified as State and National Priorities			
Action 4.1: Seek to increase research, understanding, recognition, and preservation of the people, places, and events associated with underrepresented communities	A. Establish mission/purpose for the HPC's Underrepresented Communities Committee	1	<ul style="list-style-type: none"> Establishment of direction for the committee Identification and definition of the City's underrepresented communities
	B. Document history of underrepresented communities through research, identification, survey, and designation initiatives	1	<ul style="list-style-type: none"> Develop shared understanding of the historical narratives for these communities Expanded knowledge and recognition of local history and resources Completion of projects that recognize these communities and narratives Addition of resources to the Virginia Cultural Resource Information System (VCRIS) database Provision of funding and incentives for research projects
	C. Recognize persons, events, sites, and buildings associated with underrepresented communities	1	<ul style="list-style-type: none"> Accomplish projects that provide recognition
	D. Continue to sponsor proclamations and resolutions that recognize the City's appreciation of the history of its diverse public	1	<ul style="list-style-type: none"> Coordination with various communities to provide an annual official City recognition
	E. Seek funding for projects that will recognize and/or preserve historic resources, such as specific funding awards for Black, Indigenous, and People of Color (BIPOC) preservation initiatives	1	<ul style="list-style-type: none"> Receipt of at least 4 grants for recognition and preservation of underrepresented communities' historic resources
	F. Complete NRHP nominations funded through the FY19 National Park Service (NPS) Underrepresented Community grant award to the City in 2020	1	<ul style="list-style-type: none"> Listing of L & J Gardens and Seatack in the NRHP
	G. Update existing NRHP nominations to incorporate new research and include a fuller story of each site with respect to the presence and contributions of Indigenous people, African Americans, Women, LGBTQ, and other underrepresented communities	1	<ul style="list-style-type: none"> Alignment of existing nominations with current standards of documentation and inclusion
	H. Audit existing nominations, surveys, and initiatives to evaluate which themes, peoples, and narratives are presently represented in Virginia Beach and to identify underrepresented resource types and inform future initiatives	1	<ul style="list-style-type: none"> Increased diversity and representation of historical and cultural resources Completion of additional nominations and surveys for a broader range of resources Expanded research and programmatic activities for a broader range of resources
	I. Continue to award research grants to fund projects that focus on the history of underrepresented communities in Virginia Beach	1	<ul style="list-style-type: none"> Increased number of research grant applications for underrepresented narratives
	J. Work with DHR's Community Outreach Coordination initiative	2	<ul style="list-style-type: none"> Improved collaboration and engagement with African American and Native American Communities

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 4: Coordinate Preservation Program with Focus Areas Identified as State and National Priorities			
Action 4.2: Seek to increase research, understanding, recognition and preservation of the people, places, and events associated with the recent past	A. Develop a historic context for the Post-World War II development of Virginia Beach	1	<ul style="list-style-type: none"> Expanded knowledge and recognition of local history and resources Identification of Post-World War II resources that should be further researched and surveyed Completion of research, theme, or context study of this period of development Facilitation of NRHP recognition through development of the historic context
	B. Complete related Preliminary Information Forms (PIF) and NRHP nominations currently in process	1	<ul style="list-style-type: none"> Completion of 4 projects that were initiated in 2022
	C. Follow up on the 2018 survey recommendations for New Dominion era resources	2	<ul style="list-style-type: none"> Completion of additional nominations per survey recommendations Expanded research per survey recommendations Expanded programmatic activities per survey recommendations
	D. Encourage and assist owners of potentially eligible motel buildings to pursue NRHP nominations through the Oceanfront Resort Motels-Hotels Multiple Property Documentation form (MPD)	2	<ul style="list-style-type: none"> Nomination of additional motel resources under the MPD
	E. Identify additional New Dominion era resources and pursue appropriate recognition	3	<ul style="list-style-type: none"> Expanded knowledge and recognition of local history and resources in this era Completion of additional nominations of resources from this era Completion of initiatives to survey resources from this era

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 5: Address the threat of recurrent flooding, projected sea level rise, and other hazards and disasters to Historic Resources and develop post-recovery strategies			
Action 5.1: Develop and implement an effective resilience and mitigation plan that addresses recurrent flooding, sea level rise, and other climate-related disasters for the City's historic architectural and archaeological resources	A. Develop a social justice and equity mission statement that ensures equitable inclusion of the City's diverse history and resources in resilience and mitigation initiatives	1	<ul style="list-style-type: none"> Improved acknowledgment and inclusion of underrepresented communities and associated historic resources in planning initiatives Enhancement of positive outcomes for these historic resources
	B. Coordinate with local, state, and federal agencies to ensure a comprehensive approach and to limit redundant efforts	1	<ul style="list-style-type: none"> Process improvement Development of strong response networks Development of cohesive response and recovery systems
	C. Coordinate with governmental and local partners to implement post-disaster repair funds	1	<ul style="list-style-type: none"> Process improvement Expanded knowledge of available funding tools for recovery efforts Enhancement of positive outcomes for historic resources
	D. Develop a vulnerability index for historic resources that includes threats from recurrent flooding, sea level rise, and other climate-related disasters and incorporate into both preservation program and City planning initiatives	1	<ul style="list-style-type: none"> Well-informed decision-making processes and planning Process improvement Expanded understanding of disaster impacts to the Virginia Beach community
	E. Coordinate with the Virginia Beach Center for GIS to improve and update existing map data for historic resources	1	<ul style="list-style-type: none"> Improvement of local data Improved understanding of local conditions Improved communication with non-local partners about specific needs
	F. Develop a post-disaster survey strategy with clearly assigned roles and responsibility to ensure timely documentation of damaged historic resources	1	<ul style="list-style-type: none"> Process improvement Enhancement of positive outcomes for historic resources
	G. Prioritize survey and nomination of historic resources at risk for flooding and loss due to sea level rise	2	<ul style="list-style-type: none"> Production of accurate and useful GIS mapping of identified extant resources Improvement of local data Improved understanding of local conditions Improved communication with non-local partners about specific needs
	H. Develop response protocols for preservation program staff	3	<ul style="list-style-type: none"> Develop post-disaster survey strategies to facilitate recordation of conditions, damage, and applications for available funding Development of pre-disaster, disaster, and post-disaster training for response staff, preservation program staff, and others as appropriate Assignment of higher importance for these geographic areas
	I. Develop training for response staff on use of maps for historic resources	3	<ul style="list-style-type: none"> Involvement across governmental sectors to optimize effectiveness
	J. Develop process for review of emergency stabilization for historic resources in local historic districts to ensure appropriateness of repairs/ alternations	4	<ul style="list-style-type: none"> Implement effective process to access funding

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 5: Address the threat of recurrent flooding, projected sea level rise, and other hazards and disasters to Historic Resources and develop post-recovery strategies			
Action 5.2: Continue to incorporate historic resources into the City of Virginia Beach's overall plans for sea level rise, recurrent flooding, and climate-related disaster preparedness and recovery efforts	A. Develop a social justice and equity mission statement that ensures equitable inclusion of the City's diverse history and resources in resilience and mitigation initiatives	1	<ul style="list-style-type: none"> Improved acknowledgment and inclusion of underrepresented communities and associated historic resources in planning initiatives Enhancement of positive outcomes for these historic resources
	B. Ensure that all NRHP, Virginia Landmarks Register (VLR), and locally designated properties are clearly identified in flood mitigation planning/mapping	1	<ul style="list-style-type: none"> Spatial representation of significant resources Production of accurate and useful GIS mapping of identified extant resources Improvement of local data Improved understanding of local conditions Improved communication with non-local partners about specific needs
	C. Clearly show documented historic and archaeological sites on flood risk maps (Archaeological resources should only be located generally, with any specific mapping reserved for authorized use only.)	2	<ul style="list-style-type: none"> Spatial representation of significant resources Production of accurate and useful GIS mapping of identified extant resources Improvement of local data Improved understanding of local conditions Improved communication with non-local partners about specific needs
	D. Incorporate questions relevant to historic properties on the City's Damage Assessment Form to quickly identify and allocate resources to affected properties	3	<ul style="list-style-type: none"> Process improvement
	E. Work with City departments to target mitigation funding and grant applications toward historic resources vulnerable to flooding and disaster risk	3	<ul style="list-style-type: none"> Interdepartmental coordination and cooperation

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 5: Address the threat of recurrent flooding, projected sea level rise, and other hazards and disasters to Historic Resources and develop post-recovery strategies			
Action 5.3: Build preservation program capacity to plan for and respond to sea level rise, recurrent flooding, and disaster preparedness and recovery efforts	A. Use existing language in the City's zoning ordinance that enables exemption requests from the Federal Emergency Management Agency (FEMA) -required flood risk reduction measures for designated historic properties	2	<ul style="list-style-type: none"> Preparedness for climate related problems/ disasters
	B. Develop FEMA exemption request form and documentation requirements in coordination with floodplain manager	2	<ul style="list-style-type: none"> Improvement of process
	C. Establish process for review and consideration of FEMA exemption requests in coordination with floodplain manager	2	<ul style="list-style-type: none"> Improvement of process
	D. Require adequate existing conditions documentation in conjunction with exemption request to build pre-disaster documentation of resources	3	<ul style="list-style-type: none"> Create and update baseline documentation for significant resources
	E. Develop and implement design guidelines for flood mitigation and adaptation in Historic and Cultural Districts (HCD), which prioritize use of exemption requests concurrent with alternative parcel-level risk reduction strategies	3	<ul style="list-style-type: none"> Improvement of process Preparedness for climate-related problems/ disasters
	F. Engage staff and HRB in review process to ensure alterations and retrofit design are appropriate and do not negatively impact the historic resource	4	<ul style="list-style-type: none"> Expansion of board responsibilities Improvement of process
	G. Ensure alternative protection measures are required and that there is post retrofit monitoring	4	<ul style="list-style-type: none"> Improvement of process
Action 5.4: Develop disaster preparedness and recovery toolkit for historic property owners	A. Distribute tool kit via multiple platforms	1	<ul style="list-style-type: none"> Increased public knowledge of disaster preparedness and recovery Increased access to disaster planning information Enhancement of positive outcomes for historic resources

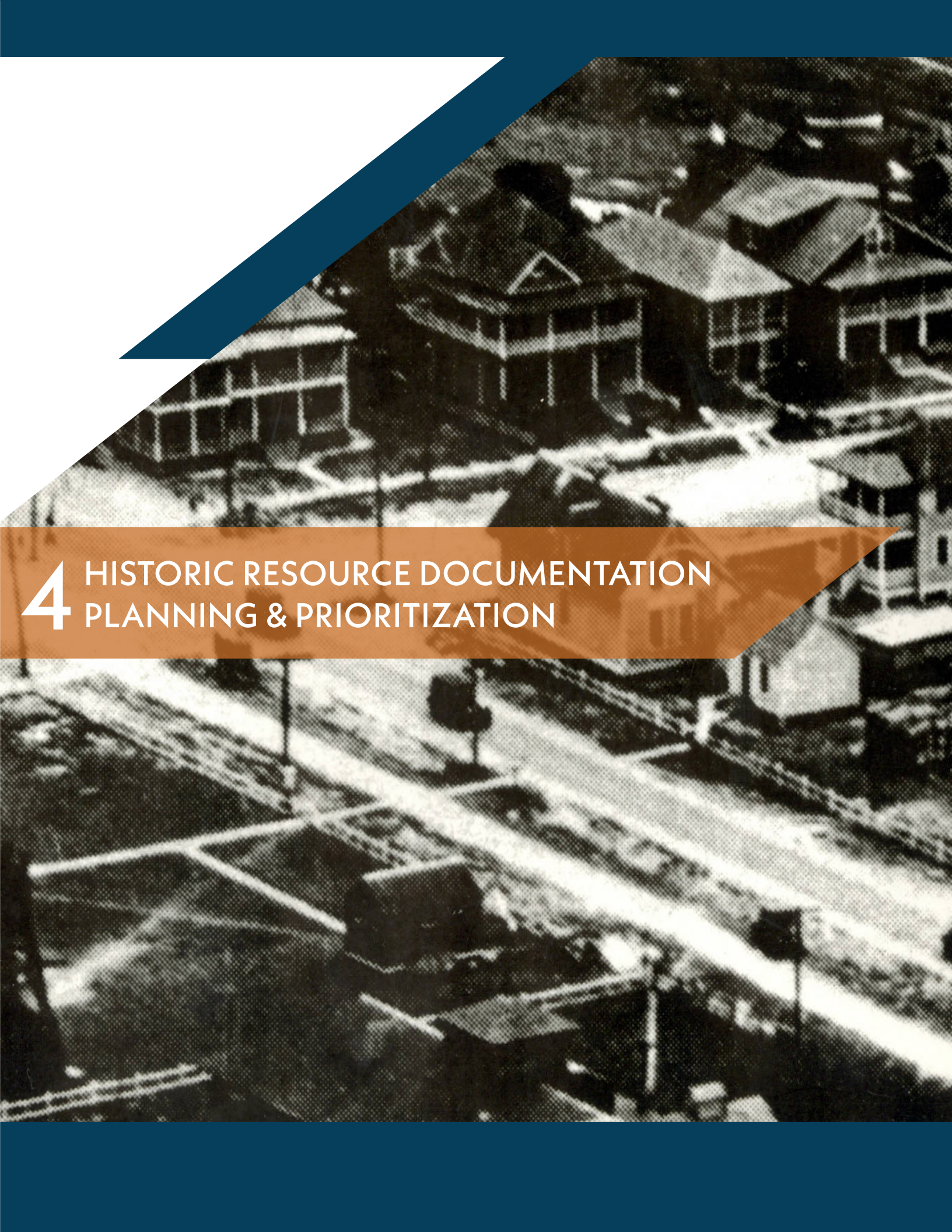
ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 6: Protect Historic and Cultural Resources through Education and Enhanced Incentives			
Action 6.1: Identify threatened historic resources in Virginia Beach and engage with property owners to discuss preservation opportunities that may be available to them	A. Maintain a list of threatened properties and identify resources associated with underrepresented communities and narratives in the list of threatened properties	1	<ul style="list-style-type: none"> Establishment of standard procedures to regularly review and update the list Increased public awareness of threats to historic resources Increased public awareness of which resources are threatened
Action 6.2: Enhance local protections through the Virginia Beach City Code	A. Evaluate needs related to protection of archaeological resources	1	<ul style="list-style-type: none"> Codification of protective practices Investigation of incentives to perform archaeological assessments
	B. Regularly evaluate the existing historic preservation ordinance and revise as appropriate	2	<ul style="list-style-type: none"> Alignment of ordinance with best practices
	C. Evaluate property owner interest in establishing additional HCDs	3	<ul style="list-style-type: none"> Engagement with historic property owners Increased number of historic resources under voluntary protections
Action 6.3: Develop process for information sharing of potential demolition plans for historic resources	A. Improve coordination with other City departments to identify when significant, listed, or threatened resources would be affected by permit applications involving those resources	1	<ul style="list-style-type: none"> Process improvement Cross-training with other City staff Improved knowledge of City staff and the public about local historic resources
	B. Establish incentives that encourage preservation of neglected properties	3	<ul style="list-style-type: none"> Expansion of incentive program
	C. Collaborate with Code Enforcement to monitor the Condemned Properties list	4	<ul style="list-style-type: none"> Improved interdepartmental communication and collaboration Prevention of demolition of historically significant structures Increased opportunities to document historic resources

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 6: Protect Historic and Cultural Resources through Education and Enhanced Incentives			
Action 6.4: Enhance incentives that encourage private investment in historic preservation	A. Advocate for expanding the partial tax exemption for VLR-listed properties	1	<ul style="list-style-type: none"> Expansion of incentive program
	B. Develop incentives to encourage assessment of archaeological resources	2	<ul style="list-style-type: none"> Expansion of archaeological resource assessments
	C. Regularly review the application process for the City's Partial Real Estate Tax Exemption for Historically Significant Rehabilitated Structures and make revisions as appropriate	3	<ul style="list-style-type: none"> Process improvement Improved guidance provided to tax exemption applicants Improved rehabilitation project outcomes
	D. Direct project review of Partial Real Estate Tax Exemption or similarly incentivized projects to the Preservation Planner and the HRB for initial and final review and approval	3	<ul style="list-style-type: none"> Expansion of HRB responsibilities Improved guidance provided to tax exemption applicants Improved rehabilitation project outcomes
	E. Advocate extending the local rehabilitation tax exemption program to properties that contribute to Virginia Beach HCDs or VLR Historic Districts	4	<ul style="list-style-type: none"> Expansion of incentive program Encouragement of appropriate rehabilitation practices
Action 6.5: Increase awareness among property owners of historic preservation programs and incentives	A. Direct property owners to existing resources and incentive programs	1	<ul style="list-style-type: none"> Expanded community involvement in preservation Increased public awareness Increased community participation in preservation initiatives
	B. Send annual letter/card to property owners in the HCDs reminding them of the zoning overlay and informing them of the process for project development, review, and approval	2	<ul style="list-style-type: none"> Expanded community involvement in preservation Increased public awareness Increased community participation in preservation initiatives
	C. Collaborate with organizations to provide new residents with information about the city's history, historic neighborhoods, and historic resources	4	<ul style="list-style-type: none"> Increased public awareness Increased community participation in preservation initiatives Expanded informational outreach
Action 6.6: Partner internally to ensure preservation of historic resources associated with City initiatives and projects	A. Assist Housing and Neighborhood Preservation in the development of a Programmatic Agreement with DHR to expedite Section 106 review for projects	2	<ul style="list-style-type: none"> Process improvement Improved services to citizens
	B. Develop policy requiring consultation with City preservation staff prior to and during the preparation of Environmental Reviews and Section 106 compliance and mitigation for all City projects	2	<ul style="list-style-type: none"> Established Administrative Directive Exploration of Section 106 Programmatic Agreement Coordination of historic resource survey efforts with internal partners
	C. Develop process to integrate FEMA enabled flood compliance exemption into repair grant and emergency stabilization projects	3	<ul style="list-style-type: none"> Process improvement

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 7: Invest in Educational Support and Opportunities for Internal and External Customers			
Action 7.1: Fund staff, HPC, and HRB training annually	A. Per CLG requirements, provide annual training for HPC and HRB members	1	<ul style="list-style-type: none"> Satisfied annual compliance criteria
	B. Support staff, HPC, and HRB attendance to DHR’s CLG training workshops	1	<ul style="list-style-type: none"> Satisfied annual compliance criteria
	C. Provide training for HRB members on the Historic & Cultural District Design Guidelines	1	<ul style="list-style-type: none"> Well-informed HRB members
	D. Support attendance by staff, HPC, and HRB members to regional and national conferences that focus on historic preservation issues and topics	1	<ul style="list-style-type: none"> Well-informed HPC, HRB, and staff
	E. Develop and implement new member orientation and training for HPC and HRB	1	<ul style="list-style-type: none"> Process improvement Well-informed HPC and HRB members
Action 7.2: Develop and produce educational workshops and materials for historic property owners and the general public	A. Coordinate with DHR to present workshops on VLR and NRHP nominations and the potential associated financial incentives	2	<ul style="list-style-type: none"> Expanded community involvement in preservation Increased public awareness Increased community support of preservation initiatives
	B. Present to civic leagues and neighborhoods about the City’s preservation program and potential for listing in the VLR and NHRP (if appropriate)	2	<ul style="list-style-type: none"> Expanded community involvement in preservation Increased public awareness Increased community support of preservation initiatives Increased interest and queries in state and federal designation
	C. Reestablish the historic property owners’ group or establish a similar forum to foster preservation education, collaboration, and pride	3	<ul style="list-style-type: none"> Increased feedback from stakeholders Inclusion of underrepresented communities in local preservation dialogues Improved communication and connection with public Improved accessibility to HPC and Staff
	D. Partner with preservation organizations to host hands-on workshops that address specific community needs and interests	4	<ul style="list-style-type: none"> Increased public awareness Increased community involvement in preservation initiatives Increased public education in specific community needs and interests

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 8: Seek to continuously improve the administration of and funding for the historic preservation program			
Action 8.1: Implement the Virginia Beach Historic Preservation Plan	A. Use the Plan to inform preservation program goals and priorities	1	<ul style="list-style-type: none"> Goals and priorities regularly updated Completion of additional survey projects Completion of diverse historic designations Incorporation of historic preservation goals and priorities into other City projects and initiatives Improved public awareness and education about preservation and the City's preservation program
Action 8.2: Commission an economic impact study of historic resources and historic preservation in Virginia Beach	A. Use economic impact study to determine best sources of funding for historic preservation initiatives	1	<ul style="list-style-type: none"> Investigation of evidence of economic benefits of historic resources Increased public knowledge about economic impact of historic resources Distribution of study results to educate elected officials and the public Incorporation of study data into other planning initiatives, especially tourism planning and disaster and hazard mitigation planning
Action 8.3: Adopt and implement Design Guidelines for the City's Historic and Cultural Districts	A. Seek amendments to preservation ordinance and Comprehensive Plan as appropriate	1	<ul style="list-style-type: none"> Alignment with best practices
	B. Educate HRB, HPC, City staff, and the public about the Design Guidelines	1	<ul style="list-style-type: none"> Well-informed Board members, Commissioners, Staff, and public Established cross-training with other City departments Improved review process for Certificates of Appropriateness Improved community knowledge of preservation program
Action 8.4: Review the roles and purposes of the HPC and HRB and evaluate the efficiency of the structure of each body	A. Conduct joint training with HPC and HRB to facilitate understanding of roles, duties, and responsibilities of each, as well as the greater goals and objectives of the historic preservation program	2	<ul style="list-style-type: none"> Alignment of goals Improved communication Improved processes
	B. Review and revise the HPC's committee structure as needed	2	<ul style="list-style-type: none"> Improved process Improved efficiency and focus on accomplishment of goals and objectives
	C. Provide for regular planning retreats and training opportunities for the HPC and HRB	2	<ul style="list-style-type: none"> Alignment of goals

ACTION	SUPPORTING INITIATIVES	PRIORITY LEVEL	TARGET OUTCOMES
OBJECTIVE 8: Seek to continuously improve the administration of and funding for the historic preservation program			
Action 8.5: Continue to seek grant funds for preservation program	A. Seek funding through the City's budget process for specific projects and initiatives	1	<ul style="list-style-type: none"> Expanded financial support of preservation program
	B. Seek, promote, and advocate for funding of specific historical themes and narratives, such as historic resources of BIPOC communities	1	<ul style="list-style-type: none"> Increased public knowledge of diverse history and historic resources
	C. Leverage Section 106 review and mitigation agreements to fund applicable goals of the Plan	2	<ul style="list-style-type: none"> Increased opportunities to complete program goals Improved project coordination and partnering between various City departments
	D. Explore use of alternative funding sources that can be used for a combination of City services and initiatives, such as pre-disaster mitigation grants	3	<ul style="list-style-type: none"> Increased opportunities to complete program goals Improved project coordination and partnering between various City departments
	E. Advocate for additional professional staff	3	<ul style="list-style-type: none"> Expanded financial and professional support of preservation program Increased capacity of preservation program



4 HISTORIC RESOURCE DOCUMENTATION PLANNING & PRIORITIZATION

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4.1 INTRODUCTION

Over the next ten years, resources constructed as recently as 1980 will become the subject of historic resource surveys and some may become eligible for listing in the Historic & Cultural Districts (HCD), Virginia Beach Historical Register (VBHR), Virginia Landmarks Register (VLR), National Register of Historic Places (NRHP). In Virginia Beach, residences constructed prior to 1980 make up more than 40 percent of the housing stock, totaling nearly 60,000 dwellings. This number does not include commercial and other non-residential forms of construction during this period of exponential suburban growth. In order to assist in prioritization of preservation initiatives, and more specifically documentation of the vast number of historic resources, this chapter explores various prioritization factors, and provides an example

decision matrix, as well as a proposed survey and documentation plan. The decision matrix provided in this document is a static example. However, the Historic Preservation Commission (HPC) and staff will utilize a digital decision matrix that allows for side-by-side comparison of multiple potential preservation initiatives and documentation projects as a means to select annual programs. The example survey and documentation plan provided in this chapter is based upon HPC and Staff priorities, as well as findings and recommendations of the recent survey work (2018 & 2020) summarized below, current local, state, and national priorities, and the public comments received as part of the development of the Virginia Beach Historic Preservation Plan (HPP).

