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A Preservation Plan for North Charleston

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May 5, 2006

To the Graduate School:

This thesis entitled “A Preservation Plan for North Charleston” and written by Angela Kleinschmidt is presented to the Graduate School of Clemson University. I recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science with a major in Historic Preservation.

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Jennifer Condon McStotts, Thesis Advisor

We have reviewed this thesis and recommend its acceptance:

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Ashley Robbins

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Accepted for the Graduate School:
ABSTRACT

This thesis outlines a preservation plan for the City of North Charleston, South Carolina. For most of the twentieth century, North Charleston was greatly dependent on the Charleston Navy Base as its economic center. When the military installation was closed in 1995, the City looked in a new direction. The Noisette Company, in partnership with the City, released a master plan with the goal of rehabilitating the old Naval Base and the area surrounding it. However, in its forward-looking zeal, the plan does not give historic buildings the protection they need.

This thesis provides recommendations for preservation of North Charleston. It includes a brief history of the city, and its record of preservation up to now. It includes recommended actions that should be undertaken to prevent destruction or damage to historic sites and structures in the city, including continued surveying of the city’s buildings, nominating sites to the National Register, creating historic districts, and public education. It concludes with an example of design guidelines which could be used for the regulation of a historic district in the Park Circle area.
ACKNOWLEDGEMENTS

I would like to thank my professors, especially my thesis advisor Jennie McStotts, for their assistance in completing this document. Ashley Robbins has been instrumental in teaching and guiding me, and I appreciate all the work she has put into the program. I am also grateful to my friends and family for their continued support of my education.

Additionally, my fellow students, the first class in this graduate program, you all have made a tremendous impact on my life for the past two years. May you remain cherubs always.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Title Page</td>
<td>i</td>
</tr>
<tr>
<td>Abstract</td>
<td>ii</td>
</tr>
<tr>
<td>Acknowledgements</td>
<td>iii</td>
</tr>
<tr>
<td>List of Figures and Maps</td>
<td>iv</td>
</tr>
<tr>
<td>Chapter</td>
<td></td>
</tr>
<tr>
<td>I. Introduction</td>
<td>1</td>
</tr>
<tr>
<td>II. North Charleston History and Background</td>
<td>3</td>
</tr>
<tr>
<td>III. Current and Past Preservation Initiatives</td>
<td>12</td>
</tr>
<tr>
<td>IV. Recommendations for Action</td>
<td>21</td>
</tr>
<tr>
<td>V. Suggested Design Guidelines</td>
<td>30</td>
</tr>
<tr>
<td>VI. Conclusion</td>
<td>35</td>
</tr>
<tr>
<td>VII. Appendix: Sample Historic Preservation Ordinance</td>
<td>37</td>
</tr>
</tbody>
</table>
LIST OF FIGURES AND MAPS

<table>
<thead>
<tr>
<th>Figure</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Naval Shipyard Employment, 1917-1950</td>
<td>11</td>
</tr>
<tr>
<td>2. Photograph: Homes in the Olde North Charleston District with similar setbacks and scale</td>
<td>31</td>
</tr>
<tr>
<td>3. Photograph: Example of exposed rafter tails</td>
<td>32</td>
</tr>
<tr>
<td>4. Photograph: Short columns on a house with a deep front porch</td>
<td>33</td>
</tr>
</tbody>
</table>

Map

<table>
<thead>
<tr>
<th>Map</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ashley River Scenic Corridor</td>
<td>17</td>
</tr>
<tr>
<td>2. Area included in the Olde North Charleston Neighborhood Council, and their proposed historic district</td>
<td>20</td>
</tr>
</tbody>
</table>
CHAPTER I: INTRODUCTION

This document is intended to outline goals and recommendations for the preservation of buildings and neighborhoods of North Charleston. While most residents of North Charleston may not feel their city is historically significant compared to neighboring Charleston, the area does have unique and interesting past, from the early plantations to the utopian vision of a Garden City. This history can and should be protected.

Why is Preservation Planning Important?

A preservation plan can help a community protect and appreciate its historic fabric. The purpose of creating a preservation plan is to make preservation a routine consideration of urban planning, rather than an exceptional circumstance. Ideally, a preservation plan should be a community project, collecting input from the public and combining that with the knowledge of preservation professionals. Indeed, one of the main benefits of creating a preservation plan is the sharing of ideas that comes from public participation in the process.

What Does this Document Address?

This plan includes a brief background on North Charleston, a history of their preservation initiatives, and a list of recommendations. One of those recommendations is to create design guidelines for a historic district, and the penultimate chapter is a set of guidelines for a district in the Park Circle area. The plan primarily addresses the area included in the 1972 North Charleston city limits, both because it is the most historic part
of the city, and because it is the area covered by the Noisette master plan, which will bring immense change to the area in the coming years.
Early Settlement

The earliest settlers north of Charleston were the Native Americans. The earliest settlements – including the Wando, Etiwan, Kiawah, Sewee, Stono, and Kussoe tribes – were primarily along the Cooper River. As English settlers arrived, the Native Americans were gradually pushed out.¹

Before the Revolutionary War, a few settlers made their homes in the area north of Charleston, principally farming rice and indigo. After British occupation, indigo farming was largely abandoned, and rice planters whose inland fields’ drainage systems had been neglected found that it was easier to start anew on tidal fields along Goose Creek and the Cooper River.² In the nineteenth century, the area north of Charleston was sparsely settled, due to poor drainage and swampy, malarial land. Only the areas that were on high ground and were close to transportation, such as the Ashley and Cooper Rivers, and along the railroad, were developed.³ These settlement patterns are still visible today, as is the freedman’s settlement of Liberty Hill, which was established in 1871.⁴

