

Offshore Historic Properties Treatment Plan— Fort Story Historic District

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LIST OF ACRONYMS

ac	acre
ACHP	Advisory Council on Historic Preservation
APE	Area of Potential Effect
BOEM	Bureau of Ocean Energy Management
ca.	circa
CFR	Code of Federal Regulations
CLG	Certified Local Government
COP	Construction Operation Plan
CVOW	Coastal Virginia Offshore Wind
Dominion Energy	Virginia Electric and Power Company, d/b/a Dominion Energy Virginia
ft	foot
GIS	Geographic Information System
ha	hectare
HPTP	Historic Preservation Treatment Plan
HRVEA	Historic Resources Visual Effects Analysis
km	kilometer
KOP	Key Observation Point
Lease Area	the OCS-A 0483 Lease, located approximately 27 mi (23.75 nautical miles, 43.99 kilometers) off the coast of Virginia and includes approximately 112,799 acres (45,658 hectares) of submerged lands
Lessee	Dominion Energy
m	meter
mi	mile
MW	megawatt
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NHPA	National Historic Preservation Act of 1966
nm	nautical mile
NPS	National Park Service
NRHP	National Register of Historic Places
OCS	Outer Continental Shelf
PAPE	Preliminary Area of Potential Effects
RCG&A	R. Christopher Goodwin & Associates, Inc.
SHPO	State Historic Preservation Office
Undertaking	Coastal Virginia Offshore Wind Commercial Project
VCRIS	Virginia Cultural Resource Information System
VDHR	Virginia Department of Historic Resources
VLR	Virginia Landmark Register
WEA	Wind Energy Area
WTG	Wind Turbine Generator

1 EXECUTIVE SUMMARY

This Historic Preservation Treatment Plan (HPTP) was developed to support fulfillment of Stipulation III of the MEMORANDUM OF AGREEMENT (MOA) AMONG THE BUREAU OF OCEAN ENERGY MANAGEMENT, THE STATE HISTORIC PRESERVATION OFFICERS OF VIRGINIA AND NORTH CAROLINA, AND THE ADVISORY COUNCIL ON HISTORIC PRESERVATION REGARDING THE COASTAL VIRGINIA OFFSHORE WIND COMMERCIAL PROJECT. This document was prepared to provide background data, information on historic properties, and detailed implementation steps for mitigation measures developed to resolve adverse visual effects to one of the 24 historic properties identified by the Bureau of Ocean Energy Management (BOEM) through Section 106 consultation for the Coastal Virginia Offshore Wind Commercial Project (Undertaking), as identified by the Offshore Historic Resources Visual Effects Analysis (HRVEA), dated October 2022, and submitted to BOEM on October 21, 2022, and as amended by the Finding of Effect (Appendix O of the Final Environmental Impact Statement for the Coastal Virginia Offshore Wind Commercial Project) dated August 2023. The Offshore HRVEA summarized effects from Offshore Project Components to historic properties. The mitigation measures within this document, and their implementation if selected, were developed in consultation with federally and state recognized tribes, the Virginia Department of Historic Resources (VDHR), the Advisory Council on Historic Preservation (ACHP), and other consulting parties.

2 BACKGROUND INFORMATION

2.1 Project Overview

BOEM has determined that the CVOW Commercial Project (Undertaking) constitutes an undertaking subject to Section 106 of the National Historic Preservation Act (NHPA; 54 U.S.C. § 306108) and its implementing regulations (36 CFR §800). The proposed activities to support the Project, as detailed in the CVOW Commercial Project Construction and Operations Plan (COP), have the potential to affect historic properties. The work of the Project detailed in the COP will be performed for the Virginia Electric and Power Company, doing business as Dominion Energy Virginia (Dominion Energy). The Project is located in the Commercial Lease of Submerged Lands for Renewable Energy Development on the Outer Continental Shelf (OCS) Offshore Virginia (Lease No. OCS-A-0483, Lease Area), which was awarded to Dominion Energy (Lessee) through the Bureau of Ocean Energy Management (BOEM) competitive renewable energy lease auction of the Wind Energy Area (WEA) offshore of Virginia in 2013. The Lease Area covers approximately 112,799 acres (ac; 45,658 hectares [ha]) and is approximately 27 statute miles (mi) (23 nautical miles [nm], 43 kilometers [km]) off the Virginia Beach coastline. The Offshore Export Cable Route Corridor will connect the Lease Area to a Cable Landing Location at the State Military Reservation (SMR) in Virginia Beach, VA.