4.2 RECENT SURVEY & DOCUMENTATION EFFORTS IN VIRGINIA BEACH

During the five years prior to adoption of this HPP, the City of Virginia Beach completed city-wide architectural survey and archaeological assessment efforts that resulted in four studies that are named and described below. These documents provide the City with broad historic context, identify resources eligible and potentially eligible for the VLR and NRHP, and provides recommendations for future work. The findings of each of these studies are summarized below.

All past and future survey and documentation efforts undertaken by the HPC follow established State and Federal guidelines, including the [Guidelines for Conducting Historic Resources Survey in Virginia](#) and the [Secretary of Interior's Standards for Identification](#).

Historic Architectural Resource Survey Update, City of Virginia Beach, Virginia - Northern Half, 2018

In 2018, Cultural Resource Analysts, Inc. completed on behalf of the City of Virginia Beach a reconnaissance-level historic architectural resource survey for the northern half of the city as an update to a survey



Figure 4.1 - 4510 Holly Road was surveyed and recommended potentially eligible for the VLR and NRHP during the Historic Architectural Survey Update - Northern Half in 2018.

completed in the early 1990s. The survey area covered the portion of the city generally above the Green Line, which separates the northern and southern portions of the City and developed in the 1980s to limit residential development in the southern half of the city, thus preserving a substantial agricultural area. The survey documented 49 neighborhoods and 100 individual resources located outside of neighborhood boundaries, for a total of 283 resources. Nine neighborhoods were recommended as potentially eligible for nomination to the VLR and NRHP as historic districts, 12 individual resources were recommended eligible or potentially eligible for listing on the VLR and NRHP. Additionally, 15 were recommended as potentially eligible for inclusion in a Multiple Property Document (MPD) form for VLR and NRHP consideration on themes including African American Churches, automobile related services, historic commercial corridors such as the ViBe district, social halls (masonic temples and African American lodges), multi-family housing and architecture related to the resort industry along Virginia Beach.

Since completion of the 2018 survey, the City of Virginia Beach has implemented a number of the consultant's recommendations. These include completion of one MPD, four National Register Nominations (NRN), and two Preliminary Information Forms (PIF). At the time of adoption of this HPP, the City also had several other projects underway including one NRN, and one PIF. These projects include:

- Oceanfront Resort Motels MPD (completed 2020)
- Jefferson Manor Motel Apartments NRN (completed 2021)
- Cutty Sark Motel NRN (completed 2022)
- Blue Marlin Motel NRN (completed 2022)
- Woodhurst Historic District PIF (completed 2021)
- L & J Gardens Historic District NRN (completed 2022)



Figure 4.2 - 2641 Sandfiddler Road was surveyed during the Historic Architectural Survey Update - Southern Half completed in 2020.

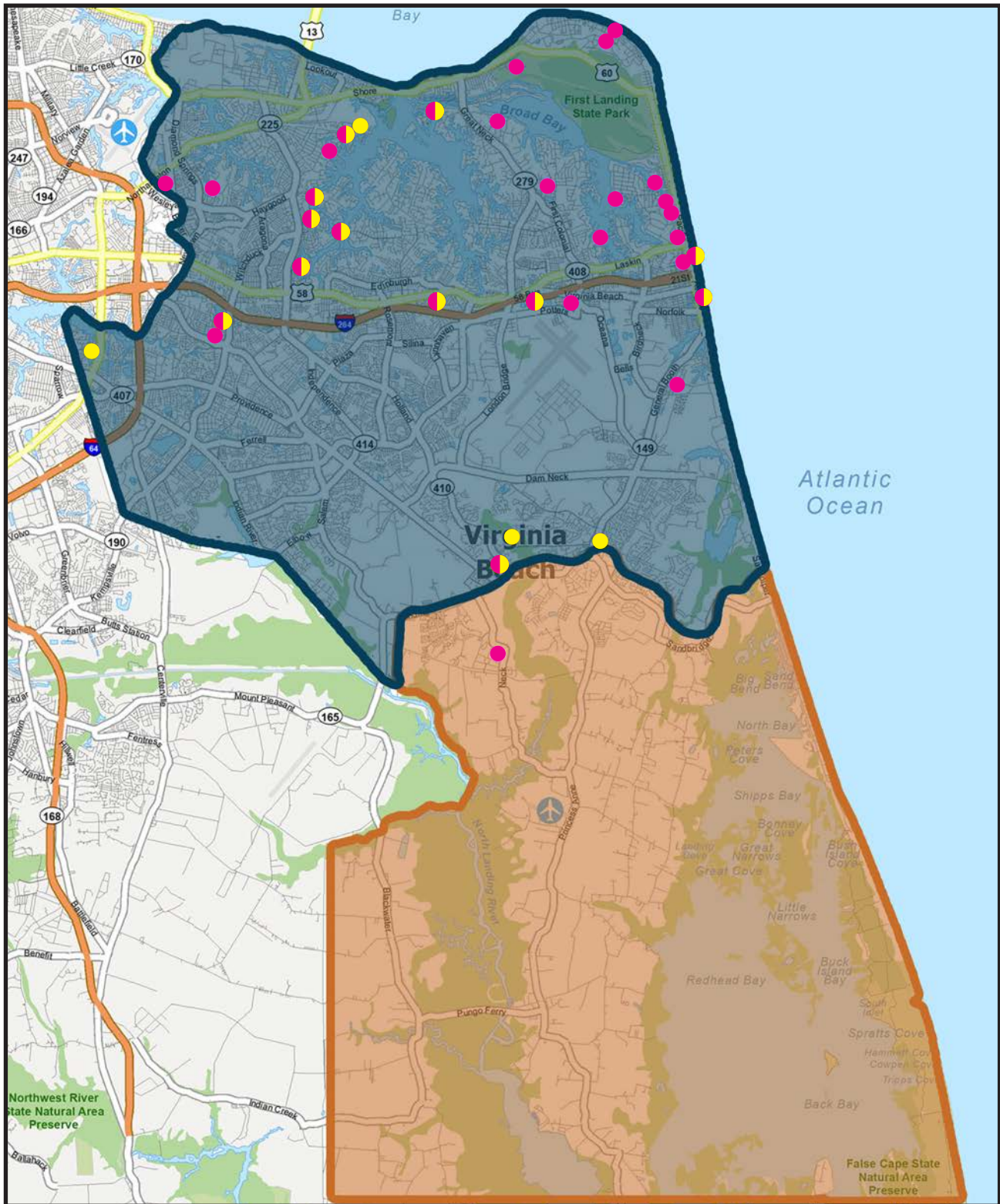
- Chesapeake Beach Historic District PIF (completed 2022)
- Newsome Farm Cemetery PIF (completed 2022)
- Seatack Historic District NRN (anticipated completion 2023)

Historic Architectural Resource Survey Update, City of Virginia Beach, Virginia – Southern Half, 2020

In 2020, on behalf of the City of Virginia Beach, Cultural Resource Analysts, Inc. completed a second reconnaissance-level historic architectural resource survey to document the southern half of the City. The survey area covered the portion of the City generally below the Green Line, documenting 250 resources and evaluating 17 communities for their potential to be listed as historic districts. The survey found seven communities potentially eligible for the VLR and NRHP as historic districts, and 42 individual resources were recommended eligible or potentially eligible for the VLR and NRHP.

Since completion of the 2020 survey, increased documentation of resources in the southern half of the city has become a priority for the HPC. At the time of adoption of this plan, the HPC completed one PIF for the Pleasant Ridge School. The survey plan, herein, includes additional recommendations for targeted documentation initiatives in the southern half of the City.

VIRGINIA BEACH ARCHITECTURAL SURVEY & ARCHAEOLOGICAL ASSESSMENT GEOGRAPHIC AREAS



Northern Half
 Southern Half

LEGEND

Historic & Cultural Districts
 National Register Listed Properties/Districts
 Both

Figure 4.3

Archaeological Assessment of the Northern Portion of the City of Virginia Beach, Virginia, 2018

In February 2018, an archaeological assessment was undertaken by Dovetail Cultural Resource Group to document the City's archaeological resources located generally above the Green Line in the northern half of the City. The survey area included 310 resources; however, 93 were not evaluated during the survey due to access limitations, and 19 were not re-evaluated since their data had been updated or recorded within the previous 5 years. In total, 57 sites were assessed as having a high potential to contain intact cultural deposits, and 146 sites were either partially or totally destroyed. Prior to the survey, seven sites within the study area had been recommended eligible for the National Register by the Virginia Department of Historic Resources (DHR), 34 as potentially eligible, 90 as not eligible, and 184 sites had not been evaluated for eligibility.

Archaeological Assessment of the Southern Portion of the City of Virginia Beach, Virginia, 2020

The second portion of the City's archaeological assessment examined the southern half of the City

generally below the Green Line in February 2020. The survey area included 93 resources; however, 17 sites were not evaluated during the survey due to access limitations. The assessment identified 37 sites with a high potential to contain intact cultural deposits, where 39 were either partially or totally destroyed. Among 21 newly recorded sites, seven were recommended as potentially eligible for the NRHP and six sites were recommended as not potentially eligible.



Figure 4.4 - Remains of Hunting Club on Big Cedar Island (44VB0032) was documented in the Archaeological Assessment of the Southern Portion of the City of Virginia Beach.

4.3 FUNDING HISTORIC RESOURCE DOCUMENTATION INITIATIVES

The City of Virginia Beach has financially supported numerous preservation projects throughout its history, especially since the establishment of the HPC in 2008. With the program's current annual City budget allocation of approximately \$90,000, the HPC is able to fund several small projects, or a couple of larger projects. HPC staff have been successful in securing additional grant funding that has multiplied the impact of the current budget and increased the HPC's return on investment. In order to fund the community's vision for the historic preservation program, an increase in the HPC's annual

38 Virginia Beach Historic Preservation Plan: Chapter 4

allocation and continued grant-seeking are highly recommended.

It is estimated that the time required to complete the objectives outlined in **Chapter 3** accounts for at least 1 full-time employee in addition to active involvement by all other stakeholders. The objectives of **Chapter 3**, therefore, cannot be combined with the existing duties and responsibilities of HPC staff. An analysis must be performed to determine the number of additional full-time equivalent hours (FTEs) required to implement the Virginia Beach Historic Preservation

Plan (HPP). Since this will be a recurring expenditure, implementation of the HPP will require an increase in funding for staff to support the Preservation Program. Therefore, the Planning Department should evaluate current staffing levels, and request additional funds from City Council for additional HPC staff. City Preservation Staff should collaborate within the Planning Department and also with other City departments to maximize the impact of public funds by partnering on complementary initiatives, as identified in **Chapter 3**.

As mentioned, the HPC staff has been successful in securing and managing grant funding for special projects. It is recommended that the HPC staff continue its grant seeking efforts to implement the objectives of the HPC as outlined in this HPP, as well as the recommendations of the 2018 and 2020 Architectural Surveys and Archaeological Assessments. The Decision Matrix in this chapter will assist with prioritization of annual projects. City priorities can often be matched with funders seeking to achieve complementary objectives. Specific grant program objectives change periodically, and HPC staff should continue to seek new grant opportunities and funders. Below are several organizations that typically fund preservation projects, and information about some of their long-standing grant programs, that may provide important financial support to implement the objectives of this plan.

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES (DHR)

The DHR funds several grant programs that focus on a wide range of activities. While two programs are described in detail below, the DHR also periodically allocates funding for special grant programs that meet specific annual priorities of the Department.

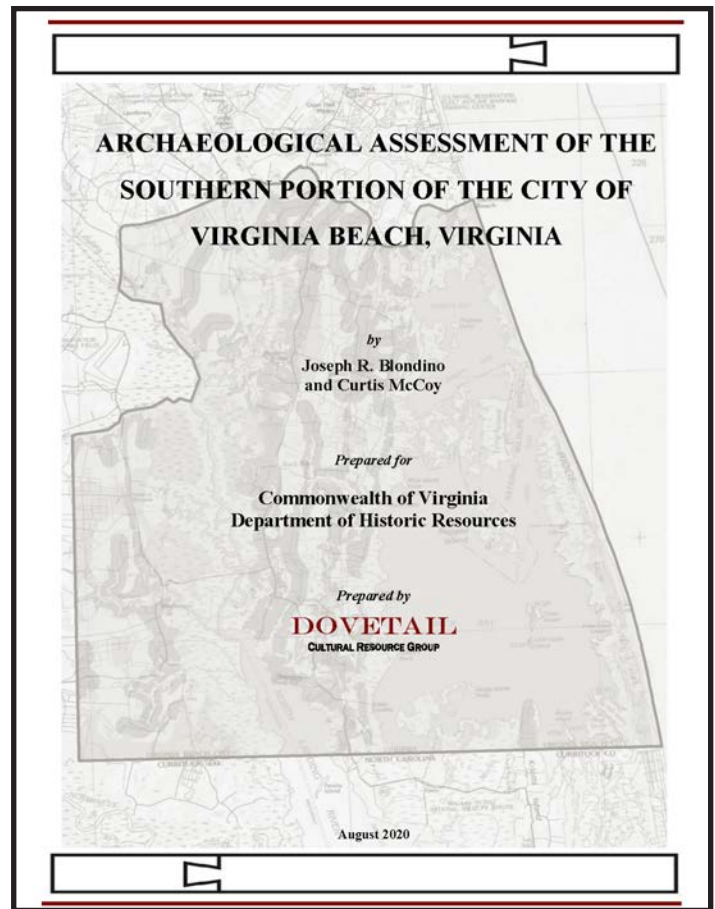


Figure 4.5 - The Archaeological Assessment of the Southern portion of the City of Virginia Beach, Virginia was partially funded through DHR's Cost-Share Grant in 2020.

Cost-Share Grant: The Survey and Planning Cost Share Program assists local governments in meeting their preservation planning goals through identification of historic resources. DHR manages the administrative functions and manages selected projects, thereby decreasing the administrative burden on the recipient. DHR also selects qualified consultants to complete Cost-Share-funded projects. The Cost-Share Program typically requires a dollar-for-dollar match from the local government.

Certified Local Government (CLG) Grant: The CLG Grant program is a benefit to those communities in the Commonwealth that are designated CLGs in good-standing with DHR and National Park Service (NPS). Ten percent of

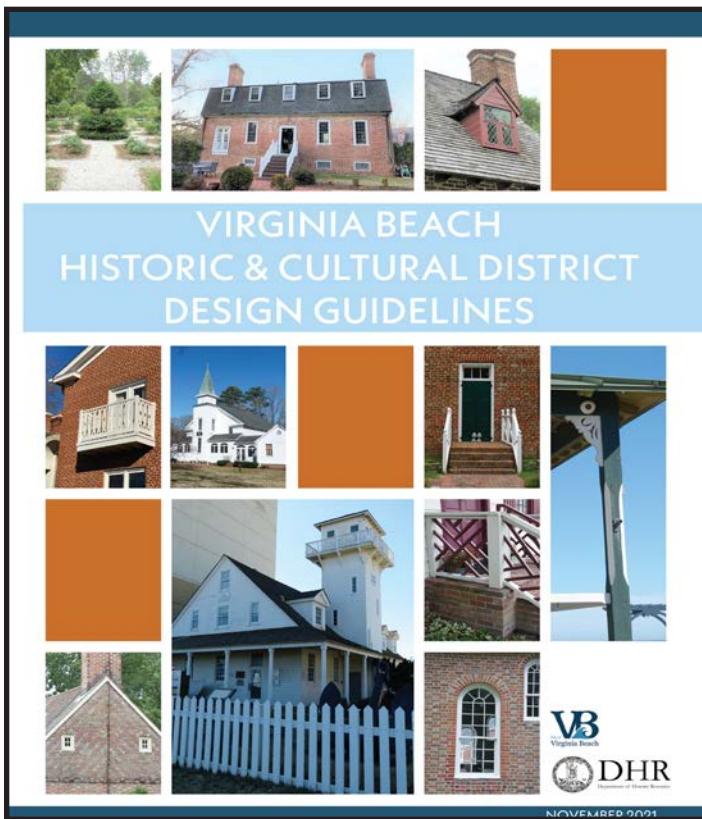


Figure 4.6 - The City of Virginia Beach was awarded a CLG Grant to develop standards and guidelines for its historic and cultural districts to furnish the city's HRB with suitable guidance in project planning and review.

all federal Historic Preservation Funds (HPF) that come to the Commonwealth of Virginia must be distributed to CLGs through the DHR. DHR meets this requirement through this grant program, which is competitive and limited to CLGs. As a CLG community, Virginia Beach is one of the few localities in Virginia that is eligible to compete for these funds.

NATIONAL PARK SERVICE (NPS)

Like DHR, the NPS offers a number of grant programs that fund a range of project types from bricks-and-mortar preservation to planning, survey, and educational programming. NPS grant programs are subject to annual funding allocations. Priorities, programs, and funding amounts may change over time. This plan outlines a few of the grant programs that NPS currently administers. For current opportunities

visit the NPS website or Grants.gov. The programs noted below are those that the City may be eligible for and that might assist in implementation of the Preservation Plan.

Save America's Treasures Grants (SAT): This grant program was established in 1998 to help preserve nationally significant historic properties and collectives that convey our nation's rich heritage to future generations. The SAT program is funded through the Historic Preservation Fund (HPF) using revenue from Outer Continental Shelf oil lease revenue, rather than tax dollars. The grant funds preservation and rehabilitation (bricks-and-mortar) of properties that are individually listed as a National Historic Landmark (NHL) or contribute to a National Historic Landmark District, or are individually listed in the NRHP for national level of significance or contribute to a nationally-significant historic district listed in the NRHP. The City of Virginia Beach received a 2004 SAT grant for preservation work on the Thoroughgood House. While this means the Thoroughgood House is no longer eligible for an SAT grant, other properties in Virginia Beach may be eligible for the SAT grant program.

Underrepresented Communities Grants (URC): The goal of this grant program is to diversify the NRHP. Projects should result in the survey, inventory, and listing of historic properties associated with communities underrepresented in the National Register. The City of Virginia Beach was awarded URC funds for the survey and nomination of Seatack and L&J Gardens Historic Districts in 2019.

African American Civil Rights Grants: This grant program funds projects to document, interpret, and preserve sites and stories related to the



Figure 4.7 - The nomination to the VLR and NRHP for L&J Gardens Historic District (pictured above) was funded by the NPS URC grant program.

African American struggle to gain equal rights as citizens. Grants fund a broad range of planning, development and research projects for historic sites including: survey, inventory, documentation, interpretation, education, architectural services, historic structure reports, preservation plans, and bricks-and-mortar repair.

History of Equal Rights: This grant program funds a variety of project types focused on preservation of sites related to the struggle of all people to achieve equal rights in America. The funds may be used to fund physical bricks-and-mortar preservation work, as well as planning activities for sites listed in or determined eligible for listing in the NRHP or as a NHL for its association with equal rights.

NATIONAL TRUST FOR HISTORIC PRESERVATION (NTHP)

The NTHP offers a variety of grant programs that fund project types and range from small awards that serve as seed funding for special projects to larger awards that fund project planning and execution. Like other funders mentioned in this Chapter, the NTHP periodically updates its program priorities. The programs noted below are those that the City may be eligible for and that might assist in implementation of

the HPP. Most of the NTHP grant programs require membership in one of the Trust's programs.

National Trust Preservation Funds (NTPF): The NTPF are intended to encourage preservation at the local level by supporting on-going preservation work and by providing seed money for preservation projects. These grants help stimulate discussion, enable local groups to gain the technical expertise needed for preservation projects, and introduce the public to preservation concepts and techniques. These grants are typically for small projects and range from \$2,500 to \$5,000. There are multiple cycles per year, and priorities may change annually.

African American Cultural Heritage Action Fund: This grant program seeks to advance ongoing preservation activities for historic places such as sites, museums, and landscapes representing African American cultural heritage. The fund supports capital projects, organizational capacity building, project planning, and programming and interpretation.

The Cynthia Woods Mitchell Fund for Historic Interiors: This program, established in 1997, seeks to assist with the preservation, restoration, and interpretation of historic interiors. Funds may be used toward planning and implementation of the project, including the bricks-and-mortar work.

Johanna Favrot Fund for Historic Preservation: This program aims to save historic environments in order to foster an appreciation of America's diverse cultural heritage and to preserve and revitalize the livability of the nation's communities. The funds may be used toward a broad range of projects including planning, design services, and bricks-and-mortar work.

THE NATIONAL CENTER FOR PRESERVATION TECHNOLOGY AND TRAINING (NCPTT)

The NCPTT is a program of the National Park Service that helps preservationists find better tools, better materials, and better approaches to conserving buildings, landscapes, sites, and collections. It conducts research and testing in its own laboratories, provides cutting edge training around the US, and supports research and training projects. NCPTT periodically has funding available for special projects, and eligible projects are typically focused on innovative research that develops new technologies to preserve cultural resources, specialized workshops or symposia that address national preservation needs, and development of training materials for practical preservation methods. For current information on this grant program visit the NCPTT website, or [Grants.gov](https://www.grants.gov).

FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)

FEMA Hazard Mitigation Assistance Grants provide funding for projects that reduce or eliminate long-term risk to people and property from future disasters. The grants are based on the principle that mitigation planning breaks the cycle of disaster damage, reconstruction, and repeated damage, and looks for

long-term solutions to reduce impact. The program is specifically designed to:

- reduce vulnerability of communities to disasters and their affects,
- promote individual and community resilience,
- decrease recovery and response needs in post-disaster situations, and
- create safer communities less reliant on external financial assistance.

FEMA manages a number of programs that may benefit the City's historic preservation program and assist with implementation of this Preservation Plan, including:

- Hazard Mitigation Grant Program (HMGP),
- Flood Mitigation Assistance Grant (FMA),
- Pre-Disaster Mitigation Grant (PDM), and
- Building Resilient Infrastructure and Communities (BRIC).



Figure 4.8 - FEMA has multiple programs and grants to assist communities with pre-disaster and mitigation planning.

4.4 FACTORS FOR PRIORITIZING PRESERVATION INITIATIVES & DECISION MATRIX

This section provides tools for the HPC and City staff to assist in prioritization of historic preservation projects, which may range from historic resource documentation efforts like VLR and NRHP nominations or architectural surveys to bricks-and-mortar rehabilitation projects. Each of the following subsections discuss factors that contribute to prioritization. At the end of this section, an example Decision Matrix has been provided to demonstrate

the potential usefulness of these factors in selecting annual projects and allocating City and grant funds. The Decision Matrix is a tool for the HPC and City staff to establish organized programmatic goals based on the recommendations of the recent survey work and their objectives as outlined in this HPP. The purpose of the matrix is to help the City make funding decisions and targeted grant-seeking efforts for annual project planning, which may include reconnaissance survey,

research, historic highway markers, PIFs, NRNs, MPDs, context studies, Hazard Mitigation Planning, historic structures reports, and other recommended forms of documentation.

Among the factors are standard considerations for evaluating the potential eligibility of historic resources for listing in the VLR and NRHP. Additionally, some

factors have been included based on the public engagement process and stakeholder comments collected during development of the Virginia Beach HPP. The factors also take into account risks such as development pressure and flooding, as well as priorities of preservation partners such as the DHR, NTHP, Preservation Virginia, and the NPS.

4.4.1 GEOGRAPHIC AREA

Potential historic resources have been prioritized according to their location within the City of Virginia Beach, generally split between the Northern and Southern halves of the city. The results of the 2018 and 2020 architectural surveys informed the development of the Geographic Area Matrix Value in the Decision Matrix. Because the southern half of the city has significantly fewer recognized resources, the HPC has placed greater priority on projects that are in this area.