³ Fick, 8.
Phosphate mining replaced indigo as a profitable industry after the Civil War, and the trade employed many freed slaves in the heavy labor of digging pits in search of the valuable fertilizer ingredient.\(^5\) The success of the industry lasted for about forty years, from approximately 1867 until just after the turn of the century, but it was always a precarious industry. Rapid changes in supply and demand due to hurricanes, the state of the cotton trade, and discovery of phosphate elsewhere made it difficult to predict the future of the business. Ashley Phosphate Road derives its name from this period of North Charleston’s industrial history.\(^6\)

In the 1890s, an economic upturn brought new optimism to the residents of Charleston, and the city purchased an old rice plantation to convert into a park for the citizens to enjoy. The Olmsted brothers were retained to design Chicora Park, and clearing began in 1895.\(^7\) Before the park officially opened, however, the city decided to take advantage of the Navy’s desire to build a new base, the Charleston Naval Shipyard, and Chicora Park was sold to the federal government in 1902 for this purpose.

Along with the coming of the Shipyard, another change led to increased development in North Charleston: the draining of the swamps. The Charleston County Sanitary and Drainage Commission began in the early part of the twentieth century to convert the wetlands to arable land across the county, and North Charleston was vastly transformed. Development spread beyond the strips of natural high ground; nearly

\(^5\) NCHC, 22. \\
\(^6\) Fick, 56. \\
\(^7\) NCHC, 28.
everywhere in North Charleston became productive and malaria-free. In addition, some of the earliest subdivisions were laid out during this period.\(^8\)

**Early Twentieth Century Development**

The area now known as North Charleston was first called that in 1911. As the Navy Yard became an economic boon to the area, a group of Charleston investors purchased a large tract of land north of the Navy Yard with intentions of developing it. The investors called themselves the North Charleston Company and consisted of former Charleston Mayor R. Goodwyn Rhett, lumber company executive Robert L. Montague, and city engineer James O’Hear. Later, the partnership expanded to include attorney Henry Buist, future mayor Tristram T. Hyde, and Edward Durant, another lumber company executive. In 1913, the group retained the services of architect W.B. Marquis to lay out the town of North Charleston.\(^9\)

Park Circle is the original hub of the 1913 North Charleston development. Based on Ebenezer Howard’s Garden City idea, it consisted of two concentric circles surrounded by a square, with four streets – named for the original developers Rhett, Montague, Durant and Buist – radiating out of it.\(^10\) At the center of the circles would be a

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\(^8\) Fick, 9.


\(^10\) Ibid.
quiet park intended to give the residents an outlet for contemplating nature at the end of a long day at work.\textsuperscript{11}

In addition to the Navy Yard, other industries employed the new residents of North Charleston: the E.P. Burton Lumber Company and the General Asbestos and Rubber Company (GARCO) both were major industries. The GARCO mill built an associated mill village, where employees could rent a house for about one dollar per room. The company set up utilities, since Charleston water and power systems did not extend that far north.\textsuperscript{12} A trolley service began to run in 1915 between downtown Charleston and Montague Avenue, and the streetcars ran until 1934, when the popularity of the automobile put it out of business. In 1935, the North Charleston Public Service District was established, which provided utilities such as sewer, water, and fire protection for the unincorporated area.\textsuperscript{13}

The bustling little town’s population exploded during World War II, when activity at the Naval Yard was especially high. Figure 1 shows the rapid rise and fall of Shipyard employment during and between wars in the early twentieth century. Navy Yard workers were housed at hastily-built prefab housing developments such as Ben Tillman Homes, Liberty Homes, and Palmetto Gardens. The USO set up an entertainment center in Park

\textsuperscript{11} Sinclair, Dean Thrift. \textit{A New Town Will Appear on the Charleston Neck: North Charleston and the Creation of a New South Garden City} (Ph. D. diss, Louisana State University, 2001.)

\textsuperscript{12} NCHC, 29.

\textsuperscript{13} NCHC, 23.
Circle for military families, and many schools, churches, and businesses were built to support the increase in population.\textsuperscript{14}

\textit{Figure 1. Naval Shipyards Employment, 1917-1950}

<table>
<thead>
<tr>
<th>Year</th>
<th>Naval Shipyard Employment\textsuperscript{15}</th>
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<tbody>
<tr>
<td>1917</td>
<td>1,708</td>
</tr>
<tr>
<td>1919</td>
<td>5,600 (WWI peak)</td>
</tr>
<tr>
<td>1932</td>
<td>241</td>
</tr>
<tr>
<td>1941</td>
<td>2,000</td>
</tr>
<tr>
<td>1943</td>
<td>25,948 (WWII peak)</td>
</tr>
<tr>
<td>1948</td>
<td>5,000</td>
</tr>
<tr>
<td>1950</td>
<td>8,000 (Korean War)</td>
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\textbf{Recent History}

In 1971, residents voted in favor of a referendum to create the City of North Charleston. The City of Charleston challenged the referendum’s legality, but it was upheld, and the town incorporated in June 1972. Although the city has only existed in name for 34 years, its aggressive annexation strategy has expanded the boundaries to include sixty square miles and 80,000 residents, making it the third-largest city in South Carolina.\textsuperscript{16}

The Navy base was closed by the Pentagon’s Base Realignment and Closure, which was announced in 1993. The City of North Charleston faced a possible crisis; since the city’s founding, its economic life had been dependent on the activity of the

\textsuperscript{14} NCHC, 64.

\textsuperscript{15} Coletta, Paolo, Ed. \textit{United States Navy and Marine Corps Bases, Domestic} (Greenwood Press: Westport, CT. 1985.)