The Offshore HRVEA (Appendix H-1) that was prepared as part of the CVOW Commercial Project COP evaluated effects to historic properties from Offshore Project Components. Based on the results of the Offshore HRVEA and through Section 106 consultation, BOEM determined that the Undertaking will result in an adverse visual effect to 24 properties that are either listed or treated as eligible for listing for purposes

of this analysis.¹ This HPTP details the proposed mitigation measures for one of these properties, the Fort Story Historic District, which is owned by the Navy. The proposed mitigation measures for the other 23 properties are included in two separate HPTPs: *Offshore Historic Properties Treatment Plan – Offshore Project Components in Virginia Beach, VA and Currituck, NC* and *Historic Properties Treatment Plan Camp Pendleton State Military Reservation Historic District*. Consultation will be undertaken between federally and state recognized Native American Tribes, VDHR, the Navy, and other consulting parties to develop manners in which to avoid, minimize, and mitigate adverse effects to this historic property. The resolution of adverse effects is recorded in the Section 106 MOA currently in draft titled MEMORANDUM OF AGREEMENT (MOA) AMONG THE BUREAU OF OCEAN ENERGY MANAGEMENT, THE STATE HISTORIC PRESERVATION OFFICERS OF VIRGINIA AND NORTH CAROLINA, AND THE ADVISORY COUNCIL ON HISTORIC PRESERVATION REGARDING THE COASTAL VIRGINIA OFFSHORE WIND COMMERCIAL PROJECT (MOA). This HPTP was developed in support of the MOA.

2.1.1 Section 106 of the NHPA

This plan was developed to address the items proposed in the MOA intended to help mitigate the visual adverse effects from the Undertaking.

2.1.1.1 Resolution of Adverse Effects Measures in the MOA

Prior to implementation of the MOA, local governments and commissions may require coordination to obtain approvals for mitigation measures including planning boards, historic review commissions, zoning, and code enforcement. All mitigation work selected and completed as outlined in this HPTP will follow applicable historic preservation laws.

Participating parties are defined as consulting parties that have a critical and functional role in fulfilling the mitigation stipulations of the MOA. The roles of participating parties are outlined in Section 4.0 of the HPTP. A list of participating parties is provided in Table 1.

Table 1. Participating Parties in Consultation

Name	Relationship to Historic Property	Address
Joint Expeditionary Base Little Creek-Fort Story	Governing Entity	Solomons Road, Virginia Beach, VA

¹ Through Section 106 consultation with the U.S. Navy and NAS Oceana, it was determined that the Dam Neck Annex was misidentified as an NRHP-eligible property in the HRVEA. The only eligible property associated with NAS Oceana is the Surface-Launched Guided Missile School Historic District. Through a review of the historic significance of the property and consultation with NAS Oceana, BOEM determined that this property, though within the visual APE, would not be adversely affected by the Project. Therefore, BOEM determined that 24 historic properties within the visual APE for Offshore Project components would be adversely affected.

3 HISTORIC SIGNIFICANCE AND EXISTING CONDITIONS OF THE HISTORIC PROPERTY

One historic property is included in this HPTP based on analysis of visual effects to properties as outlined in the HRVEA (Appendix H-1 of the COP); this property is listed in Table 2. This property is located in Virginia Beach, Virginia.

Table 2. Table of Effected Properties

SHPO ID Number	Name	City	State	Eligibility
134-0660	Fort Story Historic District	Virginia Beach	VA	NRHP, VLR Listing, NHL lighthouse

3.1 Historic Context and Significance

3.1.1 Virginia Beach, Virginia

Virginia Beach emerged as a resort town during the second half of the nineteenth century. Travelers came to visit what was called “Virginia Beach” during the late nineteenth and early twentieth centuries by rail and car. A rail line connecting Virginia Beach and Norfolk was opened in 1883 by Colonel Marshall Parks, a developer, who constructed beachside amenities to attract Norfolk residents. The area was incorporated in 1906.