Figure 4.9 - Lovitt House was surveyed during the Historic Architectural Survey Update - Southern Half completed in 2020 and recommended potentially eligible for the VLR and NRHP.

4.4.2 NEWLY SURVEYED RESOURCES

Properties may be listed in the NRHP individually or as part of a multi-property historic district. Historic Districts allow for many more resources to be added to the NRHP in a single effort, and therefore, usually benefit a larger number of property owners. On the other hand, the level of effort and funding required for a large historic district deserves consideration. An appropriate balance between districts and individual nominations over the duration of the HPP is recommended in order to provide the maximum benefit to city residents while also offering opportunities for listing individual resources.

In order to assist with funding decisions, the matrix includes historic district size. A small district is generally one that includes fewer than 100 resources,

and are often complex individual properties, academic or institutional campuses, or industrial properties that require survey and recording of a number of resources that, together, make up a single property. A medium-sized district may include one neighborhood or commercial area, for example, and generally has between 100 and 300 resources. Large historic districts may include large residential subdivisions and neighborhoods, large and dense commercial districts, as well as expansive rural properties that each consist of multiple resources. Large districts usually consist of more than 300 resources. The Matrix Value places a higher priority on larger districts, which would impact a greater number of city residents and result in a greater increase in the number of surveyed resources.

4.4.3 RESOURCES ASSOCIATED WITH DHR & NPS PRIORITIES

The DHR and NPS periodically establish priorities for documentation based on social, cultural, and academic trends, gaps in existing inventories and context documents, and threats to historic resources. This factor is broadly defined so that new and emerging trends in preservation and funding priorities may be added in the future, giving the HPC and City staff flexibility in its approach to documentation.

Some current priorities among preservation professionals and government agencies include:

Underrepresented Resources: The NPS has established as priority the diversification of nominations to the NRHP. These are resources associated with racial and ethnic minority history, LGBTQ communities, the Civil Rights Movement, and other communities that are not well-documented within the NRHP.

The New Dominion Initiative: This initiative, established by the DHR, focuses on Virginia's recent past and architectural history from 1946-1991. The initiative is intended to encourage documentation and development of historic contexts that are associated with the immediate aftermath of World War II through the end of the Cold War. In addition to the architectural movements associated with this period, DHR has



Figure 4.10 - The Seatack neighborhood is one of the oldest African American neighborhoods in Virginia Beach. As an underrepresented resource in the NRHP, its nomination was a high priority to NPS.

identified a list of key themes, broken into two periods:

- 1946-1976: The Cold War (includes Korean and Vietnam Wars); Expanding Government Roles, Economic Prosperity, Modern Architecture, Civil Rights Movement, Social Upheaval
- 1976-1991: Movements for Social Justice and Equal Rights, Stagnation and Deindustrialization/Digital Technology, Post-Modern Architecture, End of the Cold War

The HPC has prioritized documentation of underrepresented resources, and therefore, has separated this category in the Decision Matrix from other preservation priorities.

4.4.4 INTEGRITY OF RESOURCE

When evaluating historic resources for their potential eligibility for the VLR and NRHP, it is critical to analyze the resources using the following Seven Aspects of Integrity:

- location
- setting
- design
- materials
- workmanship
- feeling
- association

This seemingly simple concept can be fairly complex to evaluate. The Seven Aspects of Integrity are tied to the resource's areas and periods of historic significance, rather than physical condition. For example, a building in pristine physical condition, but which has lost a significant portion of its historic materials or design may not retain integrity; while a building in poor physical condition, but which retains many of its

historic features may have a high degree of historic integrity. The level of integrity plays an important role in deciding which resources to prioritize for VLR and NRHP consideration. Reconnaissance-level survey for historic districts and/or intensive-level survey for individual resources can help determine integrity and support prioritization of future work such as PIFs and VLR and NRHP nominations.

4.4.5 RARITY OF RESOURCE

While many historic resources represent common architectural types or are associated with historic contexts that are well-represented, survey work may also identify rare resource types, which are those that are few (either because many of them have been lost, or few ever existed). It is important to consider intensive-level survey and documentation of rare extant resources, especially those threatened by development, natural disaster, or other risk factors. Rarity of resource type is often a route for listing historic resources in the VLR and NRHP that may have lost some degree of historic integrity or that does not have a well-documented history.

Properties that are considered to be rare in Virginia Beach were assigned a high Matrix Value.



Figure 4.11 - The de Witt Cottage is the last oceanfront cottage in Virginia Beach. Preserved as a museum and event center, it is a good example of a rare resource in the city.

4.4.6 ARCHAEOLOGICAL POTENTIAL

The Decision Matrix incorporates archaeological potential for resources, primarily based upon recent archaeological assessments undertaken in the Northern and Southern halves of the city. Both surveys resulted in probability mapping, which estimated the number of potential archaeological resources

in a given geographic area. These results informed the Matrix Value assigned in the Decision Matrix. Those areas with high concentrations for potential underground resources received higher values under Archaeological Potential.

4.4.7 HARDSHIP

Prior to the establishment of the HPC in 2008, there were no recognized NRHP residential districts in Virginia Beach. Since 2017, the HPC has sponsored one successful residential, commercial, and governmental historic district nomination and four successful residential historic district nominations. Neighborhood civic organizations are unlikely to have treasuries that can cover the cost of nomination research and form development, let alone the required resource survey preparation. Some neighborhoods potentially eligible for listing may not even have a civic organization.

In the case of thematically connected resources that are not adjacent or in geographical proximity to one another, it is unlikely that numerous property owners would pool their funds to have a Multiple Property Document (MPD) established as a method for achieving listing in the NRHP. Although having an MPD

in place significantly reduces the cost of preparing an individual property nomination, the combined cost of the MPD and individual nominations will likely offset tax exemption and other financial benefits individual property owners may receive from the recognition.

In addition, non-profit organizations may own potentially eligible resources but would not have the financial resources to pursue a nomination. The historically African American Pleasant Ridge School, which is owned by a church, is a good example in Virginia Beach.

The consideration for hardship in the Decision Matrix recognizes that some historic resources will need assistance from the HPC and grant sources to achieve recognition and it provides some prioritization for them.

4.4.8 DEVELOPMENT THREAT

Development and/or re-development pressures pose a significant threat to historic resources of every type and represent one of the most contentious situations faced by supporters of historic preservation. Properties that are vacant, neglected, or in otherwise poor condition also face demolition risks. Given the short time-frame of development projects and level of effort necessary to challenge demolition orders, historic resources caught in these situations often must become an immediate priority or be permanently lost.



Figure 4.12 - The loss of historic fabric forever alters the character of a community and should be done only after thoughtful consideration of alternatives.

4.4.9 FLOOD RISK

While floods have always been a threat for properties in certain areas of the country, the risk for tidal and storm related flooding has increased dramatically in recent years. Buildings and other resources constructed decades, or even centuries ago were frequently built near to water for economic or social reasons. A critical first step for the City is to identify and survey resources that are at high-risk for flooding before they are beyond repair or completely lost.

Furthermore, historic resources located in high-risk flood areas must be considered a high priority for documentation and potential listing in the NRHP. Listing in the NRHP provides property owners with the potential for greater flexibility in the face of natural disaster and flood-risk mitigation. Listed properties are given priority for disaster relief funds following a major storm event. Further, designation as an historic property in a local, state, or National inventory allows historic properties to qualify for exemption from FEMA mitigation requirements. Property owners are able to propose more appropriate retrofit alternatives to mitigate the impact of recurrent flooding and sea level rise.

A new method found to be effective for initial flood risk assessment for buildings is [riskfactor.com](https://www.riskfactor.com); this is useful as a supplement to the mapping in Sea Level Wise as it takes into account future projections

of multiple sources of inundation as well as other hazards to historic resources. This site offers a present and future flood risk for properties and the primary building on each parcel. The decision matrix considers Risk Factor ratings in its prioritization. (Note: Since the HPP was originally drafted, Flood Factor has re-branded to Risk Factor, and is still in beta stages as of publication. The platform now offers more limited information about individual property risk without a paid subscription. Subscription options were released in November 2022 and require significant investment; lower cost alternative platforms should be explored.)



Figure 4.13 - Sunny day flooding at Horn Point Club in 2019.

4.4.10 SAMPLE DECISION MATRIX

Potential NRHP PIF/ Nomination Projects	Geographic Area	Newly Surveyed Resources	Underrepresented Communities	Priority Themes	Integrity of Resource Type
Matrix Value	Northern (1) Southern (2) Both (2)	1-100 (1) 101-300 (2) 301+ (3)	Ethnic/LGBTQ (3)	Civil Rights (1) New Dominion (1)	Low (1) Good (2) Good to High (2.5) High (3)
African American Churches MPD	2	1	3	1	2
Aragona Village Historic District	1	3	-	1	2
Back Bay Historic District	2	1	-	-	2.5
Charity Historic District	2	1	-	-	2.5
Creeds Historic District	2	1	-	-	2.5
Creeds School Historic District	2	1	-	-	2.5
Doyletown Historic District	1	1	3	-	2
Eureka Park Historic District	1	1	-	1	2.5
Laurel Manor Historic District	1	2	-	1	2
Munden Point Historic District	2	1	-	-	2
Pleasant Ridge Historic District	2	1	-	-	2
Pungo Historic District	2	1	-	-	2
Queen City Historic District	1	1	3	-	2
Thoroughgood Historic District	1	3	-	1	2.5

*These resources were initially surveyed during the Northern and Southern Survey during 2018 and 2020.

** Numbers demonstrate prevailing flood range within the district. These numbers are found on the riskfactor.com website as of September 2022.

Rarity of Resource	Archaeological Potential	Hardship	Development Threat	Flood Risk **	Total Value
Low (1) Medium (2) High (3)	Unknown (1) Medium (2) High (3)	Non-Profit (1) MPD (2) District (3)	Low (1) Moderate (2) High (3)	1-4 (1) 5-7 (2) 8-10 (3)	
1	1	2	1	1	15
1	1	3	2	1	15
2	2	3	1	3	16.5
2	2	3	1	1	14.5
2	2	3	2	1	15.5
2	2	3	2	1	15.5
3	1	3	1	1	16
1	1	3	2	1	13.5
2	1	3	1	1	14
2	2	3	1	2	15
2	2	3	1	1	14
2	2	3	2	1	15
3	1	3	2	2	18
1	1	3	1	1	14.5

Figure 4.14

4.5 SAMPLE SURVEY & DOCUMENTATION PLAN

The example survey and documentation plan on the next page provides a framework for implementing the recommendations of the recent survey work and the objectives of this HPP. This work will primarily be performed through professional survey; however, it may also include preparation of PIFs, VLR and NRHP nominations, State Historical Highway Markers, and Historic Context Documents.

In order to maximize the City's professional and financial resources, larger context studies and planning documents should be prioritized during the first few years of the HPP implementation. The findings of these larger historic context documents and planning tools will fine-tune the selection of future work and smaller-scale projects. Using the recommendations of the recent comprehensive surveys and assessments, context documents, and tools such as the Decision Matrix, projects such as PIFs, VLR and NRHP nominations, and updates to existing nominations can be prioritized accordingly. Perhaps most important when considering VLR and NRHP nominations will be stakeholder and property owner engagement. Without their approval, nominations for individual listing and/or historic districts may not be successful. Furthermore, preservation best practices encourage prioritization of projects based on demonstrated public support.

Prioritization of reconnaissance survey should look to the contextual and historical development patterns,

threat risks, and concerns and interests of the public as identified through the public engagement for this HPP. For example, flood risk and vulnerability to disaster should rank highly among survey projects. Representatives of the NTHP and the DHR have stated that survey and documentation are key to disaster planning, since it is impossible to implement preservation policies that support at-risk properties without knowing they exist and where they are located. Areas where significant redevelopment pressures exist or are anticipated should rank highly for reconnaissance survey. Reconnaissance survey projects should also follow the recommendations of larger historic resource context studies, such as Post-World War II suburbanization in the city. It is critical to continue public and stakeholder engagement annually to ensure that projects align with current priorities and address imminent threats.



Figure 4.15 - A recent dedication ceremony of a historical highway marker recognizing and celebrating Filipinos in the U.S. Navy.

SAMPLE SURVEY & DOCUMENTATION PLAN

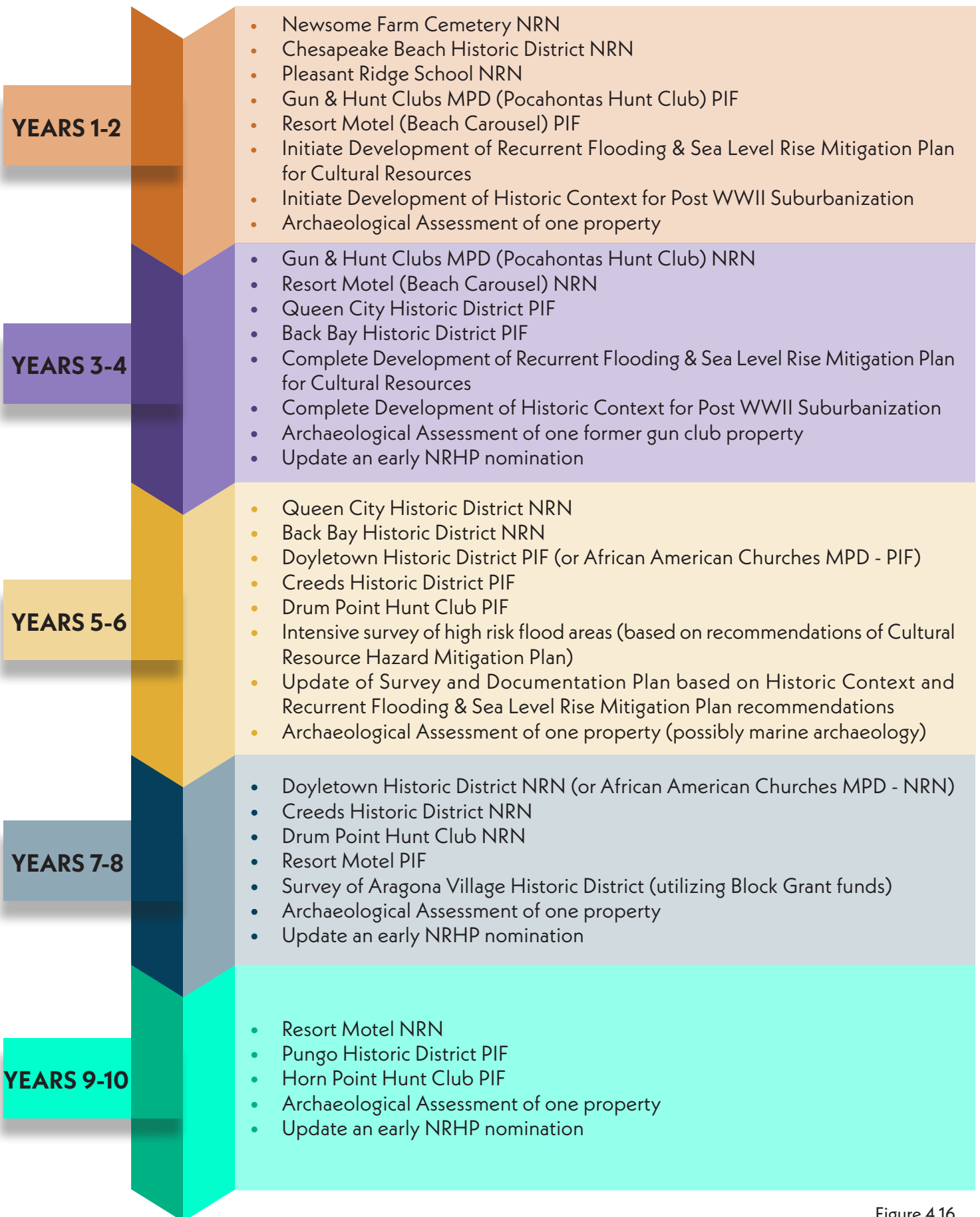


Figure 4.16

4.6 UPDATING EARLY NOMINATIONS TO THE VIRGINIA LANDMARKS REGISTER & NATIONAL REGISTER OF HISTORIC PLACES

Nominations that were prepared during the early years of the National Register program (1966-1970s) required much less documentation, research, and contextualization of resources. The primary goal of the earliest VLR and NRHP nominations was to simply identify and minimally document the nation's oldest and most architecturally significant buildings. Therefore, many of these nominations lack basic information such as Periods and Areas of Significance, as well as proper contextualization of the history of these resources. Many of these older nominations should be updated using current forms, standards, and research.

Many nominations prepared during the 1980s and 1990s may also benefit from additional documentation. Often these nominations, especially for historic districts, arbitrarily cut off the Period of Significance at the "50-year-rule," which ended 50 years prior to the authoring of the nomination and is the general threshold for determining if a resource is considered historic. Many times, nomination authors were explicit with this reasoning, and other times it is clearly implied. This resulted in many Non-contributing primary or secondary resources that may now be Contributing based upon additional research and justification of an expanded period of significance and/or additional areas of significance. The following list of NRHP nominations in Virginia Beach by decade illustrates that approximately half of the existing nominations predate current requirements and may be candidates for additional documentation:



Figure 4.17 - The Adam Thoroughgood House was originally listed in the NRHP in 1966, the VLR in 1969, and a recent update was completed in 2008. As of 2022, this is the only nomination in Virginia Beach that has been updated.

- 1960s - 2 NRHP nominations
- 1970s - 8 NRHP nominations
- 1980s - 1 NRHP nomination
- 1990s - 2 NRHP nominations
- 2000s - 8 NRHP nominations
- 2010s - 6 NRHP nominations
- 2020s - 5 NRHP nominations

Another important consideration for making updates to existing VLR and NRHP nominations is the potential to bring to light new information about a historic property, such as twentieth century history, details about African-American or other minority history that was not initially documented, and other discoveries resulting from research or scientific processes. Development of a separate decision matrix for updating existing NRHP nominations may assist in prioritizing these projects.



5 VIRGINIA BEACH PRESERVATION HISTORY,
TRENDS, & CHALLENGES

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5.1 INTRODUCTION

The origins of historic preservation in the United States date to the mid-nineteenth century, when the Mount Vernon Ladies Association formed to save George Washington's house and estate on the Potomac River in Alexandria, Virginia. Virginia is also home to the nation's first statewide historic preservation organization, Preservation Virginia, (originally the Association for the Preservation of Virginia Antiquities, or APVA) which was founded

in 1889. While the preservation movement of the nineteenth and early to mid-twentieth century were primarily concerned with the preservation of colonial houses and large estates, the field has evolved to meet the challenges of each generation. This chapter explores the history of historic preservation in Virginia Beach, and the current trends and challenges in historic preservation broadly and locally.

5.2 HISTORY OF PRESERVATION IN VIRGINIA BEACH & OVERVIEW OF CURRENT PROGRAMS

Historic Preservation efforts in Virginia Beach began in the early twentieth century. Grace Keeler owned the Thoroughgood House and she engaged the services of Charles Over Cornelius, a curator from the Metropolitan Museum of Art in New York, to advise her restoration efforts. William W. Oliver, Sr. purchased the Lynnhaven House in 1923. Although he used it as a tenant house on his farm, he refrained from making wholesale changes to the building and kept the original building fabric intact. The APVA (now Preservation Virginia) took on the ownership of the Cape Henry Lighthouse in 1930 as a major preservation project. Well-known photo-journalist Frances Benjamin Johnston did extensive architectural survey photography in Virginia in the 1930s and took a number of photographs of buildings in Princess Anne County that are now held in the Library of Congress. Local couple Sadie Scott Kellam and Vernon Hope Kellam did their own survey and published *Old Houses in Princess Anne Virginia* in 1931.

When the property around the Thoroughgood House was sold for development in the mid-1950s, there were concerns about the fate of the historic building. Local philanthropist Henry Clay Hofheimer, Jr. stepped forward and created the Adam

Thoroughgood House Foundation. The Foundation completed a rehabilitation project in 1957 to coincide with the 350th anniversary of Jamestown. The property was eventually given to the City of Norfolk.

On a community-wide scale, the Princess Anne County Historical Society was chartered in February 1961 and Rear Admiral Leon Manees served as their first president. The Princess Anne County Historical Society has also been involved in restoring and preserving Pembroke Manor and Upper Wolfsnare,



Figure 5.1 - Crowd gathered for an event at the Adam Thoroughgood House, no date. This was taken before the restoration and presumably during Grace Keeler's ownership period. (Courtesy of the Library of Virginia)

which are both now Virginia Beach Historic and Cultural Districts (HCDs). The Historical Society added Virginia Beach to its name on its 25th anniversary in 1986, and is now known as the Princess Anne County/Virginia Beach Historical Society.

In February 1963, the Virginia Beach City Council appointed an eleven-person Historical Commission to study and report on buildings and structures of architectural or historical significance to require preservation or restoration; places of significance requiring marking and recordation; methods for preserving items of historical interest; and, methods for bringing the history of Princess Anne County and Virginia Beach to the school children and citizens. Among the Historical Commission's recommendations was the establishment of a permanent Virginia Beach Historical Commission for the "purpose of the preservation and restoration of such buildings, structures or other items in the City of Virginia Beach as, in the opinion of the Commission shall have architectural and historical significance and which should be preserved for the benefit of the people of the City and the State." Their recommendation included giving the Historical Commission the power of review and approval for plans for repair, rehabilitation, and restoration of those properties they deemed historically significant. They also recommended the establishment of a charitable foundation to support the work of the Historical Commission.

After several years, the Virginia Beach City Council established the first local historic district zoning overlay in 1969. It included the 1822 Princess Anne County Courthouse and the developing Virginia Beach Municipal Center. In 1974 the City Council revisited their efforts to establish a working Historical Review Board (HRB) and designated seven additional HCDs. The HRB was assigned to the Planning Department.

VIRGINIA BEACH'S HISTORIC PRESERVATION PROGRAMS

Historic Preservation Commission (HPC): The HPC, established in 2008, is primarily responsible for historic preservation advocacy and education. They oversee the administration of this Preservation Plan, the Research Grant Program, the Local Virginia Beach Historical Register, and most of the initiatives of the CLG program.

Historical Review Board (HRB): The HRB, established in 1974, serves as the regulatory arm of the historic preservation program. Its members review proposed changes to properties located in the City's Historic and Cultural Districts, and issues COAs.

Virginia Beach Historic and Cultural Districts (HCD): The HCD program was established in 1969 to preserve and protect significant historic and cultural areas in the city. There are currently 16 HCDs that are overseen by the HRB.

Virginia Beach Historical Register (VBHR): The VBHR was established in 1999 to recognize buildings, structures, and sites of historical and cultural significance to the city. The program is honorific, carries no regulatory restrictions, and allows property owners to seek local tax exemption for rehabilitation.

Virginia Beach Research Grant Program: The Research Grant Program, established in 2016, provides funding to encourage scholarship about persons, places, and events, significant to the history of Virginia Beach. The program typically results in a final context report, historical marker, or interpretive signage.

There are currently sixteen (16) Historic and Cultural Districts in Virginia Beach.

The City of Virginia Beach became more actively involved in historic preservation when it began acquiring historic properties. Since the mid-1970s the city has acquired the following historic properties:

- Francis Land House (1975),
- Seatack Life Saving Station/U.S. Coast Guard Station (1979),
- Whitehurst Buffington House (1987),
- deWitt Cottage (1995),
- Ferry Plantation House (1996),
- Thoroughgood House (2003), and
- Lynnhaven House (2008).

An effort to survey historic resources in the City was initiated in 1988 in the Office of Research and Strategic Analysis. Although a printed report was produced in 1990, the survey had not been performed to state standards. The Planning Department subsequently applied for cost share funds from the Virginia Department of Historic Resources (DHR). Through that funding source, the Planning Department produced surveys and inventories of historic architectural resources for the northern half of the City in 1992 (Frazier) and the southern half of the City in 1993 (Traceries) that met professional survey standards.