\textsuperscript{16} North Charleston website, www.northcharleston.org/.
military, and the base closure could mean a major downturn for the community. At that time, the base was employing 22,000 civilians and sailors. Some of the lost jobs have been made up by increased activity at the Charleston Naval Weapons Station, located just north of the old Navy Yard. New military agencies such as the Naval Power Training Unit and Space and Naval Warfare Systems Center (SPAWAR) have been a major boon to the area.\textsuperscript{17}

The Charleston Naval Complex Redevelopment Authority (RDA) was formed in 1996 when the base officially closed, and its mission is primarily to replace the jobs lost. It signs master leases with the Navy, and subleases the properties to businesses, which include military agencies, local government agencies, and private employers like the Charleston Marine Manufacturing Corporation. In all, at least 6,000 people are employed on the site, approximately the number of civilian workers before the base closure. However, many warehouses and buildings still stand empty on the old Navy Yard.\textsuperscript{18}

The Noisette Plan

City leaders decided North Charleston needed a redevelopment plan for the newly empty base, and in 1998, it contracted with John Knott, who had previously developed an environmentally sensitive community on Dewees Island and had ideas on creating a “New American City.” Over the next three years, Knott and Jim Augustin, founders of the Noisette Company, worked on the design, and they released the Noisette Master Plan

\textsuperscript{17} Sample, Doug. “Former Navy Base ‘Everything We Thought it Would Be.’” \textit{DefenseLINK newsletter}, 19 April 2005.

\textsuperscript{18} Charleston Naval Complex Redevelopment Authority website, www.state.sc.us/sclac/Reports/2000/RDA_Summary.pdf.
in 2001. Over time, the project had expanded from a five-block area in the old Navy Base, to include plans and analysis on 3,000 acres of public and private land in North Charleston. The targeted area encompasses generally the original City of North Charleston as it was incorporated 1972.  

Mainly because the community of North Charleston has followed a boom-and-bust economic cycle since its inception, today it is a wide-ranging conglomeration of historic neighborhoods, strip malls of big-box retailers, World War II-era housing projects, and heavy industrial areas. The old city center is the target of the Noisette plan because in 1998, it had the most crime and the lowest property values, though it is the most historic area of the city.  

The Noisette planners do respect the historic neighborhoods of North Charleston, and each is addressed separately in the plan.

Park Circle

Noisette’s plan for Park Circle is to restore the original inner circle and stop the diagonal streets at the outside square, thereby creating four large parks flanking a small central symbolic space. This plan is intended to make travel easier and safer for pedestrians and automobiles, in addition to creating a more obvious center for the area. It should be a goal to create some quiet garden space in the area, as the original design required. Currently the center of the circle is occupied by a community center and

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19 Noisette Master Plan, 1.4.


21 Noisette Master Plan, 5.10.
baseball fields, which are a social benefit to the neighborhood, but lack the beauty and tranquility intended in Marquis's plan.

**East Montague Business District**

East of Park Circle is a cluster of shops and restaurants already undergoing something of a renaissance. In the last few years, several new businesses have opened in the 1930s-1940s era buildings along Montague Avenue. These businesses include a flower shop, two day-spas, a pub, and a diner/antique retailer/post office called Aunt Bea's. The street also houses several artists' studios, and biannual Art Walks are held there.

The area does have room for improvement; there are still many vacant buildings and empty lots, creating a lack of cohesion. The City is about to complete a $2.6 million budget to improve the streetscape by burying some utility lines, installing brick crosswalks, and adding benches and trees. These changes are in line with the suggestions outlined in the Noisette plan, which also proposes infill of the empty lots and renovation of currently unoccupied space.

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22 Fossi, Caroline "Retail Renaissance" Charleston Post and Courier, 18 October 2004

23 Brennan, Catherine. "Saturday is Big Day for Local Art" Charleston Post and Courier, 25 March 2004


Old Navy Base/River Center

The 400 acres of former Navy Base land currently consists of several distinct areas, including historic Naval Officers' housing, rows of warehouses in a variety of styles and qualities, several historic structures including a Beaux Arts-style power plant, and many acres of natural wetlands. The area is slated to become the River Center at Noisette, a high-density mixed-use center containing residential, commercial, and cultural spaces while maintaining the natural wetlands around the Center. The River Center is meant to be a major draw for employers, replacing and supplementing the jobs lost from the closing of the Navy Base. The infrastructure remains from the Navy Base, and the empty buildings provide an opportunity to revitalize the area. The location is excellent – near the airport, the Cooper River, and only eight miles from downtown Charleston.

Among the highlights of the River Center plan is Riverfront Park, a recreation area intended to reconnect the residents of North Charleston with the Cooper River, which has been blocked from them by heavy industry and the Navy Base. The park opened in 2005 but is only partially complete. Eventually, it will have bike paths connecting it to the rest of North Charleston, along with space for large public events such as parties and concerts.
CHAPTER III: PAST AND CURRENT PRESERVATION INITIATIVES

North Charleston is South Carolina’s third largest city in area, and it encompasses many historic properties and neighborhoods. In this large area, there are no National Register properties in the city, and no local historic districts to protect architecture, only one to regulate the scenic viewshed from the Ashley River. However, the city and its residents have undertaken the following actions:

Architectural Survey

In 1994, the City of North Charleston initiated the Historical and Architectural Survey of North Charleston with the goal of making an inventory of all standing above-ground structures that were at least 50 years old. Preservation Consultants, the group contracted to execute the survey, intended to put the architectural resources of North Charleston into the context of the rest of the Charleston area and the Lowcountry. Instead, they found that North Charleston generally did not follow the traditional architectural movements of the Lowcountry but tended more to follow national movements of the twentieth century. 26

The survey found that development patterns are reflected in the current look of North Charleston’s neighborhoods. Subdivisions that were built over the course of several decades have a more varied appearance than those that were constructed in a shorter time period. The residential subdivisions in the city include such styles as

26 Fick, 18.
Craftsman Bungalow, Minimal-Traditional Cottage, and Charleston Cottage. Some houses were influenced by the styles of Colonial Revival, Prairie, and Tudor Revival.