Military activity in Virginia Beach increased during World War I to protect Cape Henry (Cultural Resource Analysts, Inc. and Debra A. McClane 2018). State Military Reservation (SMR), formerly known as Camp Pendleton, was established as a summer training camp for the Virginia National Guard; it subsequently became an Army rifle range (The Beacon 1988; Watts 2007; and Moffett 2003).

Along with military construction, the oceanfront resort area continued to grow. Development accelerated during and after World War II, a conflict that permanently changed the character of the region. Early twentieth century military installations were enlarged, and the region’s population soared as military personnel were transferred into the area. Three of the region’s present military installations originated during World War II: Oceana Naval Air Station (1940); the Fleet Combat Training Center at Dam Neck (1941); and, Little Creek Amphibious Base (1945) (Watts 2007). The resort function of Virginia Beach also continued to expand through the twentieth century. In 1963, Princess Anne County merged with the resort town of Virginia Beach to form the City of Virginia Beach. This merger signaled a burst of rapid urban growth and industrial development that continues to encroach upon the open farmlands and barrier beaches south of Virginia Beach. Development remained concentrated along the beachfront until the 1960s when inland suburban communities began to form. In 1977, Virginia Beach was ranked as the fourth fastest growing city in the country (The Beacon 1988).

3.2 NRHP Criteria and Aspects of Integrity Affected by the Undertaking

This section details the historic and physical context of the affected properties and their character defining views to the ocean.

3.2.1 DHR ID: 134-0660, Fort Story Historic District (NRHP Listed)

“Fort Story is located on 1,458 acres of government-owned land on Cape Henry, on the south side of the opening to the Chesapeake Bay in Virginia Beach, Virginia. The installation is bounded roughly by the Atlantic Ocean and Chesapeake Bay to the north, 89th Street and First Landing State Park to the east, Kwajalein Road and Atlantic Avenue to the west, and Shore Drive (US-60) to the south. Cape Henry is located in Virginia’s Lower Tidewater area, at the interface between the mouth of the Chesapeake Bay and the Atlantic Ocean. Located between the urban centers of Norfolk to the northwest and Virginia Beach to the south, Fort Story remains relatively isolated from these areas of development as a result of the security measures put in place by the Army during its tenure there. The landscape adjacent to the waterfront consists of large swaths of sand dunes and scrub vegetation. Behind the shoreline is a large area known historically as “the Desert,” which is covered by a primeval forest of cypress and other trees intermixed with freshwater springs. The area currently displays a distinctly military appearance due to the strictly military nature of Fort Story and the secure entrance areas. The Fort Story Historic District (DHR ID: 134-0660) is eligible for the NRHP under Criterion A for its association with Military History and Government (Dutton + Associates, LLC 2012). The district is of exceptional historical importance for its role in the defense of the Tidewater area of Virginia during the Cold War. The individually eligible Building 591/Old Fort Story Railroad Depot (DHR ID: 134-0660-0041/134-0082), the First Cape Henry Lighthouse National Historic Landmark (DHR ID: 134-0007), and the NRHP-listed Second Cape Henry Lighthouse (DHR ID: 134-0079/114-5250) are located within the Fort Story Historic District boundary, but they do not contribute to the district’s NRHP eligibility (Dutton + Associates, LLC 2012).

Fort Story is coastal fortification that has been significant to the country’s defense for two centuries. Strategic coastal location with viewsheds to the ocean were important factors in site selection, design, and operation. The integrity of setting assumes greater importance to the significance of the property due to its functional imperative.

As a result of the Project, the integrity of location, workmanship, design, and materials would not be affected. However, the integrity of setting, feeling, and association of the historic district would be diminished. Unobstructed ocean views and a beachside or maritime setting are character-defining features of the property that contribute to its significance because they were integral considerations in the placement and design of the property. The introduction of modern elements would interfere with how visitors experience the historic and current ocean viewscape. Therefore, the Project would result in an adverse effect to the historic district.

4 MITIGATION MEASURES

This section details the mitigation measures to resolve adverse effects to historic properties stipulated in the MOA, and describes the purpose and intended outcome, scope of work, methodology, standards, deliverables and funds and accounting for each measure. The content of this section was developed on behalf of Dominion Energy by individuals who meet Secretary of the Interior (SOI) Qualifications Standards for History, Architectural History and/or Architecture (62 FR 33708) and is consistent with fulfilling the mitigation measures such that they fully address the nature, scope, size, and magnitude of the

visual adverse effect. Fulfillment of the mitigation measures will be led by individuals who meet SOI Professional Qualifications Standards for History, Architectural History and/or Architecture.