In 1991, the City of Virginia Beach Department of Museums & Cultural Arts was established and included the Virginia Marine Science Museum, the Francis Land House, and the Arts and Humanities Commission. Department Director C. Mac Rawls recognized the need for stronger advocacy for historic preservation by a City department and looked to incorporate that role into Museums and Cultural Arts. Under his direction, the City again utilized the state cost share program to help fund the development of a Historic Resource Management Plan (HRMP) in 1994. This was the City's first Preservation Plan for its historic preservation program. In 1999, City Council established the Virginia Beach Historical Register to recognize properties that are historically or architecturally significant.



Figure 5.2 - Seatack Life Saving Station/U.S. Coast Guard Station.

About that same time, the Virginia Beach Historic Preservation Partnership, an initiative championed by Historical Society President Glenda Knowles, sought to establish a revolving fund organization to preserve historic buildings in Virginia Beach. The partners included the Historical Society, the City, and the Hampton Roads REALTORS® Association. Although the revolving fund never developed, the Preservation Partnership published 50 Most Historically Significant Houses and Structures in Virginia Beach in 2008. This pictorial booklet was very popular and demonstrated a strong public interest in historic buildings in the City.

In 2006, the Virginia Beach City Council appointed a Historic Sites Organizing Committee (HSOC) to review the governance structure of the City-owned and operated historic properties and provide guidance on creating a board or foundation. The Council's resolution also requested the committee to assist and advise the City in its historic preservation efforts. On March 25, 2008 the HSOC recommended to City Council that a HPC be established with appropriate funding and staffing. They stated that the long-term funding goal should be \$1 per capita for the program.

The Virginia Beach HPC was established by City Council on April 22, 2008. The Commission consists of 15 members appointed by Council and two Council-appointed non-voting student members from local high schools. C. Mac Rawls was appointed as the initial Chair for the Commission. The Commission advises City Council and City departments on all issues related to the preservation of historic buildings, structures, and sites in Virginia Beach. Their mission is to preserve, protect and maintain the historic identity of Virginia Beach through advocacy, public awareness, and involvement.

The City of Virginia Beach became the 35th locality in Virginia to be designated as a Certified Local Government (CLG) by the National Park Service (NPS) in 2016. The CLG designation recognized Virginia Beach as having the key elements in place for a sound local preservation program. The requirements for the new CLG included updating architectural surveys and performing archaeological assessments. For both initiatives, the northern half of the City was completed in 2018 and the southern half in 2020. In 2017, a full-time historic preservation planner position was funded in the Department of Planning

& Community Development to manage the City's historic preservation program and to serve as its CLG coordinator. The position provides staff support to the HPC and supervises the HRB staff.

Among the City's most recent notable accomplishments, and a little over a decade after their establishment, the HPC was recognized by Preservation Virginia. The statewide preservation non-profit organization awarded the Commission its Katherine Glaize Rockwood Award for Outstanding Community Preservation in 2020.



Figure 5.3 - The Virginia Beach Courthouse Village & Municipal Center Historic District is one of sixteen HCDs in Virginia Beach.

5.3 ANALYSIS OF FORMER HISTORIC RESOURCES MANAGEMENT PLAN

This Virginia Beach Historic Preservation Plan (HPP) is an update to the HRMP (prepared by PMA Consulting Services in association with E.H. Tracerics and Edward Otter), which was adopted in 1994. The HRMP established a framework for how best to manage the City's historic resources while balancing other City priorities. Five primary objectives were identified in the HRMP. The HRMP also identified key strategies and specific actions to support each of the plan's main objectives.

Prior to the development of this HPP, the authors and City staff reviewed the 1994 HRMP in order to understand past goals and objectives, as well as accomplishments to date. This review helped inform guiding principles and recommendations in this plan, particularly stronger integration of preservation practices with economic development initiatives and tourism initiatives. A summary of accomplishments of the HRMP follow here:

1994 HRMP FIVE OBJECTIVES & ACCOMPLISHMENTS

Objective 1. To utilize special opportunities where historic resource preservation can assist to enhance tourism, economic development & other important goals of the City.

Accomplishments:

- Provided incentives for preservation and restoration
- Acquired Thoroughgood (2003) and Lynnhaven (2008) Houses
- Hosted 400th Anniversary events (2007) including Magna Carta Exhibit and Boardwalk History Festival
- Presented several Holiday Historic Homes Tours
- Provided shuttle buses to Preservation Virginia to address access challenges to Cape Henry Lighthouse and the Cape Henry historic site



Figure 5.4 - Briarwood received an automatic partial tax exemption for individual listing on the Virginia Landmarks Register (VLR)

Objective 2. To initiate a program that recognizes significant historic resources and establishes a sense of public awareness and pride in how these resources relate to the history of the City and the region.

Accomplishments:

- Commissioned Northern (2018) and Southern (2020) architectural surveys
- Commissioned Northern (2018) and Southern (2020) archaeological assessments
- Added significantly to entries in the Virginia Cultural Resource Information System (VCRIS)
- Initiated development of thematic nominations to the National Register of Historic Places
- Successfully prepared a National Register of Historic Places (NRHP) Multiple Property Documentation of the Oceanfront Resort Motels & Hotels (1955-1970)
- Successfully prepared a NRHP Historic District nomination for the L & J Gardens Neighborhood
- Achieved listing of historic districts in the NRHP including Oceana Neighborhood, Courthouse Village and Municipal Center, and Cavalier Shores



Figure 5.5 - Thematic nominations to the NRHP were prepared, like the Oceanfront Resort Motels & Hotels (1955-1970) that included Jefferson Manor Apartments

- Established the VBHR (1999) and recognized over 75 historic properties with certificates and plaques
- Financially supported installation of numerous state historical highway markers

Objective 3. To enhance and more fully develop a long-term historic resource management plan.

Accomplishments:

- HPC established (2008) by City Council
- Certified Local Government (CLG) designation (2016) from National Park Service
- Led the effort to establish enabling legislation by Virginia General Assembly for tax abatement for individual listed VLR properties
- Adopted partial tax abatement for rehabilitation of VBHR properties
- Designated additional HCDs
- Continued documentation of historic resources

Objective 4. To seek funding and financing resources to support the continual development and management of historic resources.



Figure 5.6 - Back Bay's Farmhouse Brewing Co. integrated a historic resource into new development

Accomplishments:

- Awarded NPS grant funding (FY19) for survey and nomination to NRHP of two Underrepresented Communities – Seatack and L & J Gardens
- Participated in DHR cost share funding to assess archaeological resources
- Received several federal transportation enhancement grants through the Virginia Department of Transportation (VDOT) to accomplish Cape Henry Lighthouse stabilization
- Utilized CLG funding to develop Design Guidelines for Historic and Cultural Districts

Objective 5. Involve the community in defining and managing historic resources.

Accomplishments:

- Established committee of high school students to assist with raising awareness of historic preservation in the schools
- Involved students in development of historic building/site entries in the Clio App
- Initiated activities for Historic Preservation Month to enhance awareness of historic preservation
- Engaged younger and more diverse adult audiences through initiatives like Pints for Preservation
- Planned and held regularly scheduled public meetings to inform citizens and get input



Figure 5.7 - Student Leaders Committee advocating for enhanced preservation policies with state representatives

5.4 OVERVIEW OF TRENDS & CHALLENGES FOR HISTORIC PRESERVATION

This HPP addresses existing trends, challenges, and opportunities for historic preservation in Virginia Beach. The areas described below are specific to Virginia Beach but are also an indication of larger regional, state-wide, and national trends in preservation. The objectives and actions outlined in **Chapter 3** address and provide strategies for overcoming these challenges and taking advantage of new and established opportunities for advancing preservation.

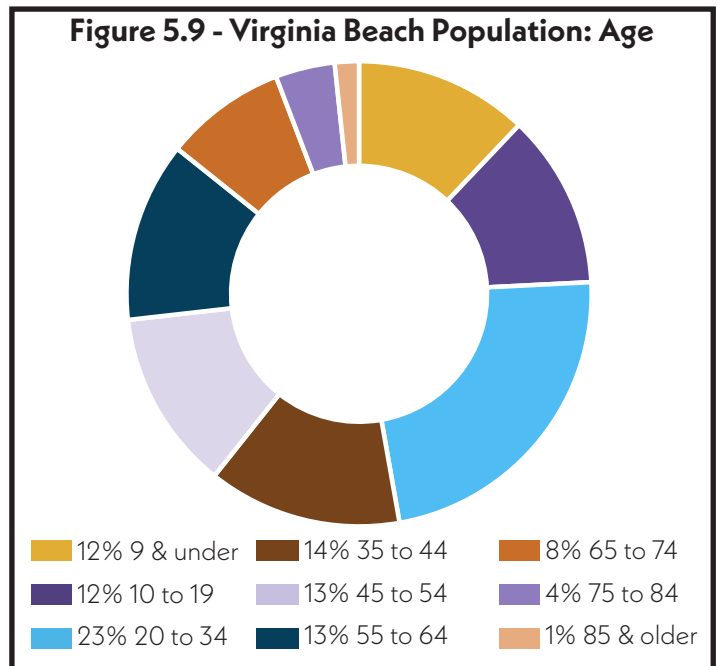


Figure 5.8 - The demolition of historic cottages in the North End is a recent trend as property values often make preservation less attractive to property owners without public policy to balance costs and promote the community benefit.

5.4.1 COMMUNITY DEMOGRAPHICS

Based on U.S. Census estimates, in 2019 Virginia Beach had a population of 449,974, making it the most populous city in the Commonwealth of Virginia. Virginia Beach has a relatively young community, with a majority of the city's residents under the age of 55 (73%), with the largest single age bracket between the ages of 20 to 34 (23%). Although the majority of Virginia Beach's housing stock is owner occupied (62%), the city has a high percentage of renter occupied properties (33%). The educational achievement of Virginia Beach's population is above the national average and is likely a contributing factor to the city's above average household income. The majority of the city's population identifies as white (64.9%), while racial and ethnic minorities comprise approximately 44% of the population. The largest of these minority populations is African American (19.6%), followed by Hispanic or Latino of any race (8.8%) (Figure 5.11). It should be noted that these statistics add up to greater than 100 percent since the numbers include ethnicity, which may apply to any race.

The military community makes up a significant portion of the population of Virginia Beach and the surrounding area. The Virginia Beach Metropolitan

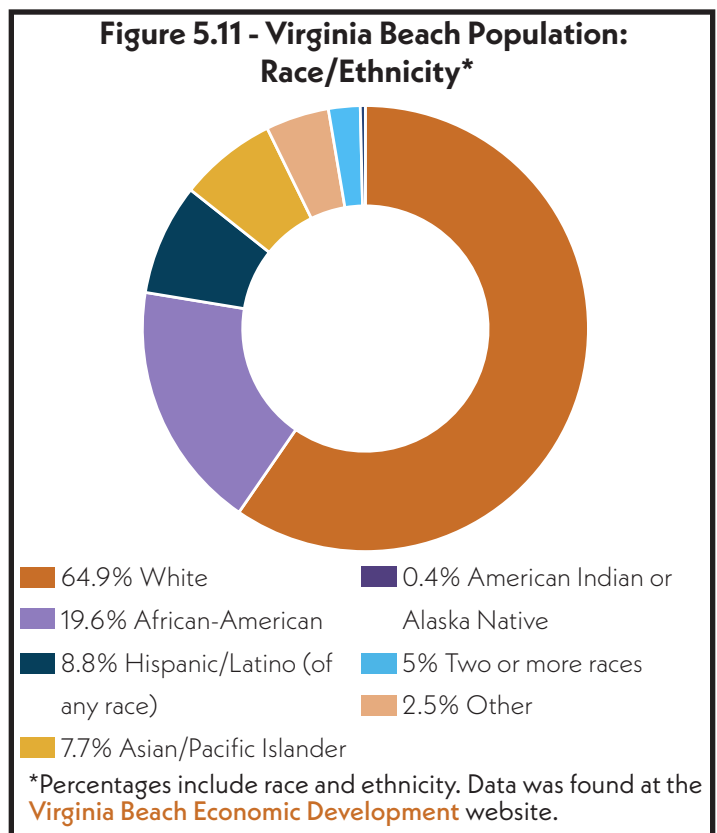
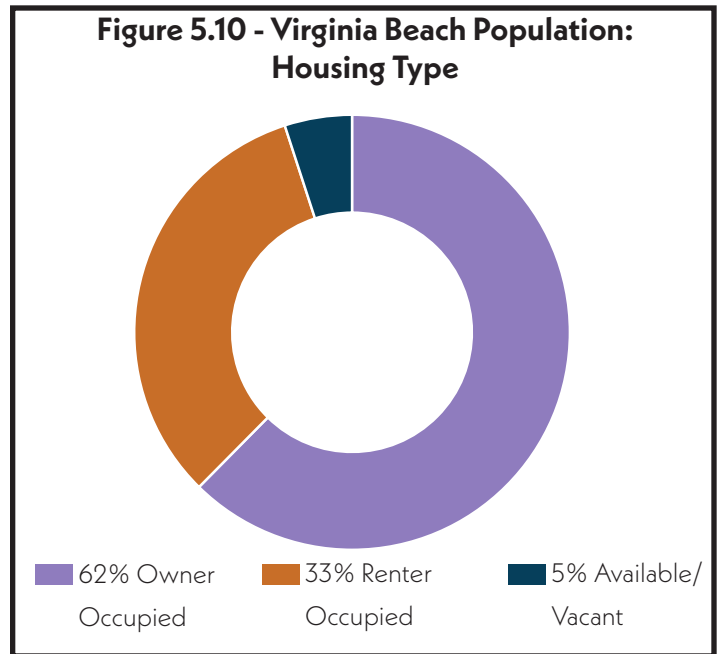


Statistical Area, otherwise known as Hampton Roads, has the largest active-duty military population in the United States and is home to nine major military installations from all branches of the U.S. Armed Forces. Out of the nine military installations in Hampton Roads, three military installations are located in Virginia Beach and encompass a total of 9,861 acres. These installations include: Naval Air Station Oceana, Joint Expeditionary Base Little Creek – Fort Story (JEBLCFS), and Naval Air Station Oceana Dam Neck Annex.

According to the Virginia Beach Economic Development Office, approximately 91,380 active-duty military were stationed in Hampton Roads in 2020. This high number of active-duty military not only contributes to the city’s young average age, but it also results in regular residential turnover. This turnover can present challenges in terms of developing deep community roots; however, it also provides the opportunity to continually engage new members of the community about Virginia Beach’s historic and cultural resources. Additionally, an average of 14,000 active-duty military personnel leave military service annually in Hampton Roads and frequently choose to remain in the area. Approximately 196,519 veterans resided in Hampton Roads in 2020. Because historic and cultural resources are often considered important community assets, historic preservation initiatives may provide additional incentive for veterans to stay in the Virginia Beach community upon retirement.

The public opinion survey conducted in conjunction with the development of the HPP provided a snapshot of the demographics of those engaged with historic preservation in Virginia Beach. The majority of survey participants who offered demographic information identified as female (67%) and white (79%). There was a relatively even distribution of participants ages 20 to 75, however, noticeably fewer residents under the age of 20 participated (or offered demographic information). The City’s historic preservation program should increase efforts to better engage this younger demographic, which in contrast to survey participation, makes up a larger percentage of the total population.

Although the overall population of Virginia Beach is also largely female (51%) and white (65%), there is a noticeable gap in participation among persons of racial and ethnic minorities (21%) compared to the overall population (44%). In order to achieve the



goals outlined in the Guiding Principles, it is important for the HPP to address this gap in participation and provide strategies for increasing the diversity among those who are active and engaged with the City’s historic preservation program. This gap should be highlighted as an opportunity to engage new groups and encourage participation in preservation activities and visitation to historic sites.

5.4.2 HISTORY OF GROWTH IN VIRGINIA BEACH & OVERVIEW OF CURRENT DEVELOPMENT & LAND VALUE PRESSURES

From the early-to-mid seventeenth century until the early twentieth century, Princess Anne County remained rural, and almost entirely an agrarian economy. The population was sparse and focused on waterways for transportation of goods. Roads were rudimentary and few in number. In 1823, the courthouse and county seat moved to its current location, which was central in the nineteenth century, but far from densely developed areas by the twentieth century.

Truck farming brought a significant expansion of agricultural production from the late nineteenth century until well into the twentieth century; by 1900 approximately 75 percent of land cleared in the Tidewater region was used for truck farming.

After World War I, the resort town of Virginia Beach began to rapidly expand and this, combined with other factors such as the growth of the Naval Air Station, permanently changed the character, development patterns, and population density of the northern half of the county versus the south. Development through the twentieth century and to the present day have continued these trends.

The number of farms fell more than 50 percent from 1900 to 1958, while the northern half of the county saw substantial new development with the arrival of the Little Creek Amphibious Base, the Fleet Air Defense Training Center at Dam Neck, and the Naval Air Station at Oceana as a result of World War II.

Another driving force behind the growth of Virginia Beach and, specifically, the merger between the City and Princess Anne County was the continued expansion of the City of Norfolk. Traditionally in



Figure 5.12 - Munden's Grocery has stood at the crossroads of the Pungo area of Virginia Beach since 1908 and is a good example of an endangered historic resource.

Virginia at that time, when areas of counties which bordered a city became developed the city could annex that part of the county to support its urban growth and expansion. On January 1, 1959, the City of Norfolk annexed thirteen and one-half square miles, and 38,000 residents, of Princess Anne County as part of this "orderly growth" concept for cities. The 1959 annexation began a long, organized campaign by leaders in both Virginia Beach and Princess Anne County to resist further expansion by the City of Norfolk. This resistance was led by prominent local politician Sidney S. Kellam.

In September 1961, Princess Anne County and the City of Virginia Beach made a surprise joint-announcement regarding a goal to merge the two jurisdictions and thus block further expansions by the City of Norfolk. On November 10, 1961 the Princess Anne Board of Supervisors and the Virginia Beach City Council unanimously approved a merger agreement. Kellam and the other leaders rapidly organized a public referendum for January 4, 1962 before the start of the next General Assembly session. The merger referendum passed overwhelmingly and by February 28, 1962 the General Assembly had approved the

merger creating the new City of Virginia Beach. The Princess Anne County Courthouse complex was chosen as the new city hall and seat of government.

Growth for the City of Virginia Beach followed rapidly. At the time of the merger on January 1, 1963, the new city had a population of 111,400. Virginia Beach became the most populous city in Virginia in 1982 and by 1988, twenty-five years after the merger, had a total population of 360,000. Several times during that period Virginia Beach was ranked as the fastest growing city in the United States. With this growth in population came an explosion in housing and commercial development, marked by tens of thousands of housing starts per year in the 1970s and 1980s. Numerous developments, many involving hundreds of homes, sprang up across northern Virginia Beach, further differentiating it from the southern half of the city. With almost every neighborhood came a shopping center or strip mall to provide basic services. With every new neighborhood also came the demise of one or more family farms, so that by the late twentieth century there was virtually no agriculture remaining in the northern half of the city. The leading industry which replaced farming was tourism particularly focused on the oceanfront. A Green Line was developed in the 1980s to limit residential development in the southern half of the city, thus preserving a substantial agricultural area.

While agriculture remained in the south, and housing developments enveloped most of the north of the city, the oceanfront saw the emergence of multi-story hotels beginning in the 1950s. That trend has continued to the present day so that now there are few spots along the oceanfront without a hotel directly adjacent to the beach. The one project which redirected the development trend of north Virginia Beach to some extent was the Virginia Beach Town Center, initiated in 2000. Planned in some form for



Figure 5.13 - A c. 1960 house at Sandfiddler Road along the oceanfront in the Sandbridge area of the southern half of Virginia Beach

decades, this project gave the city the “downtown” it never had. Town Center is located close to the midpoint between the oceanfront and downtown Norfolk, just off of Interstate 264. Incorporating Class A office space, retail, restaurants, and high-density residential development, Town Center was designed to be a focal point for the city, and even the localities bordering Virginia Beach.

Historic resources in the southern half of the city weathered this period fairly well with many historic rural dwellings and agricultural buildings remaining intact. In contrast, the vast amount of housing development across northern Virginia Beach prompted the loss of many resources. However, a number of Virginia Beach neighborhoods developed directly from former farms and plantations, and around the original historic houses. This resulted in the preservation of houses such as Green Hill and Thoroughgood, as well as several houses in the Little Neck and Great Neck areas.

Today, several areas of Virginia Beach face ongoing development pressures. These development pressures are largely tied to the City’s high land value. In areas like the Oceanfront, North End, Old Beach, and Chesapeake Beach, for example, historic properties are being demolished or altered at a rapid



Figures 5.14 & 5.15 - At the left is a high-rise hotel being built on the former Belvedere Hotel location along the beach on Atlantic Avenue. Not far away is a group of cottages (at right) still intact and part of the Cutty Sark Motel. The cottages face development pressures due to the high value of land at the oceanfront.

pace to maximize the economic return of the land. Modestly-sized historic beach cottages are replaced by multi-story townhomes, and low-rise mid-century modern motels are replaced by high-rise, corporate hotels. In areas like the ViBe District, where historic resources are retained, they are often inappropriately renovated, compromising the historic materials of the building and diminishing the integrity of potential historic districts. While the southern half of the City has experienced much slower growth, it too faces a risk of increased real estate development pressure as additional acreage is required for new suburban residential neighborhoods, commercial space, data centers, and warehouse and fulfillment centers. Furthermore, development pressures in the City pose imminent threats to archaeological resources, which could be lost due to significant new ground disturbance.

One way that other localities have worked to lessen the impacts of redevelopment on historic properties is by demonstrating the economic benefits of preservation. It is recommended that the City commission an economic impact study focused on the benefits of preservation, as well as the current untapped potential of the City's historic resources. Economic impact studies have been utilized at the state level and in numerous localities to document

and advocate for the economic benefits of historic preservation. In 2014, Preservation Virginia initiated a **three-phase economic impact study** on various aspects of historic preservation, including the Historic Rehabilitation Tax Credit Programs in Virginia and heritage tourism in Virginia. These studies found positive impacts resulting from historic preservation in the state. Localities, such as **Cumberland, Maryland**, have also utilized economic impact studies and found that investing in the city's existing historic resources created positive economic results, such as increased property values in historic districts and greater job growth. The economic impact study will also provide insight into the economic value of heritage tourism that remains untapped.

5.4.3 SEA LEVEL RISE, RECURRENT FLOODING, & DISASTER PREPAREDNESS

It is important to prepare for future impacts from natural disasters in order to adequately document and preserve historic resources in Virginia Beach prior to inevitable damage. The range of disasters that would likely impact historic resources in Virginia Beach is fairly limited, including tornadoes, hurricanes and flooding. Due to the particular vulnerabilities in this region, the magnitude of flood and hurricane risk is concerning and is therefore the area of primary focus for this section of the HPP. In order to fully integrate architectural and archaeological resources into disaster planning efforts in the City of Virginia Beach, other City Departments must be aware of the goals of the HPP and incorporate the vision and data into their own policies and daily operations.

Particular risks to historic properties from natural disasters in Virginia Beach include total inundation, wind-driven damage or destruction, complete loss during emergent events, and gradual deterioration from nuisance flooding/higher groundwater levels. While these risk scenarios can be dire, we have the advantage of clear and predictable events that provide a long lead time prior to sustaining damage. This enables implementation of disaster preparedness initiatives, including planning efforts to mitigate risk and document resources when loss is inevitable.

In order to successfully integrate the City's historic resources into disaster preparedness planning, continued survey and documentation, mapping, and training are necessary. Efforts to survey and document historic resources are already underway in the City, and flood and disaster risk should be incorporated into prioritizing the documentation of vulnerable resources. As additional survey work is completed, geographic data should continue to be

incorporated into the City's Geographic Information Systems program. Making these map layers accessible to the public is critical for ensuring that residents are informed and educated about potential risks. Mapping can also help identify and prioritize historic resources that are located in the Special Flood Hazard Area which may benefit from alternative retrofits and flood mitigation to minimize risk.