The very earliest houses in the survey were built in the late nineteenth century, during the period of Victorian influence. Victorian-era houses had closed floor plans, with hallways connecting living spaces. The more open plans of later styles are much more prevalent in North Charleston.²⁷ Houses built in the Craftsman and Minimal-Traditional eras had a more utilitarian use of space with few hallways. The Craftsman Bungalows were built in the 1910s to 1930s and are based on the plans of Gustav Stickley. The Minimal-Traditional Cottage was popular in the 1940s and 1950s, and differs from the Craftsman Bungalow primarily in roof pitch and eave overhangs. The later style has a slightly higher pitched roof that often sits ends flush with the walls, leaving no overhang. Unlike the Bungalows, they do not have large outdoor porches. The interior is similar, however, with an open plan and multi-use rooms. The open plans were meant to conserve space, as both the Bungalow and the Minimal-Traditional Cottage were characterized by their small size.²⁸

Sites and Buildings Eligible for the National Register

Currently there are no sites listed on the National Register located in North Charleston.²⁹ The 1994 Historical and Architectural Survey listed the following sites and buildings as eligible for National Register listing:

²⁷ Fick, 20.


John C. Calhoun Homes and Office. Though the site was deemed eligible for the National Register in 1994, the houses were demolished in 2005 and will be replaced by I’On Group’s new mixed-use development, called Mixson Avenue.

Five Mile Viaduct. The Five Mile Viaduct is a reinforced concrete bridge constructed in 1926 to carry King Street Extension traffic over Meeting Street Road. It was determined eligible for the National Register in 1995 under Criteria A, Association with Events (Transportation) and Criteria C, Design and Construction (Engineering).

War-worker housing projects: Ben Tillman Homes and School and George Legare Homes were both intended as temporary residences for World War II employees of the Naval Base.

General Asbestos and Rubber Company (GARCO) Employee Housing. The employee housing and plant site are both owned by the Beach Company. No plans have been announced for their reuse or demolition, but the buildings will likely be demolished for a new development.

In addition to those named by the 1994 survey, several sites on the Naval Shipyard have been deemed eligible for the National Register by the SHPO. These sites and structures were named eligible in 1995 following the shutdown of the Shipyard.\(^{31}\)

**Death House.** Also known as the Demo House, the small brick building was probably built in the 18\(^{th}\) century. Local tradition held that it was a place for bodies to be kept before burial, but it is now thought to have been a powder magazine.\(^{32}\)

**Officer Housing Historic District.** The district’s contributing properties consist of 21 buildings formerly used as officer’s quarters. The structures were built between 1898 and 1945 and represent a pattern of construction for military housing.\(^{33}\)

**Marine Corps Barracks.** The barracks were built in 1910, which was very early in the base’s history. The building is a three story brick structure in the Colonial-Revival style.\(^{34}\)

**Eternal Father of the Sea Chapel.** This World War II-era chapel was used as the Naval Base Chapel until the base was closed. It features hardwood floors and exposed Craftsman style ceiling beams.\(^{35}\)

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\(^{32}\) Ibid.

\(^{33}\) Ibid.

\(^{34}\) Ibid.

National Register and Local Historic Districts

Ashley River Scenic District

Currently the only protected area in North Charleston is the Ashley River Scenic District, which safeguards the viewshed along the Ashley River. The district is listed in the National Register of Historic Places, and is an overlay district, meaning property is subject to both the limitations of the Scenic District and the guidelines of the underlying zoning district. The scenic district limits building within 100 feet of the high water mark of the Ashley River and requires an opaque vegetative buffer to obstruct the view of those buildings that could otherwise be seen from the river.\(^36\)

\(^{36}\) Code Ordinances: City of North Charleston, Appendix A: Zoning, Section 5-8 Ashley River Historic District I, II & III.
Map 1: Ashley River Scenic Corridor depicting the Scenic District

Proposed Park Circle District

Residents in the Park Circle neighborhood are interested in creating a historic overlay district to protect the buildings in the oldest parts of the city from demolition and incompatible alterations. Many of the houses in the Park Circle area are Craftsman Bungalows built from the 1910s to the 1930s, and the majority are well over 50 years old. The group proposing the district is the Olde North Charleston Neighborhood Council, whose members are residents of the southeast quadrant of the Park Circle area; their proposal limits the historic district to that quadrant. Other areas of Park Circle are similarly historic, and the boundaries of the proposed district could and should be expanded.

Neighborhood Development

While not solely intended as preservation projects, several community initiatives intended to keep the historic area active and vibrant have the effect of preserving the historic character of the older parts of the city. The focus of these programs ranges from street beautification to the maintenance of low income housing. Two examples are discussed here: Montague Avenue Beautification project and the Olde North Charleston Neighborhood Council.

Montague Avenue Beautification

Montague Avenue from Park Circle to Virginia Avenue is the traditional downtown commercial district of the old section of North Charleston. Over the last five years, new businesses have sprung up and been increasingly successful in this area. The
Olde North Charleston Merchants Association has sponsored two Art Walks to encourage shoppers to patronize Montague Avenue stores. Beginning in July 2005, the City of North Charleston started a streetscaping project which will be finished in the summer of 2006. The beautification includes an improved median with newly planted oak trees, brick sidewalks, better drainage, underground power lines, wrought iron benches and new ornate lampposts. The street improvement also includes plans for public parking, and the city intends to lease some existing parking lots just north and south of Montague Avenue.

Olde North Charleston Neighborhood Council

The Olde North Charleston Neighborhood Council is an association of the residents of an area generally bounded by Montague Avenue on the north, South Rhett Ave. on the east, McMillan Ave. to the south, and the Navy Yard to the west (including any residential areas of the Navy Yard). The group meets monthly and has as its goals the preservation and improvement of the neighborhood, and to serve as a liaison between the residents and the government, as well as between the neighborhood and other neighborhoods. This organization is the main proponent of the Olde North Charleston Historic District discussed earlier in the chapter.