These mitigation options were developed to further preservation, preservation education, and preservation scholarship in the public interest. The mitigations that have been developed are classified as “alternative” or “creative” mitigation—mitigation that does not prescribe the traditional documentation of the affected resources, but, rather, chooses to further the preservation needs of the community as a whole. Guidance on alternative mitigation can be found by the Advisory Council on Historic Preservation.²

4.1 Mitigation Measure—Development of a Brochure on the Architectural Heritage of the Fort Story Historic District

4.1.1 Purpose and Intended Outcomes

Dominion Energy will hire contractors to design, write, and produce a 10-to-15-page brochure on the architectural heritage of the Fort Story Historic District. These funds will support scholarship on this historic resource and further the understanding of the property by the public and by occupants of historic housing in the Fort Story Historic District. This measure serves to educate the public on the historic district and serves to mitigate the adverse effects to the Fort Story Historic District.

4.1.2 Scope of Work and Methodology

The scope of work for this mitigation is to hire contractors to design, write, and produce a 10-to-15-page brochure on the architectural heritage of the Fort Story Historic District. The brochure will include a combination of text and photographs providing insight into the history and significance of the historic district. Key historic buildings will be highlighted with historic and contemporary photography, construction date information, and interesting facts regarding the buildings.

4.1.3 Standards

The project will comply with the following standards:

- Secretary of the Interior’s Standards for the Treatment of Historic Properties
- Secretary of the Interior’s professional qualification standards as applicable
- State and local laws, including zoning and building codes as applicable

4.1.4 Deliverables

Dominion Energy will oversee the deliverables of this project resulting in a 10-to-15-page brochure on the architectural heritage of the Fort Story Historic District. Two hundred copies will be printed.

4.1.5 Funds and Accounting

Dominion Energy will provide the funding for this project to contractors.

² https://www.achp.gov/Section_106_Archaeology_Guidance/Questions%20and%20Answers/Reaching%20agreement%20on%20Appropriate%20Treatment

5 IMPLEMENTATION

5.1 Timeline

Within one year of the MOA being executed, Dominion Energy will fund the mitigation measures described above. Tasks associated with all measures can occur during and/or after construction. Mitigation measures within this HPTP are to be completed within five years of funding, unless a different timeline is agreed upon by Participating Parties and accepted by BOEM and may be completed simultaneously, as applicable.

5.2 Annual Reporting

Following the execution of the MOA and until BOEM determines that these mitigation measures have been completed, Dominion Energy, with the cooperation of the Joint Expeditionary Base Little Creek-Fort Story, shall prepare an annual summary report detailing work undertaken pursuant to the MOA consistent with MOA Stipulation XIII (Monitoring and Reporting), including the mitigation measures outlined in the final HPTP. Following BOEM review and approval, Dominion Energy will distribute the summary report to all signatories, invited signatories, and consulting parties to the MOA by January 31, and summarize the work undertaken during the previous year.

5.3 Organizational Responsibilities

5.3.1 BOEM

- Act as the federal agency and oversee Section 106 compliance;
- Ensure that the mitigation measures adequately resolve adverse effects, consistent with the NHPA, and in consultation with interested consulting parties;
- Consult with Dominion Energy, VDHR, NCHPO, ACHP, Tribes, and other consulting parties;
- Review and approve the annual summary report;
- Oversee consultation with consulting parties;
- Oversee consultation related to dispute resolution.

5.3.2 Dominion Energy

- Fund mitigation measure;
- Hire contractor to design, publish, and print brochure;
- Prepare Annual Report, submit reporting to BOEM for review and approval, and distribute to consulting parties per the Mitigation Measures section of this HPTP.

5.3.3 VDHR

- Consult as appropriate, on the implementation of the HPTP.

5.3.4 ACHP

- Consult as appropriate, on the implementation of the HPTP.

5.3.5 United States Navy/Joint Expeditionary Base Little Creek-Fort Story

- Provide direction on design and content of brochure and provide access to site for research.

6 FINALIZATION

6.1 Notification

Upon completion of the selected mitigation measures, Dominion will notify BOEM and the signatories of the MOA.

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7 REFERENCES

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