Disaster preparedness, particularly related to flood retrofits, is also a fairly new area of study for preservationists. This emerging body of knowledge requires allocation of resources to allow City staff and appointed bodies, including the HPC and HRB, to participate in training events and engagement to remain current with available guidance and best practices regarding flood protection and historic properties. Examples of such training opportunities include Keeping History Above Water (KHAW), National Alliance of Preservation Commission's (NAPC's) CAMP Resilience, and the National Park Service's virtual content including a pre-recorded webinar and forthcoming e-learning activities.



Figure 5.16 - Elevating properties has become a common action in flood-prone areas to protect them from water inundation. While this is a FEMA-approved method, it is not an appropriate option in all situations as the source and magnitude of flood risk vary by property. Therefore, best practice is to tailor mitigation to the specific circumstances of the site and buildings.

5.4.4 FUNDING CONSTRAINTS & OPPORTUNITIES

Historic preservationists, owners of historic properties, and managers of historic sites are often faced with financial and economic limitations associated with ongoing maintenance, repairs and upkeep. Cities are also challenged with developing annual budgets that adequately serve their residents and demonstrate proper stewardship of taxpayer dollars. Despite these challenges, the City of Virginia Beach has demonstrated a commitment to funding the protection of its historic resources. Over the last four years, the City of Virginia Beach allocated approximately \$90,000 in annual operating funds to the Planning & Community Development Department to fund historic preservation projects. With these funds, the City has been able to leverage grant support and achieve a number of significant goals since the HRMP. City staff have more than doubled the annual budget through grant applications and awards that have funded special preservation projects including surveys, VLR and NRHP nominations, Design Guidelines, bricks-and-mortar preservation projects like the Cape Henry Lighthouse restoration, and this HPP. This HPP is an opportunity to build on the past success of the City's Preservation Program.

In addition to grant-funded City initiatives, owners of historic properties can benefit from financial incentives, typically in the form of tax credits or tax abatement. A 2018 study by the DHR and the Wilder School of Government and Political Affairs at Virginia Commonwealth University (VCU) revealed that the Historic Rehabilitation Tax Credit program has far reaching financial and economic benefits to Virginia localities. Every dollar of historic tax credits allocated, for example, generates \$4.73 of economic impact. Historic preservation projects also generate approximately 3,500 jobs annually throughout Virginia. While the historic rehabilitation tax credit

program is widely utilized in the Commonwealth and in Hampton Roads, Virginia Beach is home to a small minority of the state's projects. There is an opportunity to increase awareness and utilization of the program that would result in increased preservation activity and economic benefit for the city.

Tourism is among the top industries and sources of revenue for the City of Virginia Beach. In addition to its beaches and resort area attractions, Virginia Beach is home to several historic house museums and cultural sites or parks. According to a 2017 study, heritage tourism is a significant contributor to Virginia's economy, and generated nearly \$7.7 billion in one year. Virginia, and especially the Hampton Roads area and Virginia Beach are home to sites with national significance to American history, which make it an attractive area for those travelers interested in historic sites. Additionally, American travelers appreciate the "character, charm, and sense of place" that are intrinsic to historic communities. Throughout Virginia, heritage tourism also generates more than \$3.3 billion annually in employee paychecks across all industries,



Figure 5.17 - Mid-20th Century hotels in the resort area offer an opportunity to promote heritage tourism, especially among younger generations interested in the aesthetics of mid-century modern.

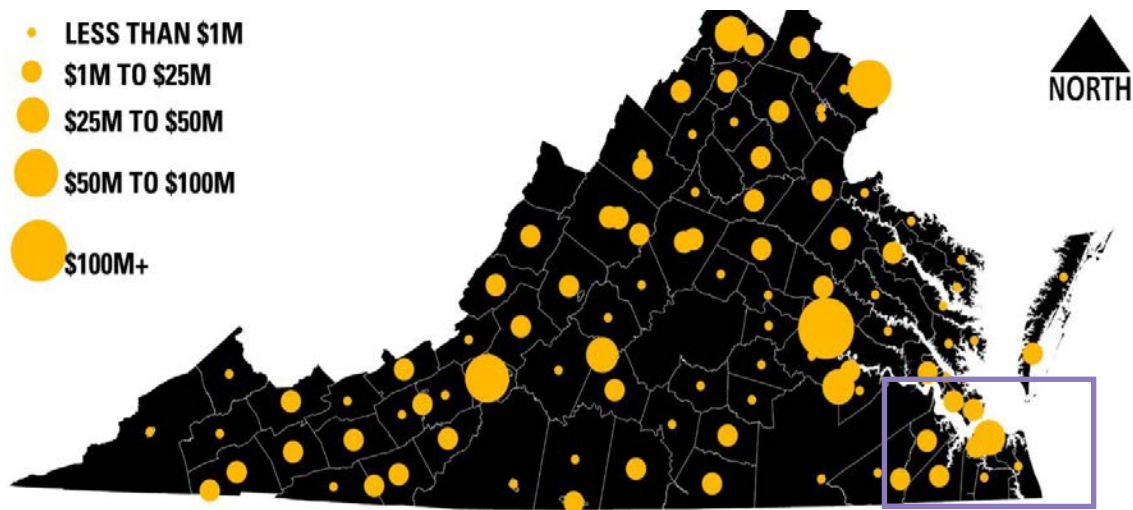


Figure 5.18 - The DHR/VCU 2018 study demonstrates the impact of the tax credit program statewide.

and creates more than 105,000 jobs directly and indirectly. These numbers have lasting impacts on local communities and their residents. In order to fully understand and support Virginia Beach’s local historic sites, it is recommended that the City commission an economic impact study of historic preservation and heritage tourism. A study like this can help the City make decisions about how to market historic sites to visitors, and also how to allocate tourism-related revenue in a way that promotes preservation of its historic and cultural resources.

Another potential funding opportunity for historic preservation activities in Virginia Beach is thoughtful and strategic alignment with federally-funded projects that the City is already undertaking that require Section 106 review and mitigation. Section 106 of the National Historic Preservation Act (NHPA) requires consideration of historic properties within or adjacent to projects that are associated with a Federal undertaking. Typically, large transportation, infrastructure, and housing projects trigger Section 106. While Section 106 is sometimes seen as an administrative burden for project managers, it is an opportunity for the City preservation staff to partner with the various City departments to align



Inset of the map above demonstrating Hampton Roads’ benefit from tax credits and opportunity for growth in Virginia Beach.

complementary initiatives. Because mitigation tied to Section 106 compliance may result in projects such as survey, new or updated National Register Nominations for eligible properties, or enhanced interpretation or public engagement with historic resources, the process can be beneficial to the City’s HPP, and the funding associated with it can help achieve the goals and objectives described in this plan.

Historical designation offers Virginia Beach an opportunity to better serve its residents, while also stabilizing property values and preserving existing housing. Among the benefits of listing in the local register, VLR, and NRHP is the potential to alleviate the pressures of heightened building requirements based on flood risk and elevation. Designated historic properties are eligible for exemption from FEMA flood mitigation requirements. This allows property owners to initiate substantial improvements to their structures using an alternative mitigation approach,

which can be more cost effective for an average homeowner, provide retrofits that better protect the resource, and are more appropriate for the historic property. Property owners benefit from the decreased cost of alterations, and the increased flexibility and streamlined review of proposed improvements.

The City also benefits from the implementation of the exemption, as it allows for increased investment in properties at risk for flooding and stabilizes or increases property tax revenues.

5.4.5 NEGLECT

Neglect of a property is typically a passive process involving a property owner not maintaining a property and allowing it to deteriorate, or completely abandoning a property and allowing it to fall into ruin. This can be caused by lack of resources, knowledge, or motivation. It can also arise when an owner passes without heirs, or with heirs uninterested in the property or unwilling to maintain it. This type of neglect is not an active process and is not typically done with an ulterior motive.

The term “demolition by neglect” assumes a more conscious role by the property owner who chooses to purposefully neglect a property in order to cause its deterioration to the point of being unsalvageable, and forcing eventual demolition. Demolition by neglect is usually associated with an owner’s objection to zoning laws, building codes, and/or a desire to use the property for a different purpose.

Combating demolition by neglect requires the local government to embrace a variety of strategies. The most effective is consistent enforcement of existing building and zoning codes for all property owners - not just those of historic properties. Consistent enforcement of local zoning and building codes and timely reporting of code violations and buildings flagged for demolition to the City’s HPC, HRB, and staff are critical for establishing awareness about preservation concerns. While relationships among these City departments already utilize best practices, continued communication and coordination will

continue to strengthen all City programs, and promote stewardship of historic resources.

Another important tool is for a local government to incentivize the desired property maintenance for historic buildings. The first step is a clear set of examples and definitions of the standards, which must be met by the property owner, and staff able to advise property owners about the expectations. Another option to provide support could take the form of a city grant or tax relief tied to proper renovation of an historic property, or loans with generous terms for the property owner if performance markers are met in regards to maintenance and repair of the historic property.

Neglect should not be confused with the proper mothballing of an historic building. Mothballing



Figure 5.19 - Ginns Store in the southern half of Virginia Beach. This is an example of disrepair that can occur due to vacancy and neglect.

can be a successful alternative for a property owner who is truly unable to maintain an historic building. This process is also useful for local governments that own historic properties for which they do not have an identified use, or do not have the current budget to support a renovation. Properly mothballing a building will allow for a lengthy delay in any further deterioration by securing the building against the elements and vandalism. Mothballing is also called “de-activating” and is thoroughly addressed in the National Park Service Brief #31 “**Mothballing Historic Buildings.**”

Proper mothballing requires a detailed plan before the process begins and should be developed by an architect and an historic preservation professional. The basic goals of the mothballing process are to document the property, stabilize it, and secure it against further harm. Typically, moisture, pests, and vandalism pose the greatest threats. The end result must be an historic building which is protected from these threats and requires only periodic monitoring and minimal maintenance for a certain, predetermined period of time.

A historical black and white photograph showing a public square or park. In the foreground, a long, low stone wall runs across the frame. Numerous people, including men, women, and children, are sitting on the wall. Some are standing and talking. In the background, there is a large, multi-story building with a gabled roof, possibly a school or a government building. There are also utility poles and power lines visible. The overall scene depicts a busy public space from a past era.

6 EMBEDDING PRESERVATION IN CITY-WIDE PLANNING & INITIATIVES

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6.1 WHERE DOES THE HPP FIT WITHIN OTHER CITY-WIDE PLANNING DOCUMENTS?

The Virginia Beach Historic Preservation Plan (HPP) is an update to the Virginia Beach Historic Resources Management Plan (HRMP, 1994) and is intended to work with and support the city's existing city-wide initiatives. Several of the city's existing planning documents incorporate historic resources, even if

only on a limited level. This chapter summarizes complementary City initiatives, including planning documents, and discusses how they can incorporate preservation or could benefit from the tools that historic preservation offers.

6.2 VIRGINIA BEACH ARTS PLAN 2030

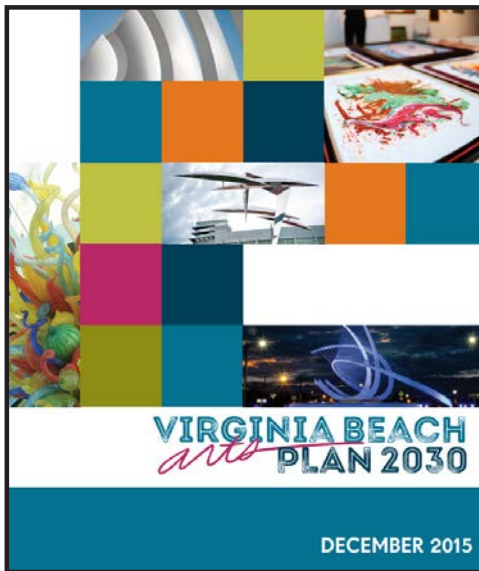


Figure 6.1

The **Virginia Beach Arts Plan 2030** was developed in 2015 as a framework to “create a more vibrant Virginia Beach through arts and culture.” The Plan lays out nine goals to address expanding, strengthening, supporting, and promoting the arts in Virginia Beach over the following 15 years. For each of the goals, examples are provided from other cities that have been successful in areas that align with the Plan’s recommendations. The rehabilitation and use of historic buildings are central to the majority of the arts and cultural programs that are highlighted as successful examples around the country.

6.3 IT'S OUR FUTURE: A CHOICE CITY: CITY OF VIRGINIA BEACH COMPREHENSIVE PLAN

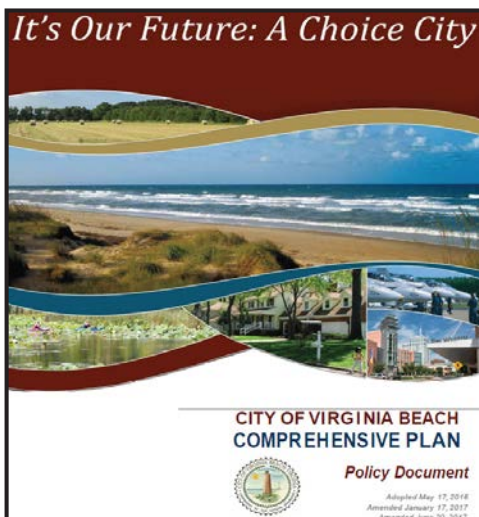


Figure 6.2

The **Virginia Beach Comprehensive Plan**, completed in 2016, demonstrates the ways in which the City has worked to incorporate historic resources into city-wide planning efforts. With the Comprehensive Plan, the city was divided into Special Economic Growth Areas, Suburban Areas, the Princess Anne Commons and Transition Area, Rural Area, and Military Installations and Support. Sections dedicated to these various areas include guiding principles, design principles, and recommended policies that incorporate the preservation of Virginia Beach’s historic and cultural resources.

The HPP provides strategies for accomplishing the Comprehensive Plan's goals for preservation of the city's cultural and historic resources. Additionally,

the HPP will support the Comprehensive Plan's goals for economic and community development, development and redevelopment, and sustainability.

6.4 VIRGINIA BEACH OUTDOORS PLAN: A MASTER PLAN FOR THE PARKS & RECREATION SYSTEM



Figure 6.3

The Virginia Beach Outdoors Plan: A Master Plan for the Parks and Recreation System, completed in 2016, is the master plan for the Virginia Beach Parks and Recreation system, and is a component of the Virginia Beach Comprehensive Plan. This plan introduces new goals for park acquisition and improvement projects throughout the city's parks.

The Outdoors Plan incorporates Historic and Cultural Areas and highlights the following parks for their contributions to the City's historic and cultural identity:

- Kemps Landing Park: home to several public monuments

- West Neck Creek Park: home of the historic Buffington House
- Munden Point Park: historic water access site
- Cape Henry Trail and Norfolk Avenue Trail: conversion of historic rail corridor
- Marshview Park: An archaeology survey was conducted in 2014 with participation by public schools. Although no highly significant artifacts were found, the master plan for the park includes interpretation and preservation of the historic site within the park.
- Open Space near Thoroughgood House: preservation of historical landscape and viewshed
- Francis Land Park: public walkway adjacent to the Francis Land House
- Little Island Park: home to the historic coast guard buildings

Additionally, the Virginia Beach Parks & Recreation department has identified other potential historic properties that could be utilized for public parks. Under Historic and Cultural Areas, the report details that the Virginia Beach Parks & Recreation department is involved in several projects to highlight historic and cultural contexts throughout the city.

6.5 VIRGINIA BEACH SEA LEVEL WISE ADAPTATION STRATEGY



Figure 6.4

The Virginia Beach Sea Level Wise Adaptation Strategy, completed in 2020, was developed based on the Sea Level Rise Policy Response Report to understand the challenges relating to sea level rise and increased flooding events that face Virginia Beach and to develop strategies to proactively reduce the impacts of these threats. The report presents an Adaptation Framework that incorporates four complementary themes: Natural Mitigations, Prepared Communities, Engineered Defenses, and Adapted Structures. While the program is a part of the City's Department of Public Works, the initiative incorporates city-wide and cross-departmental services and strategies within its framework. Although the report incorporates strategies for Adapted Structures such as retrofitting existing buildings, the city's historic resources are not specifically addressed within the document.

Given the risk of flooding to historic resources in Virginia Beach, the City should develop a Recurrent Flooding and Sea Level Rise Mitigation Plan for Cultural Resources to serve as both an independent document for the Preservation Program, as well as an Adaptation Strategy Appendix to Sea Level Wise.

A mitigation plan will enable the City to integrate historic resource protections and planning into the overall Sea Level Wise program. This is particularly important because historic resources enjoy a wider array of options for protection and retrofits, accommodation from FEMA for flood protection, and are often constructed of traditional materials that perform better during and post-storm event. Therefore, management and treatment protocols for historic resources need to be front and center for adaptation planning (Sea Level Wise) and post-event recovery (Disaster Preparedness) so that the City of Virginia Beach and property owners fully benefit from the opportunities afforded to them. The mitigation plan would be the planning document to identify priorities and policies for treatment of designated historic and archaeological resources.

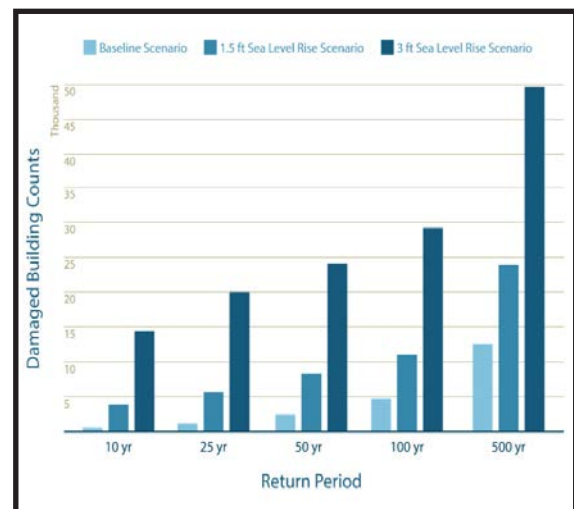


Figure 6.5 - The Sea Level Wise Adaptation Strategy demonstrates anticipated increase for damage.

Within the mitigation plan, the City should acknowledge and plan for differences in the impact of nuisance and pervasive flooding versus major storm events for historic properties. Furthermore, this document will enable clear delineation of roles and responsibilities so that funding and planning for

disaster recovery and mitigation can be appropriately managed. Examples of these roles and responsibilities include:

- Federal, State, Local Government
 - Major infrastructure projects
 - Minor infrastructure projects
 - Flood insurance
 - Building Code policies
 - Exemption requests
- Property Owner
 - Proactive property maintenance
 - Privately funded risk reduction strategies
 - Understanding risk and implementing retrofits based on true risk
- Neighborhood Association/Civic League
 - Education
 - Neighborhood wide projects and initiative

6.6 VIRGINIA BEACH RESORT AREA STRATEGIC ACTION PLAN 2030



Figure 6.6

The **Resort Area Strategic Action Plan 2030** (RASAP), completed in 2020, provides guidance for the future growth and development of the Virginia Beach Resort Area through a list of seven priorities. Rehabilitating and preserving the area's historic properties was included as part of the Steering Committee's guiding vision, and was incorporated into the Plan's priorities.

Two of the RASAP's priorities include historic preservation in their recommendations:

- Streetscape design
- Support impactful projects that benefit the Resort Area and the City of Virginia Beach

Both incorporate the importance of rehabilitating and adaptively reusing historic properties whenever possible, with this being a specific focus of Priority 4.5 of the RASAP. Priority 4.2 of the RASAP also incorporates the erection of historical markers into the design of streetscapes in the area.



APPENDICES

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APPENDIX 1: OVERVIEW OF PUBLIC ENGAGEMENT & RESULTS OF PUBLIC INPUT SURVEY

The foundation for this HPP heavily relied upon input from Virginia Beach residents, City staff, the HPC, and various stakeholder groups. In order to develop a plan to advance the community's vision for historic preservation and ensure that the goals herein could be achieved, several engagement meetings were held. Three focus groups informed the development of priorities for engagement. Additionally, the City hosted two virtual public engagement meetings and also issued a city-wide public input survey on its website. Each of these engagement activities is summarized in the following pages.

Due to COVID-19, typical in-person engagement was not possible. The virtual public meetings, and online public engagement survey resulted in an

overwhelming response. In particular the online survey resulted in over 1,000 responses that provided valuable insight.

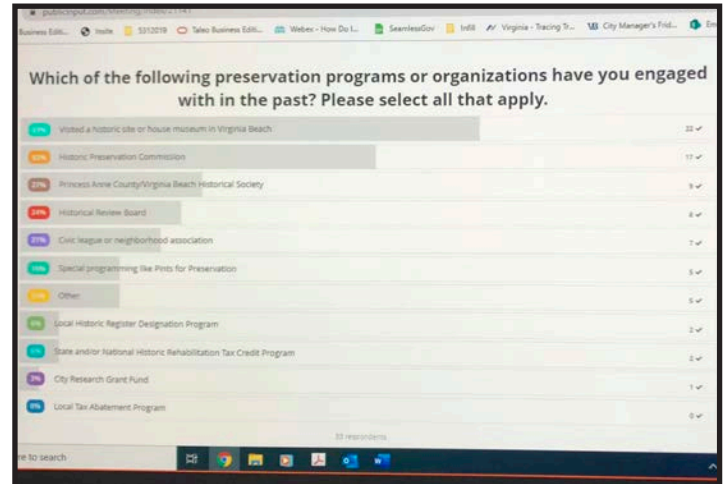


Figure A1.1 - During the first virtual public engagement meeting, attendees were able to participate in real time and provide feedback based on their experiences.

APPENDIX 1.1 FOCUS GROUPS

At the outset of the project, three focus groups were established by City Staff and the DHR. These focus groups included the HPP Steering Committee, the Student Leaders Committee, and a panel of City staff experts in sea level rise and recurrent flooding. CPG met with each focus group virtually at the start of the project to better understand the goals of these stakeholder groups. These focus groups also informed the development of the public opinion survey and the overall HPP.

The Steering Committee was composed of Citizens of Virginia Beach and members of the HPC, City Council, Planning Commission, HRB, and City Government. The Steering Committee emphasized the need for additional public engagement and interdepartmental partnerships, as well as interest in how the community viewed and valued historic preservation in Virginia Beach.

The Student Leaders Committee Focus Group was composed of local high school students who serve as a regular subcommittee of the HPC. This group indicated the need for greater community engagement and documentation of historic resources, as well as the need for a central source for information on the city's historic resources.

Lastly, the sea level rise and recurrent flooding group consisted of City of Virginia Beach Staff from Public Works, Planning and Community Development, Office of Emergency Management, and Housing and Neighborhood Preservation. In this meeting, city staff shared the ways their respective departments interact with historic resources and current city efforts to address sea level rise and recurrent flooding.

The first public meeting was held virtually on February 23, 2021, and was led by CPG with representation from the Virginia Beach Department of Planning and Community Development, the Communications Office, and DHR. The purpose of the meeting was twofold: provide background information about the project and gain insight from the community about their concerns and priorities relating to historic preservation. The presentation introduced the project team, outlined the goals and purpose for preparing a historic preservation plan, the project approach, and timeline. Throughout the hearing, the project team offered opportunities for the audience to respond to questions about preservation priorities using the Public Input survey platform in real time. This prompted conversations about preservation in the community and helped inform the plan’s recommendations.