38 Wise, Warren. “East Montague Businesses Tolerate Pain of Street’s Makeover” Post and Courier B3, 6 September 2005


Map 2: Area included in the Olde North Charleston Neighborhood Council, and their proposed historic district. Also includes the former Navy Base, shown in dark gray.
CHAPTER IV: RECOMMENDATIONS FOR ACTION

North Charleston is in a transitional period, and though the planners at the City of North Charleston and Noisette have the area’s best interests in mind, and even have a professed interest in preserving its historic character, more should be done to ensure historic architecture is not sacrificed for other goals. The following steps would put protections in place and encourage community involvement in preservation. The steps are generally in chronological order of when they should be undertaken, but most could be started concurrently.

1. Nominate All Eligible Sites and Structures to the National Register

National Register status is primarily an honor, not a restriction, and it allows property owners to take advantage of benefits such as tax credits. In addition, the Register listing provides some protection from projects funded or approved by the federal government. The first step should be to nominate those three that remain of the four sites and structures identified in the 1994 Historical and Architectural Survey as eligible for the National Register. Additionally, the sites on the former Naval Shipyard that

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41 State tax credits are available for residential rehabilitations. More information is available from the South Carolina State Historic Preservation Office at http://www.state.sc.us/scdah/hphistorichomestax.htm. Federal tax credits are available to owners of income-producing property, such as commercial buildings or rental property. More information on these credits can be found at http://www.cr.nps.gov/hps/tps/tax/incentives/index.htm.

42 More information on this topic is available at the National Park Service Website: http://www.cr.nps.gov/nr/results.htm.

43 As stated in the previous chapter, John C. Calhoun Homes have already been demolished. The remaining sites, which could still be listed on the Register, are the Five-Mile Viaduct, war-era housing projects (Ben Tillman Homes and School and George Legare Homes), and General Asbestos and Rubber Company (GARCO) Employee Housing.
have been determined eligible should be nominated to the Register.44 Future surveys should seek to identify other significant historic resources.

2. Create Local Historic Districts

   Designating areas of the city as historic districts acknowledges the historic character that exists in the city fabric and allows those areas to maintain that character. A historic preservation ordinance must delineate the authority by which the local government can act in protecting historic resources. Legal basis exists in zoning laws for the creation of historic overlay zones, and there are thirty five such zones in South Carolina.45 North Charleston should use this precedent to create at least one district to protect its historic resources. The ordinance creating the district should include the creation of a preservation commission to review demolitions, relocations, additions, and changes to existing structures, as well as new construction in the district.46 A preservation ordinance is not intended to freeze a neighborhood in time, but rather to manage change to ensure the area retains its original character.47

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44 These sites are the Death House, Officer's Housing, Marine Barracks, and the Eternal Father of the Sea Chapel. Alternatively, if the entire former Navy Base were declared a National Register Historic District, these sites could be declared contributing structures and not need to be individually listed.

45 An overlay zone refers to a zone that coexists with existing zoning codes, but places additional regulations on the affected properties. The property in the historic overlay zone retains its original zoning status such as Single Family Residential, or Commercial. More information is available at the South Carolina State Historic Preservation web page: http://www.state.sc.us/scdah/hplgsetup.htm.


47 See Appendix for a sample preservation ordinance.
It is a separate process, but these local historic districts could also be nominated to the National Register, in addition to the four individual properties discussed above. Historic district status is preferable to naming significant buildings as landmarks in these neighborhoods, because the historic structures of North Charleston can best be understood as part of their neighborhoods, not only as individual properties. By protecting the context of the historic areas, people can appreciate the development and growth of North Charleston. A city can have one or more local historic districts, and the creation of two such districts would be important first steps for North Charleston.

Olde North Charleston Area

The area known as Olde North Charleston is near Park Circle and contains some of the oldest homes in North Charleston. The area provided houses for workers at the Naval Base, upper management of General Asbestos and Rubber Company, and other working professionals. The area is primarily single-family Craftsman bungalows. The Olde North Charleston Neighborhood Council (ONCNC) is interested in creating a historic district which covers the residential neighborhood within their boundaries, in addition to the commercial district on East Montague Avenue.\footnote{Sean Dennis, interview by author, February 8, 2006.} Chapter Five of this document provides suggested design guidelines for this area.

Naval Base

The Naval Base is a much more heterogeneous area than Olde North Charleston, containing residential, commercial, and industrial buildings from many different periods;
hence, its management as a historic district would be much different. The Naval Base
has been an integral part of North Charleston’s history, and the base includes many
interesting historic structures, such as the officer’s quarters and the Beaux-Arts style
power plant. Naming the property as a historic district will ensure the future development
of the area is sensitive to its historic resources.

The Noisette master plan addresses several of the historic areas of the old Navy
Base, including the Officer’s Quarters, the row of former storehouses, and the power
plant. These structures are scheduled to be reused in the new River Center section of
Noisette. However, the plan does not address some of the sites individually eligible for
the National Register, including the World War II-era chapel, and the 1910 Marine
Barracks.49 All of the historic structures on the former Navy Base, including those slated
for reuse, need the protection a historic district can bring.

The historic district should not excessively restrict new construction, since the
nature of the Navy Base was fluid and constantly growing, but the new buildings should
speak to the historic context of the area. In the reuse of old buildings, renovations should
avoid “gutting,” or “facadism,” which removes most of the historic fabric and only leaves
a shell. With consideration for the historic nature of the former Navy Base, the area can
continue to be the economic and social center of the Noisette area.

3. Apply for Certified Local Government Status

To encourage local preservation initiatives, the South Carolina State Historic
Preservation Office (SHPO) promotes the Certified Local Government (CLG) Program.

49 Noisette Master Plan, 6.11.
Cities that become listed as CLGs are eligible for federal grants set aside only for those municipalities that are involved in the program. Other benefits include technical assistance through the SHPO such as seminars for members of the design review board, and participation in statewide preservation planning programs.\(^{50}\)

The requirements to become a Certified Local Government are all important parts of local preservation and are outlined in other sections of this chapter. There are four major requirements that a town must perform to qualify for CLG status: survey their historic resources, enact and enforce one or more preservation ordinances, create a preservation planning commission, and encourage public participation in preservation.

The survey facilitates planning by identifying historic resources and evaluating their significance.\(^{51}\) The 1994 Historical and Architectural Survey meets this requirement, but because the state requires CLGs to maintain a system for identifying historic resources, North Charleston should plan to update and expand the inventory in the future. CLG grants can be used for this purpose.

The preservation ordinance would protect a local historic district, as discussed earlier in this chapter. As part of the ordinance, a preservation planning commission would be set up for each historic district. The preservation planning commission, or historic district review board, should consist of five to seven local professionals and generally includes those with expertise in history, architecture, and building methods; all

\(^{50}\) South Carolina State Historic Preservation web page, available at http://www.state.sc.us/scdah/hplgelg.htm.

members should have an interest and familiarity with preservation. The board should meet as often as it needs to make timely decisions, but no less than three times a year.52

The fourth requirement to become a CLG is to foster public participation in the preservation program. This obligation is met by having all meetings of the review board open to the public and the results of each meeting announced publicly in the news media. The planning commission should also include public discussion of all actions including National Register nominations. Public education in the benefits of preservation can also encourage public participation in the process. Walking tours, informational brochures, and other publications are examples of public education efforts and these can be funded by CLG grants.53 These public education initiatives are discussed more fully below.

4. Create Design Guidelines

Design guidelines should be developed for the local historic districts. Guidelines are formulated with input from residents and define what is architecturally appropriate for alterations, additions, and new construction in the historic district. Generally, they employ text and images to illustrate what is acceptable and compatible with the rest of the district.54 The use of design guidelines is important in order to set an objective standard for review, and ensure fair decisions. They only refer to the exteriors of the

52 South Carolina Code of Regulations, Chapter 12, Article I (12-102). Available at: http://www.sesatehouse.net/coderegs/c012.htm#12-100.
The City of Charleston Board of Architectural Review meets bi-weekly; the towns of Mt. Pleasant and Summerville each have commissions that meet monthly.


54 “Preservation Hotline #10: FAQs about Local Historic Districts” http://www.state.sc.us/scdah/hphln10.pdf.

26
buildings and are not intended to unduly restrict the stylistic preferences of the owner. Please see Chapter Five for a set of proposed design guidelines.

5. Public Education

Education is key to implementing a preservation plan. Community support depends on the local population understanding the benefits of living in a historic area and owning an older home. The following are suggested ways to inform the public about their neighborhood’s history and architecture.

Walking Tours

Neighborhood walking tours could take place in the evenings a few times a year. Residents and nonresidents could enjoy learning about the history of the neighborhood and hearing interesting stories about some of the houses. The tours could be run by the local neighborhood commission as a fundraiser, or by the City as a free event.

Old House Fair

An Old House Fair is a weekend event where homeowners and preservation professionals can get together to share information about owning a historic building. The fair would take place in a public area such as a school gymnasium, and there can be demonstrations of useful skills such as historic window repair and education on such subjects as how to maintain wood siding. Charleston, with its long history of preservation, is home to some of the nation’s most experienced preservationists, and the

residents of North Charleston could take advantage of their proximity to such a resource. 56

Plaque and Award Program

An awards program should be set up to honor homeowners who have maintained their historic houses or made sensitive improvements to their property. A “House of the Month” sign or plaque, along with a profile in the newspaper or neighborhood newsletter, would draw attention to good stewardship of historic property. The appreciation of notable preservation projects would be a form of public education, in addition to increasing neighborhood pride. 57

Brochure

One of the most interesting things about living in an old house is discovering who lived there before and what interesting events happened there. There are many resources to learning a property’s history, from deed records at the county offices to newspaper archives available at the library. A brochure informing homeowners of these resources would inspire research and appreciation of the historic nature of North Charleston. In addition, other brochures could be created on topics such as the history of the town, home maintenance, the historic districts, and tax credit programs.

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56 Cities such as Pittsburgh and Nashville have annual Old House Fairs. For examples of their lectures and exhibits, see the websites at http://www.phlf.org/events/oldhousefair/schedule.html and http://www.historicnashville.org/oldhouse2003/.

57 North Charlestonians may already be familiar with the Carolopolis Awards, given by the Preservation Society to excellent examples of rehabilitations and preservation in downtown Charleston.
Website

A website would be a clearing house of all the resources delineated in this plan. The site could feature the House of the Month, give some of the information available in the brochures, and have links to other preservation websites, such as the National Trust for Historic Preservation, and the South Carolina State Historic Preservation Office. It could also have a message board where residents could exchange information.
CHAPTER V: SUGGESTED DESIGN GUIDELINES

This chapter outlines suggested design guidelines for the residential areas of the proposed Olde North Charleston Historic District. The commercial corridor on Montague Avenue would require separate guidelines, due to the differences in use and architectural styles. These design guidelines are intended to promote desirable qualities in building construction and rehabilitation in the Historic District.\textsuperscript{58}

\textsuperscript{58} National Park Service website, http://www.cr.nps.gov/hps/workingonthepast/writingsteps.htm
General

A. New buildings and additions should be similar to others in the neighborhood in height and scale.

B. Neighborhoods should respect original development patterns. Maintaining consistent setbacks and building orientation preserves neighborhood character.