55

Participants at Webex Event
(Including Staff and Presenters)

MEETING #1 PUBLIC INPUT: KEY QUESTIONS & RESPONSES

1) What factors should be considered when prioritizing historic preservation initiatives? (Select up to 3)

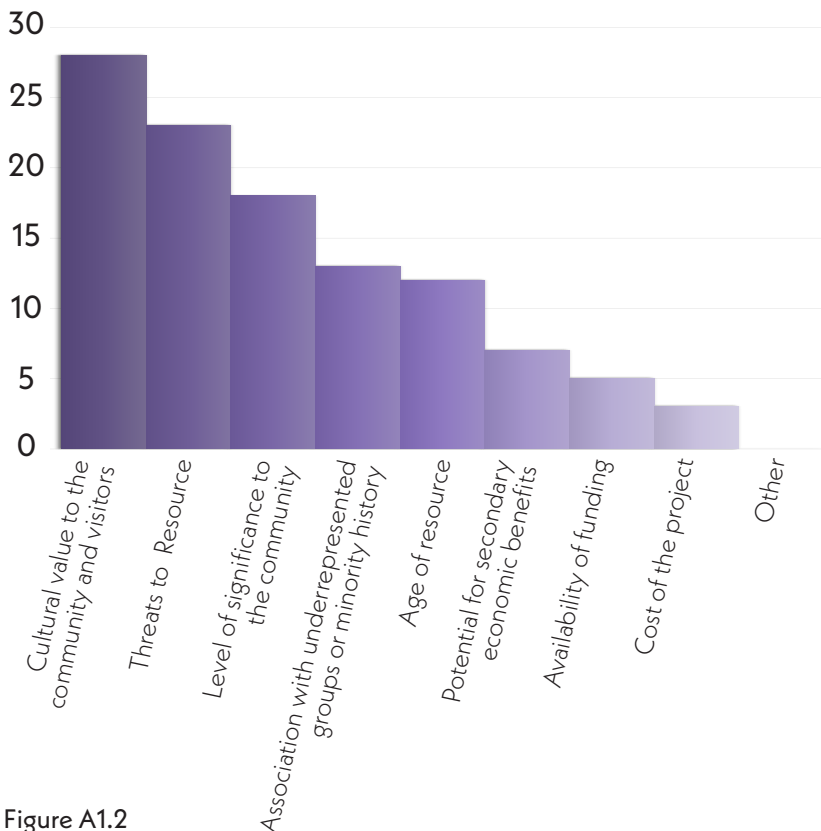


Figure A1.2

A key component of the initial meeting was to develop an understanding of the factors that the community found most important for prioritizing preservation projects, programs, and initiatives. Out of 37 responses, almost all favored cultural value to the community and visitors as vital priorities. Threats to resources and level of community significance also ranked high, showing a strong relationship between community values and historic preservation.

2) Which resources should be considered a priority in preservation planning? (Select up to 3)

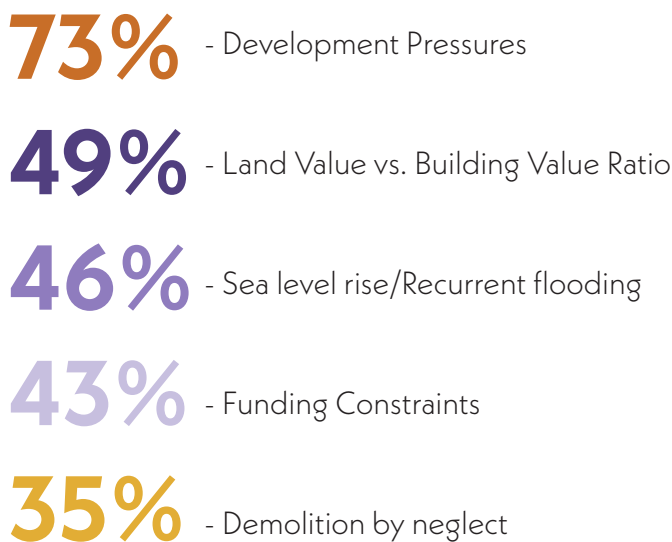


Archaeological sites received the highest number of votes along with meeting places or culturally significant sites, reiterating the connection between preservation and community. Nineteenth-century buildings were also prioritized over mid-century or post-World War II resources. These responses reveal an interest in cultural history and identity, as well as a need for engagement and advocacy for mid-century resources.

- 67% Archaeological Sites (Native American)
- 58% Meeting place or culturally significant sites
- 53% Buildings constructed in the 1800s
- 31% Pre-World War II beach cottages
- 31% Cemeteries
- 22% Rural landscape (Agricultural heritage)
- 17% Mid-century modern hotel
- 14% Other
- 6% Post-World War II suburban neighborhood

Figure A1.3

3) What is the greatest threat to historic resources in Virginia Beach? (Top 5 listed below)



It was important for the project team to understand what the community views as threats to historic resources, as these can vary from location to location. Responses overwhelmingly demonstrated a concern about development pressures and disproportionate land value, both often resulting in demolition. Sea level rise and recurrent flooding also ranked high as threats for preservationists in Virginia Beach.

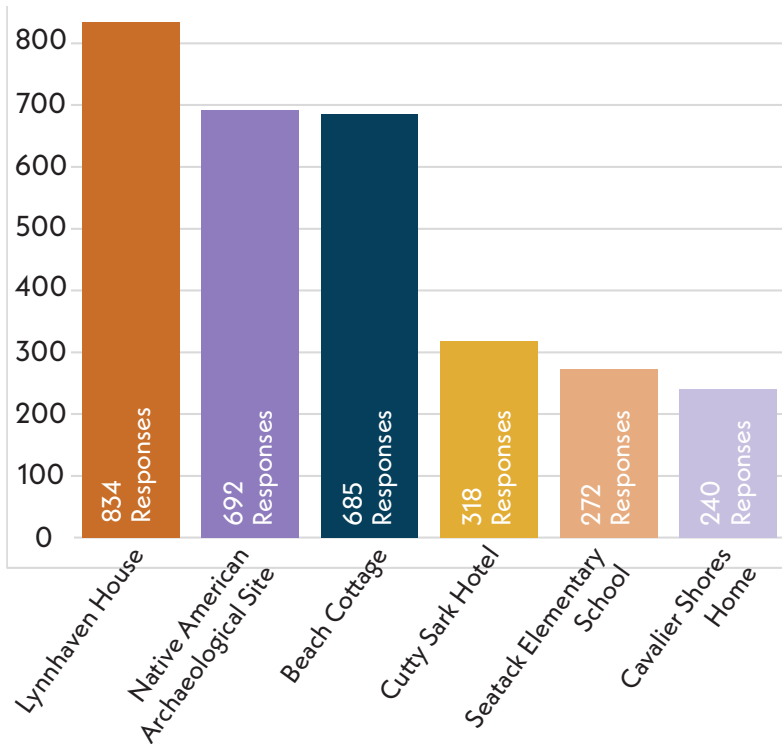
Figure A1.4

A public opinion survey was developed to understand community interests, priorities, and values relating to historic preservation in Virginia Beach, as well as the ways the community engages with and learns about the city’s historic and cultural resources. The survey was open to the public on the City of Virginia Beach survey platform from April 26, 2021 to May 16, 2021. In total, 1,038 participants responded to the survey. The following questions from the survey provided key insight into the Virginia Beach community’s values and priorities

that greatly contributed to the development of the HPP. It should be noted that the survey results are not without their limitations. Questions assumed some level of familiarity with historic preservation, museums, and/or cultural heritage. Questions were broad on purpose, and designed to better understand how residents define, value, and prioritize historic and cultural resources. Furthermore, demographic questions were unintentionally difficult to answer due to the online platform and cross-directional scrolling requirements.

PUBLIC OPINION SURVEY: KEY QUESTIONS & RESPONSES

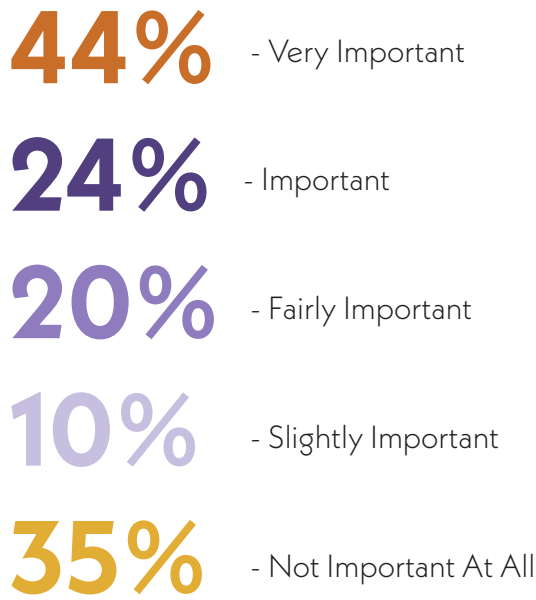
1) What images below contain historic buildings, sites, or places? (Out of 862 Respondents)



Overall, participants primarily associated historic places with nineteenth and early-twentieth century resources, meeting places or sites of cultural significance. Native American sites also ranked highly among the resources that Virginia Beach residents value. Trends in the selection of mid-twentieth century resources, Modern architecture, or those associated with underrepresented communities indicate that there is likely a need for education or increased awareness about the cultural and historic significance of these sites in Virginia Beach.

Figure A1.5

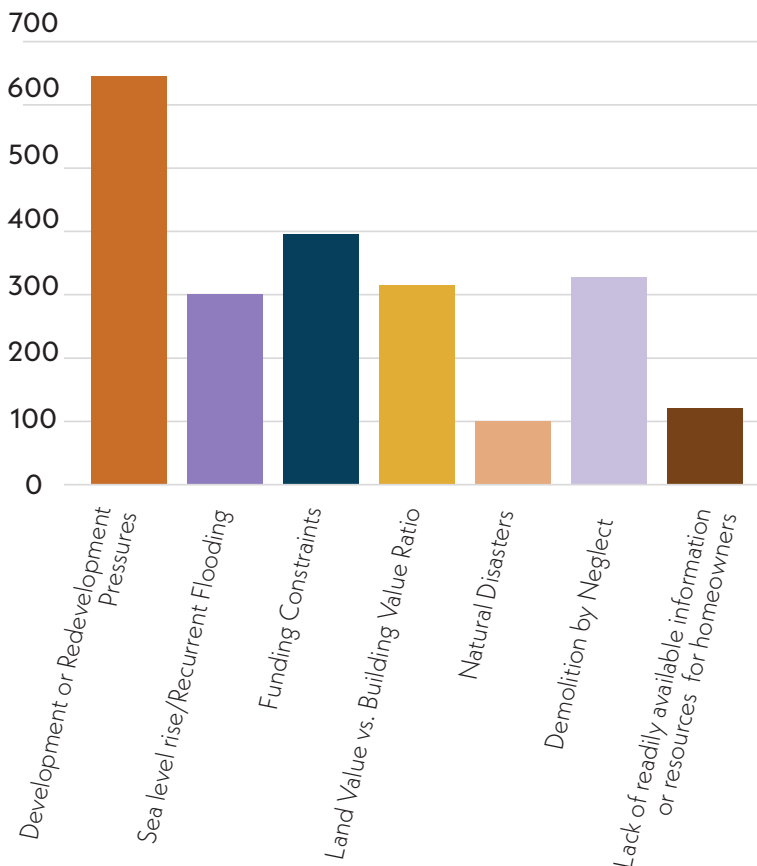
2) How important are historic resources for Virginia Beach tourism?



Preserving historic and cultural resources provides various benefits to a community, including advancing economic development through areas such as tourism. The overwhelming majority of participants identified historic resources as very important, important, or fairly important to tourism in Virginia Beach. These responses demonstrated the cultural and economic value residents place on the city’s historic resources. This demonstrates an opportunity for enhanced advocacy and marketing for historic and cultural resources.

Figure A1.6

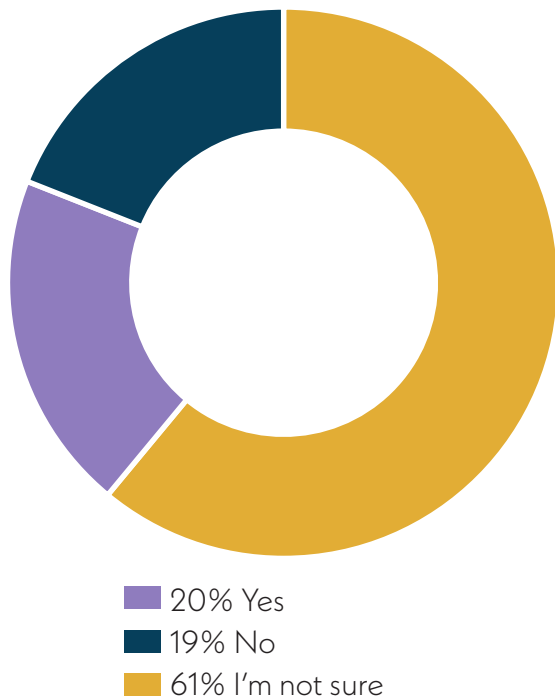
3) What is the greatest threat to historic resources in Virginia Beach? Please select up to 3.



Understanding how the community defines its threats to historic resources was a key element in determining appropriate objectives and actions, as well as documentation priorities for the HPP. The survey results indicated that the most significant threats to Virginia Beach’s historic resources are development pressures, funding constraints, demolition by neglect, disproportionate land value, and sea level rise and recurrent flooding. Of these threats, respondents ranked development pressures, sea level rise and recurrent flooding, and funding constraints as the top three threats to the city’s historic resources. The HPP, therefore, places emphasis on planning for the impacts of these threats to historic resources.

Figure A1.7

4) Do the City's current preservation programs serve underrepresented communities (racial, ethnic, and gender minorities, for example?)



Another key goal of the HPP is to enhance the diversity and inclusion of underrepresented communities and resource types in the City's historic preservation initiatives. Although the majority of respondents indicated they are either interested in local history and preservation or enjoy visiting historic places and sites, most were unsure if the City's current preservation program serves underrepresented communities. These results indicate the need to continue developing and raising awareness of the histories of the City's underrepresented communities and to provide informed objectives tied to documentation priorities.

Figure A1.8

APPENDIX 1.4 PUBLIC MEETING #2

The second public meeting was held virtually on June 29, 2021, and was led by CPG with representation from the Virginia Beach Department of Planning and Community Development, the Communications Office, and the DHR. The purpose of the meeting was to present the findings of the online public opinion survey, and to provide an overview of the HPP. The presentation also introduced the project team, reviewed the Plan's guiding principles, objectives, purpose, and timeline, and provided a link to the draft Preservation Plan. Finally, opportunity was given for questions and comments from the public.



22

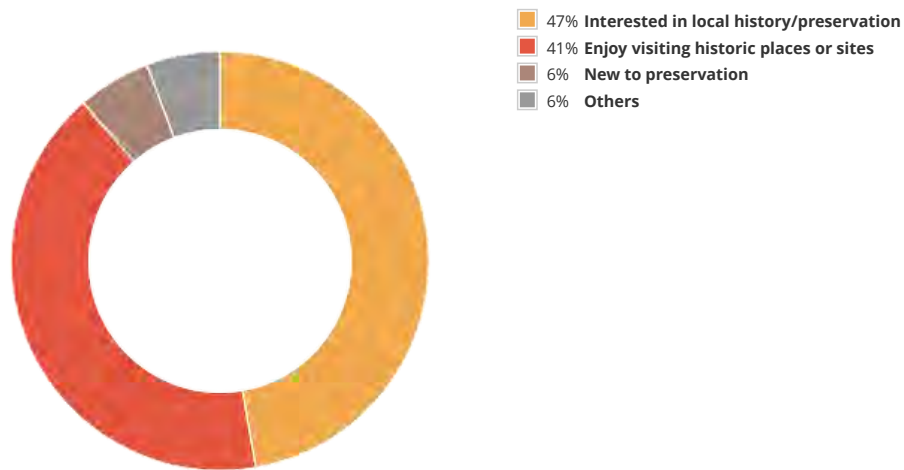
Participants at Webex Event
(Including Staff and Presenters)

Preserving History in Virginia Beach

Project Engagement

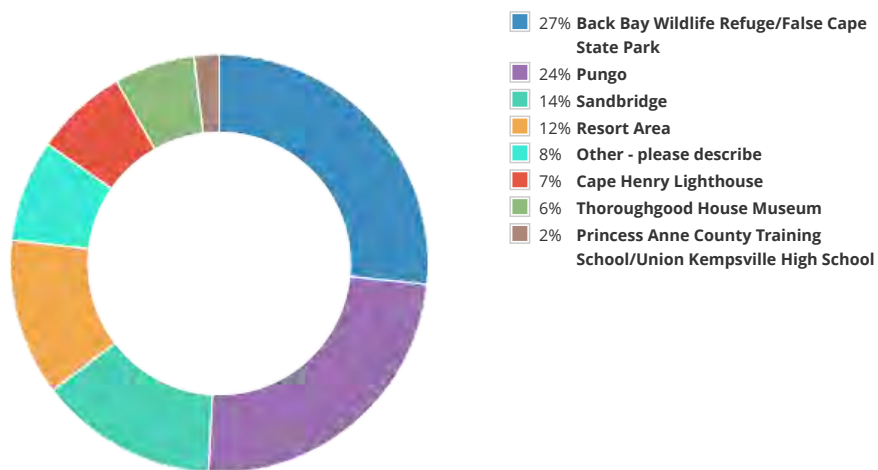
VIEWS	PARTICIPANTS	RESPONSES	COMMENTS
2,402	1,038	29,570	749

How are you involved in historic preservation in Virginia Beach? Please select the answer that best applies to you.



1,020 respondents

Which of the following is your favorite place to visit in Virginia Beach?



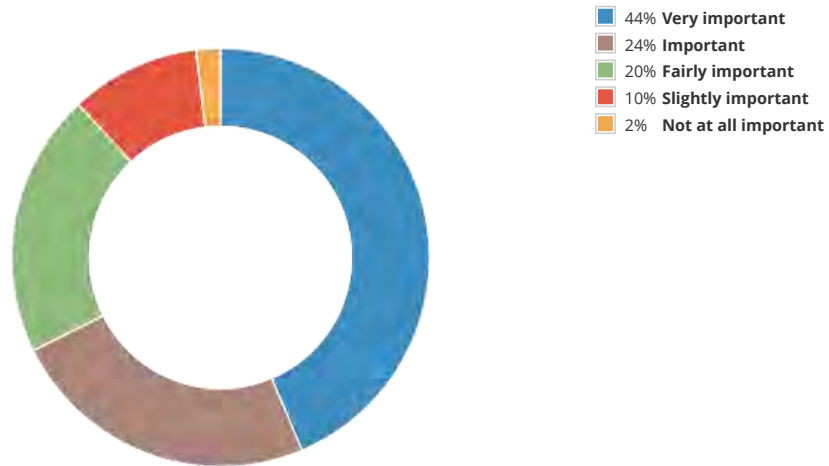
978 respondents

Which of the images below contain historic buildings, sites, or places? Select all that apply.

97%	A. Lynnhaven House (photo credit: CPG)	834 ✓
80%	E. Native American Archeological Site (photo credit: VDHR Archives)	692 ✓
79%	F. Beach cottage (photo credit: CPG)	685 ✓
37%	C. Cutty Sark Hotel (photo credit: VDHR Archives)	318 ✓
32%	B. Seatack Elementary School (photo credit: VDHR Archives)	272 ✓
28%	D. Home in Cavalier Shores (photo credit: VDHR Archives)	240 ✓

862 Respondents

How important are historic resources for Virginia Beach tourism?



956 respondents

Which of the following should be considered priorities in preservation planning? Please select up to 3 and rank them in order of importance.

75%	A building constructed by the 1800s	Rank: 1.51	630 ✓
46%	Meeting place or site of cultural significance	Rank: 1.97	391 ✓
29%	Historically African-American neighborhood	Rank: 2.02	247 ✓
33%	Rural agricultural landscape and outbuildings	Rank: 2.09	279 ✓
34%	Pre-World War II beach cottages	Rank: 2.15	290 ✓
31%	Cemeteries	Rank: 2.19	263 ✓
19%	Rural crossroads community	Rank: 2.27	162 ✓
7%	Mid-century modern hotel	Rank: 2.41	63 ✓
4%	Post-World War II suburban neighborhood	Rank: 2.44	36 ✓

845 Respondents

Which archaeological sites should be considered a priority for assessment and investigation? Please select up to 3 and rank them by order of importance.

72%	Prehistoric/Native American sites	Rank: 1.51	590 ✓
55%	Sites threatened by sea-level-rise and recurrent flooding	Rank: 1.81	448 ✓
32%	Sites of historic events such as battlefields	Rank: 2.05	263 ✓
27%	Sites located in the City's Historic and Cultural Districts	Rank: 2.16	223 ✓
47%	Sites with historic architectural resources that have had limited or no previous assessment	Rank: 2.25	381 ✓
36%	Sites where architectural resources have been lost or are in ruin	Rank: 2.32	295 ✓
10%	Sites of significance on state or Federally- owned property	Rank: 2.37	78 ✓

815 Respondents

What factors should be considered when prioritizing City historic preservation initiatives?
Please select up to 3 and rank them in order of importance.

53%	Level of significance to the community	Rank: 1.75	423 ✓
39%	Age of the resource	Rank: 1.81	309 ✓
48%	Threats to resource such as sea-level-rise/flooding, neglect, development pressure	Rank: 1.89	383 ✓
21%	Cost of the project	Rank: 1.96	170 ✓
26%	Association with underrepresented groups or minority history	Rank: 1.97	204 ✓
55%	Cultural value to the community and visitors	Rank: 2.04	440 ✓
25%	Funding availability	Rank: 2.24	198 ✓
19%	Potential for secondary economic benefits to the community	Rank: 2.54	154 ✓

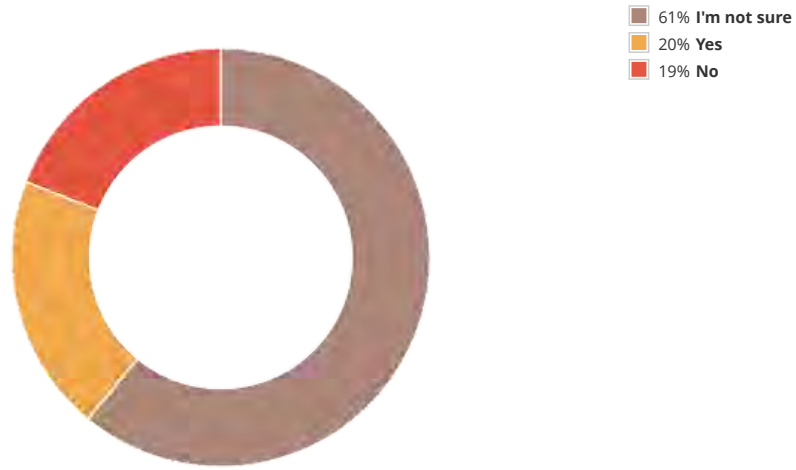
799 Respondents

What is the greatest threat to historic resources in VB? Please select up to 3 and rank from highest to lowest risk.

83%	Development or Redevelopment Pressures	Rank: 1.52	645 ✓
39%	Sea-level-rise/Recurrent Flooding	Rank: 1.95	301 ✓
51%	Funding Constraints	Rank: 2.06	396 ✓
40%	Land Value vs. Building Value Ratio	Rank: 2.17	315 ✓
13%	Natural Disasters	Rank: 2.23	100 ✓
42%	Demolition by Neglect	Rank: 2.28	328 ✓
16%	Lack of readily available information or resources for homeowners	Rank: 2.41	121 ✓

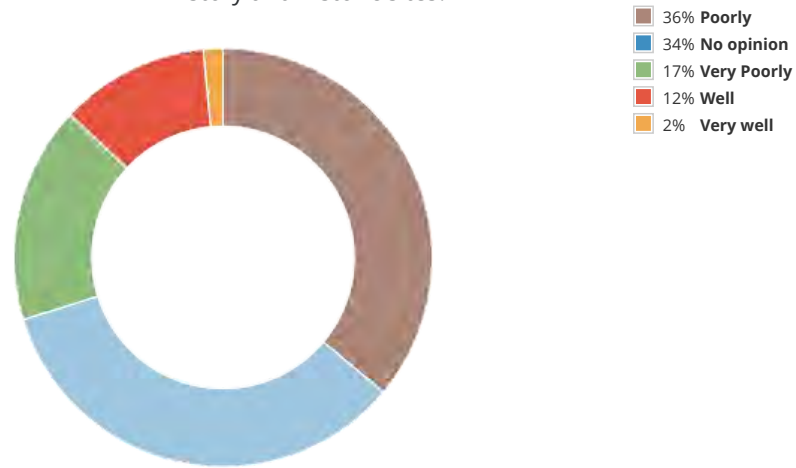
778 Respondents

Do the City's current preservation programs serve underrepresented communities (racial, ethnic, and gender minorities, for example)?