Figure 2: Homes in the Olde North Charleston District with similar setbacks and scale (Photo: Angela Kleinschmidt).

C. It is preferable to maintain or repair original materials rather than replace them with new materials.

D. In the event that replacement of original materials is necessary, the new material should be as much like the original material as possible in design and quality.
Architectural Features

Roofs

A. The pitch of the roof and the size of the overhangs are noticeable characteristics of architectural styles, and these features should not be altered.

B. Exposed roof rafters should not be removed or boxed in. (Exposed roof rafters are a characteristic of the Craftsman-style, and are common to the Olde North Charleston area. They should be maintained and appreciated.)

Figure 3: The exposed rafter tails on this home are a distinctive feature (Photo: Angela Kleinschmidt).

Façades

A. Cutting new openings for windows and doors in the front façade of a house should be discouraged.
B. Major features such as columns and porches should retain their original characteristics. The squat, flared rectangular columns traditionally used in Arts and Crafts are a distinguishing feature and should not be covered or removed.

![Image of a house with short columns and a deep front porch]

*Figure 4: Short columns on a house with a deep front porch (Photo: Angela Kleinschmidt).*

Siding

The original wall material, whether wood siding, brick, or stucco should be maintained, repaired, or if necessary, replaced in kind. The replacement of original material with vinyl or metal siding is strongly discouraged for the following reasons:

- **Economy is questionable.** Artificial siding may dent, crack, warp, or lose its finish, and it is extremely difficult to repair. The homeowner could be forced to paint, or fully replace the siding, at a large cost.
Destruction to original materials. All natural siding is intended to be exposed to air so that the moisture inside it can be allowed to escape. Artificial siding is usually placed on top of existing siding on a historic property and inhibits this process. When moisture causes damage to the underlying material, the damage can be difficult or impossible to detect and repair.

Aesthetics. The method of applying artificial siding covers architectural details and greatly alters the appearance of a historic home.

Paint
A. Historically, the style of the neighborhood has been to paint the trim a contrasting color to the rest of the house. Monochromatic paint schemes stray from this original approach, and should not be approved. However, specific paint colors will not be regulated by the design commission,

B. If brick was originally unpainted, it should remain so. Covering traditionally unpainted brick can lead to water damage, and it dramatically alters the look of the home.
CHAPTER VI: CONCLUSION

The goal of this preservation plan was to give recommendations on how North Charleston can protect its valuable historic resources. The main components of the plan for action consisted of continuing to survey the area to identify historic sites, nominating eligible sites to the National Register for recognition, and creating historic districts to protect historic neighborhood fabric and to encourage responsible preservation of buildings. Other recommendations were to apply for Certified Local Government status and increase public education on preservation matters.

Overall, North Charleston is heading in the right direction. Only a few years ago, the oldest parts of the city had some of the highest crime rates and lowest property values in the area. Now, property values and rising, and more effort is being put into maintaining and renovating the homes and businesses. However, with the area becoming more desirable, there is a risk that historic fabric could be sacrificed to new construction.

The greatest challenge in implementing the preservation plan may be convincing people that North Charleston has enough historic character to merit such an effort. For this reason, the public education component is a crucial element of the plan. It may take time to convince the public that the money and effort invested in historic preservation can be more rewarding than that put into new construction. Even those who agree that North Charleston has historic character may not be convinced that the historic resources need the protection of National Register listing and/or local historic district designation. Unfortunately, without official recognition, important historic sites are at risk of being
lost. However, with diligence and responsible planning, North Charleston can become a successful twenty-first century city while preserving its historic character.
APPENDIX

SAMPLE HISTORIC PRESERVATION ORDINANCE
FOR SOUTH CAROLINA'S COMMUNITIES*59

ESTABLISHING LOCAL HISTORIC PROPERTY DESIGNATION AND
DESIGN REVIEW

* Note: Items appearing in parentheses and underlined are for instructional purposes

SECTION 1. TITLE

The title of this ordinance shall be the (use the relevant City/County name) Historic Preservation Ordinance.

SECTION 2. PURPOSE

The purpose of this ordinance is:

(1) to protect, preserve and enhance the distinctive architectural and cultural heritage of (use the relevant city/county name);

(2) to promote the educational, cultural, economic and general welfare of the people of (use the relevant city/county name);

(3) to foster civic pride;

(4) to encourage harmonious, orderly and efficient growth and development of (use the relevant city/county name);

(5) to strengthen the local economy; and

(6) to improve property values.

It is the hope of the (use the relevant city/county name) that by encouraging a general harmony of style, form, proportion and material between buildings of historic design and those of contemporary design, the (city's/county's) historic buildings and historic districts will continue to be a distinctive aspect of the (use the relevant city/county name) and will

59 This sample ordinance was prepared by the South Carolina State Historic Preservation Office and is available at http://www.state.sc.us/scdah/fs7modelord.htm.
serve as visible reminders of the significant historical and cultural heritage of the (use the relevant city/county name) and State of South Carolina.

This ordinance is part of the zoning ordinance of (use the relevant city/county name) and is enacted pursuant to the South Carolina Code of Laws, Sections 6-29-710 and Section 6-29-870 et sequitur. (The ordinance can also be referenced in the zoning ordinance and adopted as a separate ordinance. If the general zoning ordinance is still operating under the authority of Title 5 it will be necessary to include or substitute those citations; e.g. SCCL 6-29-710, 6-29-870 et sequitur or SCCL 5-23-320.)

SECTION 3. DEFINITIONS

Alteration

A change in the external architectural features of any historic structure or in the interior of any such structure if the interior feature is specifically included in the historic designation; a change in the landscape features of any historic site or place; or work having an adverse effect upon designated archaeological resources.