827 respondents

How well does the Virginia Beach City Public School system educate students about local history and historic sites?



728 respondents

Which of the following activities should Virginia Beach City Public Schools use to promote historic preservation and historic sites? Please select up to 3 and rank.

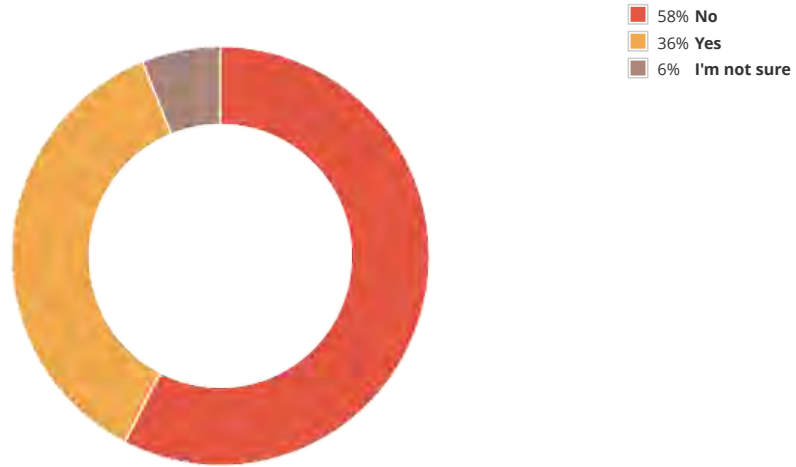
75%	Prioritize local historic sites when choosing field trip locations	Rank: 1.55	506 ✓
66%	Use local examples in history/social studies curriculum	Rank: 1.86	444 ✓
25%	Encourage students to conduct oral history interviews with long-time residents	Rank: 2.09	169 ✓
46%	Prioritize local historic sites in the selection of student projects	Rank: 2.21	309 ✓
40%	Develop extracurricular activities directly related to history and historic preservation	Rank: 2.21	270 ✓
30%	Encourage independent projects focused on local history/sites	Rank: 2.34	201 ✓

Which of the following preservation programs or organizations have you engaged with in the past? Please select all that apply.

84%	Visited a historic site or house museum in Virginia Beach	521 ✓
44%	Civic league or neighborhood association	269 ✓
17%	Princess Anne County/Virginia Beach Historical Society	104 ✓
11%	Historic Preservation Commission	67 ✓
9%	Other (please explain)	58 ✓
6%	Special programming like Pints for Preservation or Preservation Month activities	36 ✓
3%	Historical Review Board	19 ✓
2%	State and/or National Historic Rehabilitation Tax Credit Program	14 ✓
2%	Local Designation Program	12 ✓
2%	City Research Grant Fund	11 ✓
1%	Local Tax Abatement Program	7 ✓

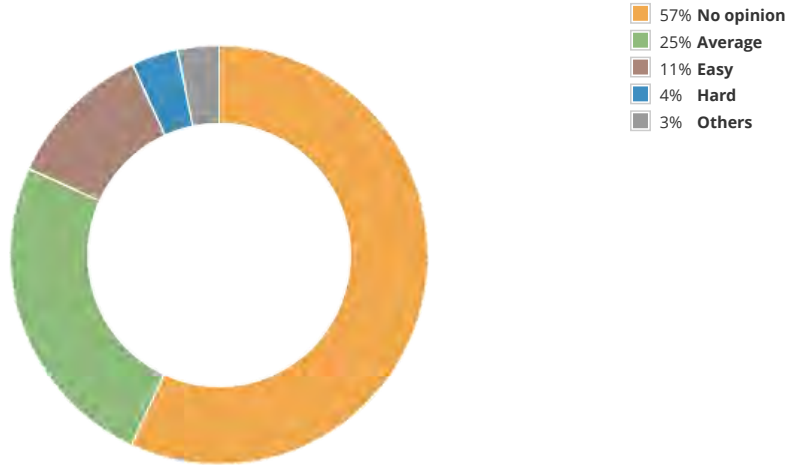
617 Respondents

Have you used the City's website to learn about historic preservation programs?



688 respondents

If you have used the City's website to learn about its historic preservation programs, how would you rate the ease of navigating the website?



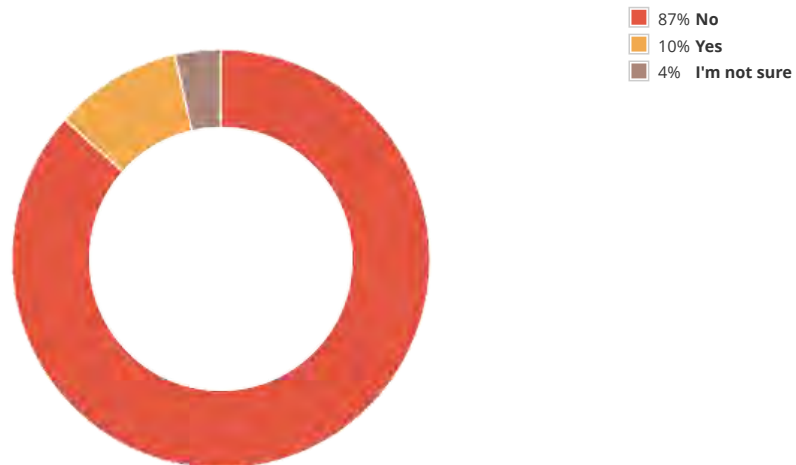
558 respondents

What information would be helpful to have online for residents of Virginia Beach interested in historic preservation?

66%	All of the above	441 ✓
55%	Map of historic sites open to the public	370 ✓
35%	Events calendar for historic preservation programs	234 ✓
33%	Hyperlinks to local historic house museum websites	223 ✓
25%	Hyperlinks to local preservation societies and advocacy groups	165 ✓
22%	Resource guide for owners of historic homes	147 ✓
1%	None of the above	6 ✓

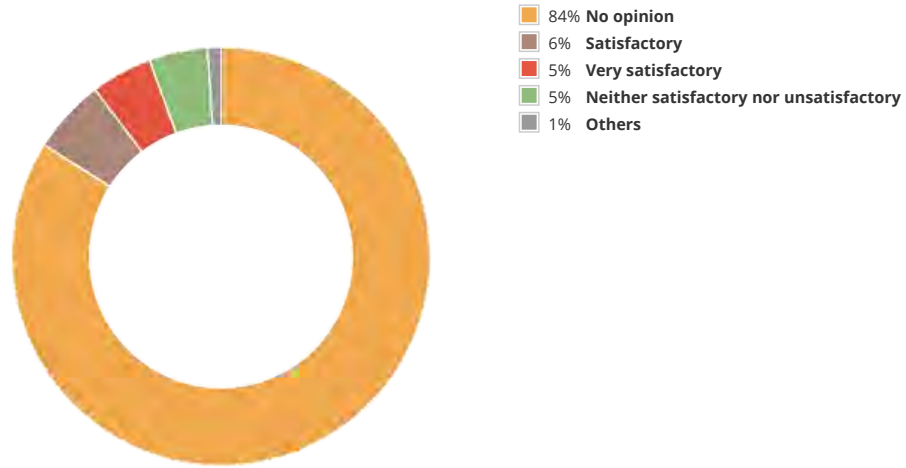
673 Respondents

Have you contacted or worked with the Historic Preservation Commission in the past?



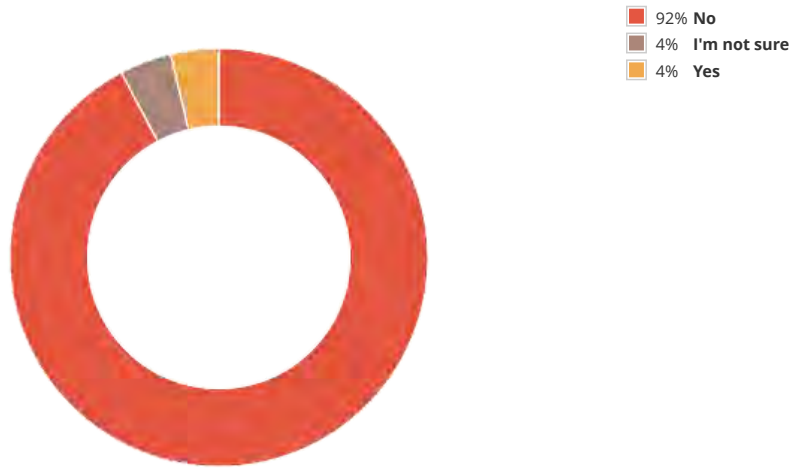
678 respondents

If you have contacted or worked with the Historic Preservation Commission in the past, how would you rate the experience?



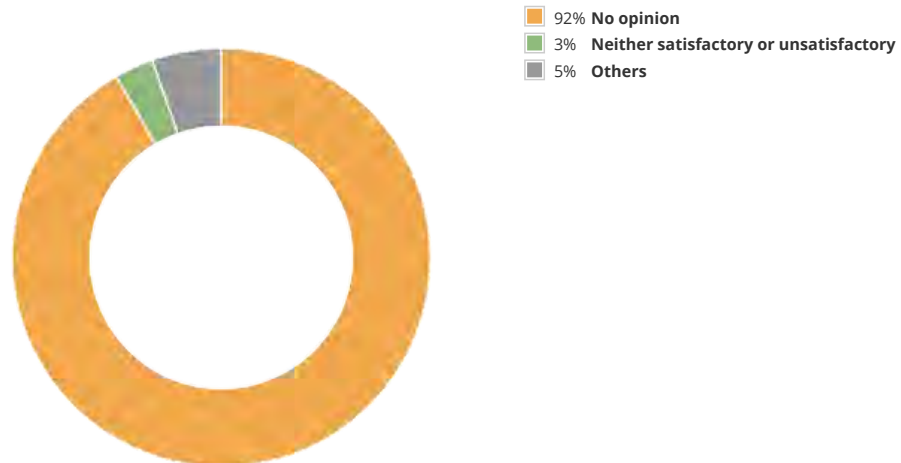
486 respondents

Have you contacted or worked with the Historical Review Board in the past?



674 respondents

If you have contacted or worked with the Historical Review Board in the past, how would you rate the experience?



466 respondents

What types of programming would you be interested in seeing in Virginia Beach? Please select up to 3.

50%	Social media posts highlighting historic sites or neighborhoods and their history	330 ✓
37%	Guided neighborhood tours (walking or bike)	244 ✓
33%	History in the Attic program (Residents bring their family photos, scrapbooks, etc., to an event to be digitized for local research)	216 ✓
28%	Virtual tours	187 ✓
26%	Self-guided bike tours	172 ✓
21%	Oral history interview program	137 ✓
20%	Hands-on workshops	134 ✓
20%	Special fundraising events like Pints for Preservation	132 ✓
18%	Speaker programs	120 ✓
16%	Scavenger hunts	108 ✓
3%	Award programs	19 ✓
2%	Other (explain)	12 ✓

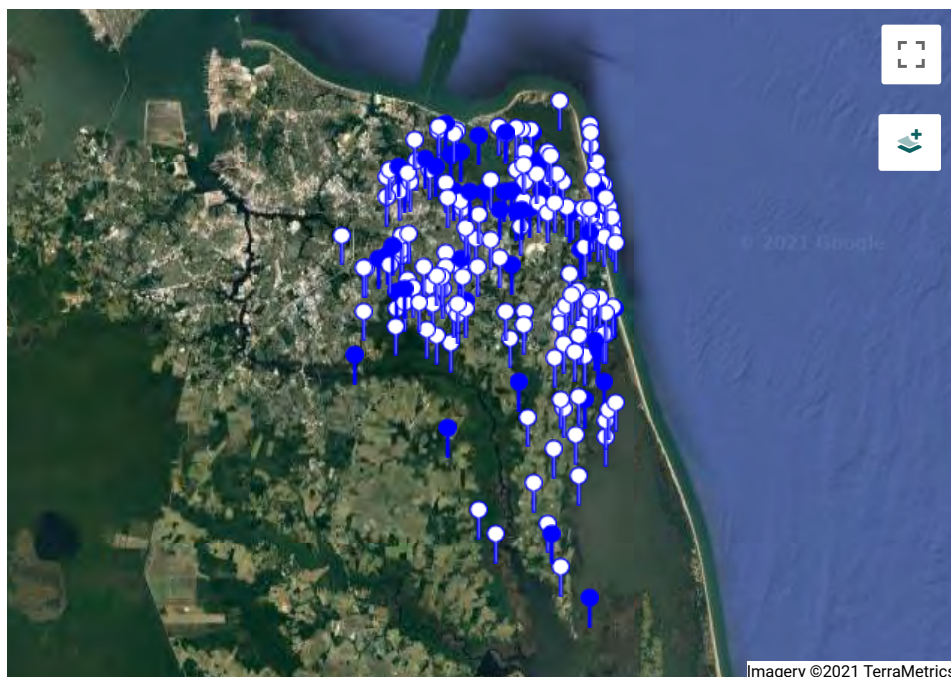
660 Respondents

How do you learn about historic preservation programs in Virginia Beach? Please select your top 3 sources.

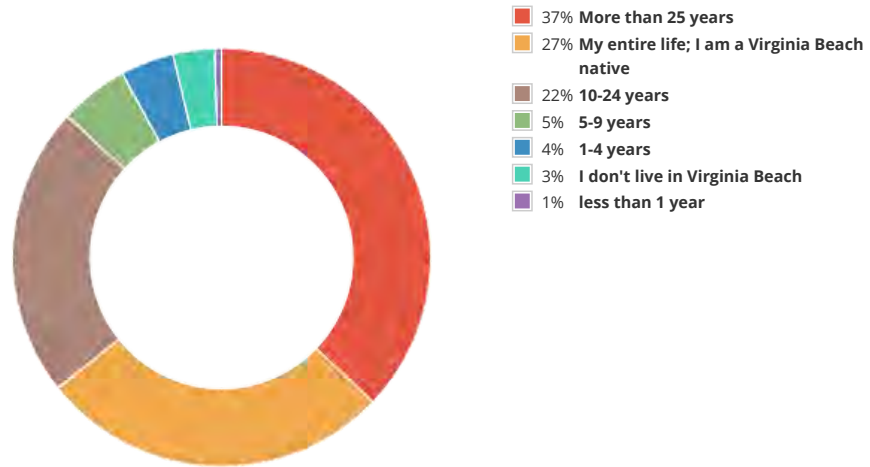
54%	Social media	359 ✓
47%	Word of mouth	310 ✓
45%	Local newspaper articles	298 ✓
33%	Local TV News	217 ✓
26%	Virginia Beach City Website	169 ✓
8%	Non-profit marketing campaigns	51 ✓
7%	Email subscriptions to newsletters	49 ✓
7%	Other (explain)	49 ✓
7%	Local Radio Station	47 ✓

660 Respondents

In which neighborhood do you live? Please drop a pin to show the location.



How long have you lived in Virginia Beach?



559 respondents

APPENDIX 2: TYPES OF HISTORICAL DESIGNATIONS

Virginia Beach is home to properties that are recognized under several different types of historic designation programs, including the National Register of Historic Places (NRHP), the Virginia Landmarks Register (VLR), the local Virginia Beach Historical Register (VBHR), and the local Virginia Beach Historic and Cultural Districts (HCDs). It is important to note that each of these designations are independent from one another. While boundaries may sometimes overlap or align, they are not always the same. Furthermore, properties or resources that are considered “Contributing” or “Non-Contributing” may differ from one designation to another. The register programs discussed below are honorary and primarily intended to recognize historic significance. The register programs (NRHP, VLR, and VBHR) are not regulatory or restrictive, and do not provide protection for historic resources. Regulatory review resides with the Historical Review Board (HRB) for alterations in the HCDs.

THE NATIONAL REGISTER OF HISTORIC PLACES

The NRHP was established in 1966 with the passage of the National Historic Preservation Act and is overseen by the NPS. It is the official list of buildings, structures, sites, objects, and districts that embody the historic and cultural significance of the United States. Resources listed in the NRHP may be significant at the local, state, or national level. The NRHP is an honorific designation that is intended to increase public awareness of a community’s historic resources, encourage preservation, and qualify the property owner for financial benefits through the Federal Historic Rehabilitation Tax Credit program for income-producing properties. The NRHP does not prevent the owner from making changes to a property or restrict the use of the property.

A list of properties in Virginia Beach on the NRHP can

be accessed on the [Virginia Department of Historic Resources’ website](#).

THE VIRGINIA LANDMARKS REGISTER

The VLR was created in 1965 by the General Assembly of Virginia and is the state’s official list of significant historic and cultural resources. The VLR is overseen by the Virginia Department of Historic Resources and follows the criteria set by the NPS for the NRHP. Like the NRHP, the VLR is an honorific designation and does not restrict the use of or changes to the building. Both income-producing and non-income producing properties listed in the VLR are eligible for the State Historic Rehabilitation Tax Credit. The City also provides tax relief to property owners of historic resources that are individually listed in the VLR, via the Historic Landmarks Exemption.

A list of properties in Virginia Beach on the Virginia Landmarks Register can be accessed on the [Virginia Department of Historic Resources’ website](#).

VIRGINIA BEACH HISTORICAL REGISTER

The VBHR was established by the Virginia Beach City Council in 1999. The register recognizes buildings, structures, and sites that are important to and/or illustrative of the historical development of the City and its predecessor jurisdictions. Nomination to the VBHR is voluntary and requires consent of the property owner. The VBHR is an honorary designation and carries no restrictions or regulatory oversight. VBHR properties are recognized by issuance of a certificate noting their status as a local landmark and property owners receive a plaque that may be fixed to the exterior of the building to recognize the property’s status. VBHR properties are also eligible for local tax incentives including the Exemption for Rehabilitated Residential Real Estate.

VIRGINIA BEACH HISTORIC AND CULTURAL DISTRICTS

The Virginia Beach Historic and Cultural District Overlay (HCD) program was established in 1969 to preserve and protect certain areas within the City that have historic and cultural significance. The intent of Article 13 of the Zoning Ordinance is to preserve the City's historic and cultural resources, promote tourism and economic development, foster a sense of place, and assure compatible design and development within the Districts. HCDs are the only designation requiring regulatory review to protect the character of historic resources and districts. Proposed alterations within HCDs are reviewed by the Historical Review Board (HRB). Establishing the boundaries and regulations for an HCD requires a zoning amendment for the specific parcel or parcels designated. It is important to note that the City does not generally consider adding new HCDs or expanding the boundaries of existing HCDs without owner support.

A list of Virginia Beach's Historic and Cultural Districts can be accessed on the [City of Virginia Beach's website](#).

There are several programs available offering incentives for historic preservation activities. The two most well-known are the Federal and State historic rehabilitation tax credit programs. Historic tax credits are a dollar-for-dollar reduction on income tax liability for taxpayers who rehabilitate historic buildings. For entities that cannot use the credits (such as non-profits or churches), a process of syndication enables them to be transferred to a taxpaying entity in exchange for cash.

FEDERAL

FEDERAL HISTORIC REHABILITATION TAX CREDITS

The Federal Tax Credit Program was established in 1977; to date, rehabilitations have occurred in all fifty states, Puerto Rico, and the Virgin Islands. The Federal Historic Rehabilitation Tax Credit Program offers a 20% income tax credit for the rehabilitation of historic, income-producing buildings that are determined to be “certified historic structures.” In order to be eligible, a property must be individually listed in the National Register of Historic Places, contributing to a National Register historic district, or deemed eligible, either individually or as part of a district, for inclusion in the National Register.

The tax credit program is a three-part application process:

- Part 1 – Evaluation of Significance: The Part 1 application provides information about the appearance and significance of the project building; this portion of the application is not required for buildings individually listed on the VLR and NRHP.
- Part 2 – Description of Rehabilitation: The Part

2 application describes the current condition of the building and outlines the planned scope of work for the rehabilitation. The proposed work is evaluated by the SHPO and NPS based on the Secretary of the Interior’s Standards for Rehabilitation.

- Part 3 – Request for Certification of Completed Work: The Part 3 application is submitted upon project completion, and documents in photographs that the work was completed as proposed. Approval of this application certifies that the project meets the Standards and is a “certified rehabilitation,” allowing the applicant to claim the 20% credit. In order to adequately review the proposed work, State Historic Preservation Offices (DHR in Virginia) and NPS require the following documentation:
 - Photographs: A comprehensive set of photographs documenting both the exterior and interior of a building prior to the start of work must be included with either the Part 1 or Part 2 application. Photographs should be in color, taken at a high resolution, and printed at least 4” x 6” in size on photographic paper. Photographs should also be numbered, labeled or captioned, and keyed to accurate existing floor plans.
 - Drawings: Drawings illustrating the proposed work should be included with the Part 2 application. Sufficient detail should be included to show planned alterations or new construction. Typical drawings included with a Part 2 application include floor plans, elevations, and sections. Additional detailed drawings, such as those of existing and proposed new windows in the case of window replacement, may also be required for a

successful Part 2 application.

- Maps and Site Plans: Maps are helpful to include with the Part 1 application to clearly identify the project building site, particularly if it is within an historic district. If available, historic maps, such as Sanborn Fire Insurance Maps, can also be included to help accurately document changes that were made to a building during or outside of the period of significance.

STATE

STATE HISTORIC REHABILITATION TAX CREDITS

The Virginia State Historic Rehabilitation Tax Credit Program was established in 1997. The Virginia program offers a 25% income tax credit for the rehabilitation of historic, owner-occupied or income-producing buildings that are determined to be “certified historic structures”; income-producing projects often qualify for both State and Federal credits. As with the Federal program, in order to be eligible, a property must be individually listed in the Virginia Landmarks Register or the National Register of Historic Places, contributing to a National Register historic district, or deemed eligible, either individually or as part of a district, for inclusion in the National Register.

The application process and required documentation is the same for the State and Federal programs.

In order to qualify for the program, projects must be substantial in nature as judged by the Substantial Rehabilitation Test. For the Virginia State program, the requirement is dependent on whether the building is an owner-occupied residence or an income-producing property. For owner-occupied residences, the eligible expenditures must be at least 25% of the local government’s assessed value

of the building (excluding land) in the year prior to starting work. For income-producing properties, the eligible expenditures must be at least 50% of the local assessed value. The measuring period for the Substantial Rehabilitation Test is 24 months, unless a project is phased, then the measuring period is extended to 60 months.

The measuring period must end the same year that the project is completed, but the owner does not have to complete the project within the measuring period. For Virginia projects, as described above, the assessed value is determined the year prior to starting work. Additionally, if phased, the phasing plan must be submitted with the Part 2 application. At the completion of a Federal project, there is no holding period; once the project is closed out, the applicant can do additional work on the building without reporting it to the Virginia Department of Historic Resources. The credits can be carried forward for ten years; there is no carryback with State credits. Direct links to more information are also provided in the Resource Guide.

VIRGINIA BEACH

PARTIAL REAL ESTATE TAX EXEMPTION FOR HISTORICALLY SIGNIFICANT REHABILITATED STRUCTURES

In recognition of the educational and cultural value of the city’s historically significant structures, the city council enacted an ordinance (City Code Sec.35 through 80.1) allowing a partial exemption of real estate taxes. The exemption shall not apply to new construction. Eligibility for this exemption requires the following:

- The structure shall be listed on the Virginia Beach Historical Register or be a structure eligible for

listing on the Register, and for which an application for inclusion on the Register is pending at the time rehabilitation commences.

- The structure shall be no less than fifty (50) years of age at the time the application is made.

amount to at least twenty-five (25) percent of the structure's assessed value immediately prior to the rehabilitation work. Allowable costs are specified in City Code Section 35-80.1, at paragraph (g), sub-paragraph (1).

Exemption for Rehabilitated Residential Structures:

- The exemption shall be in the amount equal to the greater of the initial increase in the assessed value of the structure resulting from the rehabilitation as determined by the Real Estate Assessor, or an amount equal to fifty (50) percent of the qualifying cost of the rehabilitation.
- The exemption shall run with the land for fifteen (15) years.
- No increase in assessment occurring after the first year of such rehabilitation exemption shall qualify for an increase in such exemption.
- In the event of a decrease in the property's assessed value after the first year of any rehabilitation exemption, the exemption shall be based on the difference in taxes computed on the base value and the decreased assessed value of the property.

Application for Exemption:

- Application for a partial exemption for the rehabilitation of an historically significant structure must be filed prior to the commencement of any rehabilitation work for which exemption is sought.
- The owner of such a structure shall, at the same time an application is made for a building permit to rehabilitate such a structure, file forms with the Real Estate Assessor and the Planning Director.

HISTORIC LANDMARKS EXEMPTION

The Virginia Department of Historic Resources (DHR) administers the Virginia Landmarks Register program designed to promote the preservation of Virginia's historic properties. This registry was created in 1966 and serves as the state's official list of properties important to Virginia's history.

Exemption for Rehabilitated Commercial or Industrial Structures:

- The exemption shall be an amount equal to fifty (50) percent of the qualified costs of rehabilitating the structure; provided, however, that the amount of the exemption shall not exceed the amount of the assessment of the structure at any time after its rehabilitation.
- The exemption shall run with the land for fifteen (15) years.
- For any rehabilitation project to qualify for this exemption, the rehabilitation project costs must

Properties included on the state register qualify for a lower tax rate. This reduced rate applies to the building only and not to the land.

Virginia Beach properties that are listed on the state and national registers are available online.

APPENDIX 4: GLOSSARY

A

ADAPTIVE REUSE: A use for a structure other than its historic use, normally entailing some modification of the structure.

B

BRICK-AND-MORTAR: The physical presence of an organization or business in a building or other structure.

C

CERTIFIED LOCAL GOVERNMENT (CLG): Jointly administered by the National Park Service and the State Historic Preservation Offices, each local community works through a certification process to become recognized as a Certified Local Government. Once certified, CLGs become an active partner in the Federal Historic Preservation Program. Each community gains access to benefits of the program and agrees to follow required Federal and State requirements.

CLIO APP: An online resource for historic and cultural sites that is crowd-sourced content for survey and documentation. In Virginia Beach, the community and Student Leaders Committee have worked to incorporate historic and cultural resources into the Clio App that allows anyone access to the information from the Clio website.

CONDITION: The physical state of a structure or its components.

CONDITION ASSESSMENT: An evaluation of the physical condition of a structure, distilled by elements and details, with a description of deteriorated areas and the cause for deterioration.

CONDITION ASSESSMENT REPORT: A formal report which presents the condition assessment data. This report may cover the entire historic structure or a single feature or system.

CONTRIBUTING RESOURCE: A building, site, structure, or object adding to the historic significance of a property or district.

CULTURAL LANDSCAPE: A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with an historic event, activity, or person exhibiting other cultural or aesthetic values.

CULTURAL RESOURCE: An aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places and as archaeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes.

CULTURAL RESOURCE MANAGEMENT (CRM): The range of activities aimed at understanding, preserving, and providing for the enjoyment of cultural resources. It includes research related to cultural resources, planning for actions affecting them, and stewardship of them in the context of overall operations. It also includes support for the appreciation and perpetuation of related cultural practices, as appropriate.

D

DESIGN GUIDELINES: Criteria which provide direction to projects regarding design. They help to ensure that rehabilitation projects and new construction respect the character of designated buildings, districts, and appropriately manage change.

DEMOLITION BY NEGLECT: Refers to the practice of allowing a building to deteriorate to the point that demolition becomes necessary or restoration becomes unreasonable.

E

EASEMENT: A voluntary legal agreement, typically in the form of a deed, which permanently protects a significant historic property. Since it is a perpetual easement, an owner is assured that the property's historic character will be preserved.

ENVIRONMENTAL REVIEW: The process of reviewing a project and its potential environmental impacts to determine whether it meets federal, state, and local environmental standards.

F

FEMA: The Federal Emergency Management Agency is an agency of the United States Department of Homeland Security whose purpose is leading the Nation's efforts to prepare for, protect and mitigate against, respond to, and recover from the impacts of natural disasters and man-made incidents or terrorist events.

G

GEOGRAPHIC INFORMATION SYSTEM (GIS): A geographic information system is a conceptualized framework that provides the ability to capture and analyze spatial and geographic data.

GREEN LINE: The Green Line was developed in the 1980s to limit residential development in the southern half of the city, thus preserving a substantial agricultural area.

H

HERITAGE TOURISM: The National Trust for Historic Preservation defines heritage tourism as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past."

HISTORIC AMERICAN BUILDING SURVEY (HABS) OR HISTORIC AMERICAN ENGINEERING RECORD (HAER): Architectural and engineering documentation programs that produce a thorough

archival record of buildings, engineering structures, and cultural landscapes significant in American history and the growth and development of the built environment.

HISTORIC CHARACTER: The sum of all visual aspects, features, materials, and spaces associated with a property's history.

HISTORIC CONTEXT: The setting in which an historic element, site, building, structure, street, or district exists.

HISTORIC DISTRICT: A geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, landscapes, structures, or objects, unified by past events or aesthetically by plan or physical developments. A district may also be composed of individual elements separated geographically but linked by association or history.

HISTORIC PRESERVATION TAX INCENTIVES: A national program created to encourage private sector investment in the rehabilitation and reuse of historic buildings. Also known as Historic Rehabilitation Tax Credits, these are dollar-for-dollar reductions in income tax liability for taxpayers who rehabilitate historic buildings.

- **Federal Rehabilitation Tax Credits:** A 20% income tax credit for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be "certified historic structures." The State Historic Preservation Offices and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation, while the Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken.
- **Virginia State Rehabilitation Tax Credits:** A 25% income tax credit for the rehabilitation of historic owner-occupied and income-producing buildings that are determined by the State Historic Preservation Office to be "certified historic structures." The State Historic

Preservation Office reviews the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation, while the Virginia Department of Taxation defines qualified rehabilitation expenses on which the credit may be taken.

HISTORIC PROPERTY: Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior. This term includes artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization and that meet the National Register criteria.

HISTORIC REHABILITATION TAX CREDIT (HTC): A dollar-for-dollar reduction in income tax liability for taxpayers who rehabilitate historic buildings. Credits are available from both the Federal government and the state of Virginia. The amount of the credit is based on total rehabilitation costs. Only certain buildings qualify for the tax credit program.

HISTORIC RESOURCE: An historic resource is a building, structure, object, site or historic district that is generally considered to contribute to an historic property. An historic resource is typically at least 50 years of age, or eligible under Criterion G for its exceptional significance, and should also be associated with the historic property's period of significance and historic significance for the purposes of survey and inventory, and historic resource may be any resource 50 years of age or older, and therefore more broadly defined.

HISTORIC SIGNIFICANCE: The meaning or value ascribed to a structure, landscape, object, or site based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

I
INTEGRITY: The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic period.

M
MAINTENANCE: Upkeep of property or equipment either on a regular basis or as a non-recurring event.

N
NATIONAL ALLIANCE OF PRESERVATION COMMISSIONS (NAPC): Founded in 1983 in response to amendments to the National Historic Preservation Act of 1966. These amendments provided financial assistance to local governments that met requirements of the Certified Local Government Program, including the establishment of a local preservation ordinance and commissions. The NAPC was formed to provide a forum for commissions to discuss mutual problems and to serve as a national voice representing the particular needs of commissions.

NATIONAL HISTORIC PRESERVATION ACT (NHPA): Declares a national policy of historic preservation, including the encouragement of preservation on the state and private levels; authorizes the Secretary of the Interior to expand and maintain a National Register of Historic Places including properties of state and local as well as national significance; establishes the Advisory Council on Historic Preservation; requires federal agencies to consider the effects of their undertakings on National Register properties and provide the Advisory Council opportunities to comment (§106).

NATIONAL PARK SERVICE (NPS): A bureau of the U.S. Department of the Interior which is responsible for the preservation of natural and cultural resources.

NATIONAL REGISTER OF HISTORIC PLACES (NRHP): The United States' official list of buildings, structures, sites, objects, and districts that embody the historical and cultural foundations of the nation, established in 1966 and managed by the National Park Service.

NATIONAL REGISTER HISTORIC DISTRICT: Historic districts are designations of a group of buildings that together form an historically or architecturally significant area. The designation is intended to preserve the character of the significant area, but not freeze it in time. Historic districts are honorary and

come with no restrictions as to what a homeowner can do to their property, but it does allow for the use of historic rehabilitation tax credits and other tax benefits.

NON-CONTRIBUTING RESOURCE: A building, site, structure, or object that does not add to the historic significance of a property or district, or is not historic.

NATIONAL FLOOD INSURANCE PROGRAM (NFIP): The National Flood Insurance Program provides flood insurance to property owners, renters, and businesses, and having this coverage helps them recover faster when floodwaters recede. It works with communities required to adopt and enforce floodplain management regulations that help mitigate flooding effects.

NATIONAL TRUST FOR HISTORIC PRESERVATION (NTHP): Founded in 1949, the NTHP is a privately funded, nonprofit organization based in Washington, D.C., that works in the field of historic preservation and supports the preservation of America's diverse historic buildings, neighborhoods, and heritage through its programs, resources, and advocacy.

P
PERIOD OF SIGNIFICANCE: The span of time in which a property attained the significance for which it meets the National Register criteria.

PRESERVATION: The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

PRESERVATION MAINTENANCE: Action to mitigate wear and deterioration of an historic property without altering its historic character. Action includes protecting its condition, repairing when its condition

warrants with the least degree of intervention including limited replacement in-kind, replacing an entire feature in-kind when the level of deterioration or damage to materials precludes repair, and stabilization to protect damaged materials or features from additional damage. For archaeological sites, it includes work to moderate, prevent, or arrest erosion.

PRESERVATION VIRGINIA: A privately-funded, statewide historic preservation leader founded more than 100 years ago. Preservation Virginia works to ensure the relevancy of the Commonwealth's historic places.

R
RECONSTRUCTION: The act or process of depicting, by means of new work, the form, features, and detailing of a non-surviving historic structure or any part thereof, for the purpose of replicating its appearance at a specific time in its historic location.

REHABILITATION: The act or process of making possible an efficient compatible use for an historic structure or landscape through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural and architectural values.

RESTORATION: The act or process of accurately depicting the form, features, and character of an historic structure as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period.

S
SEA LEVEL WISE: The *Virginia Beach Sea Level Wise Adaptation Strategy (2020)* was developed based on the Sea Level Wise study to understand the challenges relating to sea level rise and increased flooding events that face Virginia Beach, as well as to develop strategies to proactively reduce the impacts of these threats. The report presents an Adaptation Framework that incorporates four complementary themes: Natural Mitigations, Prepared Communities, Engineered Defenses, and Adapted Structures. While the program is a part of the City's Public Works Department, the initiative incorporates city-wide and Virginia Beach Historic Preservation Plan: Appendix 4 105

cross-departmental services and strategies within its Framework. Although the report incorporates strategies for Adapted Structures such as retrofitting existing buildings, the city's historic resources are not specifically addressed within the document.

SECRETARY OF INTERIOR'S STANDARDS FOR REHABILITATION: The set of standards that are regulatory for historic rehabilitation tax credit projects and are applied to all certified historic structures (interior and exterior) as well as the site and related new construction. (SOIS-Rehab)

SECTION 106: The Section 106 review process is an integral component of the National Historic Preservation Act (NHPA) of 1966. Section 106 of the NHPA requires that each federal agency identify and assess the effects its actions may have on historic buildings. Each federal agency must consider public views and concerns about historic preservation issues when making final project decisions.

SPECIAL FLOOD HAZARD AREA (SFHA): An area identified by the United States Federal Emergency Management Agency (FEMA) as an area with special flood or mudflow, and/or flood related erosion hazard, as shown on a flood hazard boundary map or flood insurance rate map. This area is where the National Flood Insurance Program's floodplain management regulations must be enforced and the area where the mandatory purchase of flood insurance applies.

STATE HISTORIC PRESERVATION OFFICE (SHPO): State Historic Preservation Officers (SHPOs) administer the national historic preservation program at the state level, review National Register of Historic Places nominations, maintain data on historic properties that have been identified but not yet nominated, and consult with federal agencies during Section 106 review (federal agencies seek the views of the appropriate SHPO when identifying historic properties and assessing effects of an undertaking on historic properties). In most cases, the governor of their respective state or territory designates SHPOs.

STEWARDSHIP: The cultural and natural resource protection ethic of employing the most effective concepts, techniques, equipment, and technology to prevent, avoid, or mitigate impacts that would compromise the integrity of resources.

SUSTAINABILITY/SUSTAINABLE DESIGN PRACTICES: Sustainable Design Practices allow for use and enjoyment by the current generation, while ensuring that future generations will have the same opportunities. Sustainable Design Practices include those choices, decisions, actions and ethics that will best achieve ecological/biological integrity; protect qualities and functions of air, water, soil and other aspects of the natural environment; and preserve human cultures.

SURVEY: Survey refers to the specific process of inventorying and documenting historic resources, and may involve architectural (above ground) or archaeological (below ground) resources. Architectural surveys are divided into two categories—Comprehensive or Selective—and are either Reconnaissance or Intensive level. The **DHR Survey Manual** describes each type and level of survey in detail on pages 22-24.

U
USE: How the structure will be utilized following realization of its ultimate treatment. The function(s) the structure will serve and the activities which will take place within the structure.

V
VIRGINIA BEACH HISTORIC AND CULTURAL DISTRICTS (HCDs) - There are currently 16 HCDs located in the City of Virginia Beach. The program was established in 1969 by the Virginia Beach City Council with the goal to preserve and protect certain areas within the City that have historic and cultural significance.

VIRGINIA BEACH HISTORIC PRESERVATION COMMISSION (HPC): Established in 2008, the HPC is an advisory body on issues related to the preservation of historic buildings, structures, and sites. The HPC is made up of between 9 and 15 citizens as well as 2 appointed student members from local high schools.

VIRGINIA BEACH HISTORICAL REGISTER (VBHR): The VBHR was established by the City Council in 1999. The register recognizes buildings, structures, and

sites that are important to and/or illustrative of the historical development of the City and its predecessor jurisdictions. Nomination/application to the register is voluntary and must have the consent of the property owner.

VIRGINIA BEACH HISTORICAL REVIEW BOARD (HRB): The HRB is an 8-member body, appointed by the City Council, responsible for the review of requests for new development and exterior building changes within the Historic and Cultural Districts. The HRB determines when to issue a Certificate of Appropriateness, which is required before a permit can be issued.

VIRGINIA BEACH STUDENT LEADERS COMMITTEE: The Student Leaders Committee is comprised of high-school Junior and Senior students. The committee serves in an advisory role to the Historic Preservation Commission (HPC) on matters related to interests of young preservationists. The student group participates in advocacy, education, documentation, and outreach activities on behalf of the HPC.

VIRGINIA CULTURAL RESOURCE INFORMATION SYSTEM (VCRIS): The Department of Historic Resources' statewide electronic cultural resources GIS and database. It provides interactive views of information in the DHR Archives related to properties, historic districts, and archaeological sites, and presents evaluative information about the historic significance of resources.

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES (DHR): A state agency under the Department of Natural Resources which acts as the State Historic Preservation Office in Virginia.

VIRGINIA LANDMARKS REGISTER (VLR): Virginia's official list of properties important to state history, established in 1966 and managed by the Department of Historic Resources.

W

WORKMANSHIP: The physical evidence of the crafts of a particular culture or people; the techniques and skills necessary to execute or construct a particular detail or feature.

APPENDIX 5: ABBREVIATIONS

CAMP – Commission Assistance and Mentoring Program

CDBG – Community Development Block Grant

CLG – Certified Local Government

COA – Certificate of Appropriateness

CPG – Commonwealth Preservation Group

DHR – Virginia Department of Historic Resources

FEMA – Federal Emergency Management Agency

FF – Flood Factor

FTE – Full Time Employee

GIS – Geographic Information System

HCDs – Historic and Cultural Districts

HPC – Historic Preservation Commission

HRB – Historical Review Board

HSOC – Historic Sites Organizing Committee

HUD – U.S. Department of Housing and Urban Development

KHAW – Keeping History Above Water

LMI – Low- and Moderate-Income

MOA – Memorandum of Agreement

MPD – Multiple Property Document

NAPC – National Alliance of Preservation Commissions

NCPTT – National Center for Preservation Technology and Training

NPS – National Park Service

NRHP – National Register of Historic Places

NRN – National Register Nomination

NTHP – National Trust for Historic Preservation

PIF – Preliminary Information Form

PVA – Preservation Virginia

RASAP – Resort Area Strategic Action Plan

STIR – Strategy, Transparency, Innovation, Resiliency

VBHR – Virginia Beach Historical Register

VCRIS – Virginia Cultural Resource Information System

VCU – Virginia Commonwealth University

VDOT – Virginia Department of Transportation

VLR – Virginia Landmarks Register

APPENDIX 6: RESOURCE GUIDE

The following pages include links and website addresses for further reference and help.

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES (DHR)

Certified Local Government

Virginia Beach is a Certified Local Government (CLG), which provides a means for communities to strengthen their local preservation programs by establishing a partnership with the State Historic Preservation Office (SHPO). Benefits include access to grant funding for preservation programs.

Rehabilitation Tax Credits

Find out more about the financial incentives available for historic resources. DHR administers both the state and federal rehabilitation tax credit programs.

Classic Commonwealth: Virginia Architecture from the Colonial Era to 1940

This publication was created to aid in identifying architectural resources in Virginia, providing a brief overview of the historic and architectural development.

New Dominion Virginia, Architectural Style Guide

Created to aid in historic resource surveys and the Virginia Cultural Resources Information System (VCRIS) database, the New Dominion Style Guide provides an updated list of styles that emerged after World War II (1946 to present day). This resource is particularly useful in identifying recent past resources.

A Handbook and Resource Guide for Owners of Virginia's Historic Houses

This resource provides homeowners with best preservation practices when project planning an historic home renovation.

How to Research your Historic Virginia Property

This document outlines the different types of sources available when researching the history of a property, including city directories, deeds, plats, and Sanborn maps.

NATIONAL PARK SERVICE (NPS)

Technical Preservation Services (TPS)

This division of NPS is responsible for historic preservation at the federal level, by developing guidance on the preservation and rehabilitation of historic buildings and administering the Federal Historic Preservation Tax Incentives Program.

The Secretary of Interior's Standards

The Secretary of the Interior has four sets of standards for the treatment of historic properties: Preservation, Rehabilitation, Restoration, and Reconstruction. Click on the section header to find out more about each approach.

Tax Incentives

The Federal Historic Preservation Tax Incentives program is administered by NPS in partnership with the Internal Revenue Service and State Historic Preservation Offices (in Virginia, DHR). This program provides a 20% income tax credit for the rehabilitation of eligible income-producing properties.

How to Preserve

TPS provides technical assistance and guidance through Preservation Briefs and Preservation Tech Notes, which are both available on this page. These documents are often referenced to inform best preservation practices and appropriate treatment of historic materials.

Working on the Past in Local Historic Districts

This resource provides an overview of the local historic district designation process, from adopting a preservation ordinance to developing district design guidelines.

Sustainability

This site provides information on the intersection between historic preservation and sustainability, including treatments to increase energy efficiency in historic buildings and information on new sustainable technology that is appropriate for use in historic preservation projects.

EDUCATIONAL RESOURCES AND STUDIES

GENERAL

Resources for Preservation Commissions

From the National Alliance of Preservation Commissions, this site provides a number of resources to help support the work of local design review boards including preservation plans, technical assistance, and a professional network directory

Virginia Preservation Toolkit

This site, created in partnership between the Tusculum Institute at Sweet Briar College and the Virginia Department of Historic Resources, works to provide well-researched data regarding energy efficiency, community advocacy, and economic benefits of historic preservation.

Preserving the Past, Building the Future: HRTC at Work in Virginia

This study, completed by VCU's L. Douglas Wilder School of Government and Public Affairs, provides an analysis of the Historic Rehabilitation Tax Credit program.

Virginia Historic Rehabilitation Tax Credits (HRTC)

This report breaks down the impact of the 94 approved HRTC projects in 2014 to put a dollar amount to the actual investment and extrapolates the data to speak to the resultant job creation and economic output.

ECONOMICS

VCU Economic Impact Studies:

- [Phase I: Economic Impact of Historic Rehabilitation Tax Credit Programs in Virginia](#)
- [Phase II: 30 Years of Impact: How the Main Street Program Has Revitalized Virginia Communities](#)
- [Phase III: The Economic Impact of Heritage Tourism in Virginia](#)

Preservation Virginia paired with the Center for Urban and Regional Analysis (CURA) at Virginia Commonwealth University to conduct three studies to gauge the impact of preservation on Virginia's economy. The resulting reports put dollar amounts to the impact these preservation-based programs have had on the state of Virginia.

[Older, Smaller, Better: Measuring how the character of buildings and blocks influences urban vitality](#) by the National Trust for Historic Preservation's Preservation Green Lab.

This May 2014 report asserts that neighborhoods with smaller, older buildings support more positive economic and social activity than areas featuring larger, newer buildings. The report provides tips for other communities to realize the benefits of their historic resources by implementing recommendations informed by the case studies.

SUSTAINABILITY

Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings by Technical Preservation Services, National Park Service.

This document offers guidance on how to sensitively make historic buildings more sustainable in a way, while preserving their historic character and meeting The Secretary of the Interior's Standards for Rehabilitation. The guidance also features illustrated examples of both appropriate and inappropriate treatments.

Saving Energy in Historic Buildings: Balancing Efficiency and Value by John H. Culver and Brad Randall – published in *APT Bulletin: Journal of Preservation Technology* (41:1, 2010).

This article identifies the benefits of energy modeling and life-cycle costing as a means to increase energy efficiency in historic buildings in an appropriate way.

The Greenest Building: Quantifying the Environmental Value of Building Reuse by the National Trust for Historic Preservation's Preservation Green Lab.

This study provides a comprehensive analysis of the potential environmental impact reductions associated with building reuse by utilizing a Life Cycle Analysis (LCA) methodology to compare the environmental impacts of building reuse and renovation versus new construction.

8 Ways to Green Your Historic House by the National Trust for Historic Preservation, Preservation Tips and Tools.

A list of eight ways to increase the energy efficiency of your historic home without replacing the historic windows!

6 Low-Cost, Energy Saving Tips for Homeowners

by the National Trust for Historic Preservation, Preservation Tips and Tools.

Tips for saving energy in your historic home by taking advantage of the existing features of historic buildings.

DESIGN REFERENCES

A Field Guide to American Houses by Virginia Savage McAlester

A comprehensive guide to domestic American architecture, including illustrations and descriptions of house styles.

Traditional Construction Patterns: Design & Detail Rules of Thumb by Stephen Mouzon

A well-illustrated reference guide to traditional construction details.

Get Your House Right: Architectural Elements to Use & Avoid by Marianne Cusato and Ben Penetreat

A guide to the details of traditional architecture, including aesthetics of form and appropriateness to a neighborhood.

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