Certificate of Appropriateness

Document issued by the Board of Architectural Review, following a prescribed review procedure, certifying that the proposed actions by an applicant are found to be acceptable in terms of design criteria relating to the individual property or the historic district.

Historic District

An area, designated by the (city/county) council, upon the recommendation of the Board of Architectural Review and pursuant to the provisions of this ordinance.

Historic Property

Any place (including an archaeological site or the location of a significant historical event), building, structure, work of art, fixture or similar object that has been individually designated by (city/county) council or designated as a contributing property within a historic district.

Public Space within a building
Spaces designed for use by the public, such as auditoriums, court rooms, lobbies, entrance halls, etc. These spaces are usually gathering places as opposed to corridors for public use.

**Substantial Hardship**

Hardship, caused by unusual and compelling circumstances, based on one or more of the following:

a. the property cannot reasonably be maintained in the manner dictated by the ordinance,

b. there are no other reasonable means of saving the property from deterioration, or collapse, or

c. the property is owned by a nonprofit organization and it is not feasible financially or physically to achieve the charitable purposes of the organization while maintaining the property appropriately.

**SECTION 4. ARCHITECTURAL REVIEW BOARD ESTABLISHED**

**4.1 Creation**

To implement the provisions of this ordinance, there is hereby established a Board of Architectural Review, hereinafter referred to as the Board, for the (use the relevant city/county name) consisting of (5,7,9) members. Members shall be appointed by the (use the relevant city/county name) council upon the recommendation of the Board.

**4.2 Composition and Qualifications.**

All members of the board shall have a demonstrated interest in historic preservation. If available in the community, the board should have at least one member who is qualified as:

1. a historian, knowledgeable in local history,

2. an architect or if an architect is not available to serve, someone knowledgeable in building design and construction.

(Other designated members can be listed, such as, a lawyer, a real estate agent, engineer, and representative of the historical society.)
No members shall hold any other (municipal/county) office. S.C. Code 6-29-870(C).

(A representative of the zoning commission could serve only as an ex-officio, non-voting member.)

Members shall assume their duties at the first regular meeting after their appointment. Members shall serve without compensation except for reimbursement for authorized expenses attendant to the performance of their duties.

4.3 Terms of Office.

The term of office for each member shall be two years. Any person who has served as a member of the Board for three consecutive terms shall not be eligible for reappointment for at least one year. A term of less than one year shall not be counted in determining eligibility for reappointment.

Membership shall be identified by place numbers 1 through (5/7/9). Terms of office for members in the odd-numbered places shall expire in odd numbered years; terms for even-numbered members expire in even numbered years, provided, however, that each member shall serve until his successor is appointed and installed.

4.4 Removal.

Any member of the Board may be removed by the (mayor/chairman of county council) upon confirmation of the (city/county) council, for repeated failure to attend meetings of the Board or for any other cause deemed sufficient by the (mayor/chairman of county council).

4.5 Appointment to Fill a Vacancy.

If any place on the Board becomes vacant due to resignation, removal, or for any reason, the (mayor/ chairman of county) council shall appoint a replacement within 60 days for the remainder of the unexpired term, subject to confirmation by the (city/county) council.

4.6 Conflicts of Interest.

Any member of the board who has a personal or financial interest, either directly or indirectly, in any property which is the subject of, or affected by, a decision of the Board shall be disqualified from participating in the decision of the Board concerning the property.

4.7 Liability of Members.
Any member of the Board acting within powers granted by the ordinance shall be relieved from personal liability for any damage and held harmless by the (use the relevant city/county name). Any suit brought against any member of the Board shall be defended by a legal representative furnished by the (city/county) until the termination of the proceedings.

(Note. See appendix E of the Comprehensive Planning Guide for Local Governments, "Board of Architectural Review Rules of Procedure" that sets forth the officers and duties of each, a hearing procedure, an appeals procedure and requirements for records. Appendix G of the same publication contains a sample form for notice of a Board of Architectural Review Hearing. Appendix H has a form for issuing a Stop Order to halt unapproved work.)

SECTION 5. POWERS AND DUTIES

The responsibility of the Board is to promote the purposes and objectives of this ordinance, to review and recommend to (city/county) council the designation of individual historic properties and historic districts, and to review plans and applications, as hereinafter provided, for all construction within historic districts and construction or demolition pertaining to or affecting duly designated historic properties. The Board shall have the power to approve, approve with modifications or deny approval for such applications in accordance with the prescribed procedures and guidelines.

SECTION 6. HISTORIC PROPERTY INVENTORY

The Board shall maintain a local inventory of buildings, structures, objects, and sites more than fifty years old. These records shall be available to the public.

SECTION 7. DESIGNATION OF HISTORIC PROPERTIES.

7.1 Criteria for Historic Designation.

The Board shall review the local inventory and make recommendations for historic designation(s) to (city/county) council based on the following criteria.

A property may be designated historic if it:

1. has significant inherent character, interest, or value as part of the development or heritage of the community, state, or nation; or

2. is the site of an event significant in history; or

3. is associated with a person or persons who contributed significantly to the culture and development of the community, state, or nation; or
4. exemplifies the cultural, political, economic, social, ethnic, or historic heritage of the community, state, or nation; or

5. individually, or as a collection of resources, embodies distinguishing characteristics of a type, style, period, or specimen in architecture or engineering; or

6. is the work of a designer whose work has influenced significantly the development of the community, state or nation; or

7. contains elements of design, detail, materials, or craftsmanship which represent a significant innovation; or

8. is part of or related to a square or other distinctive element of community planning; or

9. represents an established and familiar visual feature of the neighborhood or community; or

10. has yielded, or may be likely to yield, information important in pre-history or history.

(Note. These criteria are suggested, however, each community should review and revise them to reflect the needs and comprehensive plan for their community.)

7.2 Owner Notification.

Owners of properties proposed to be designated historic shall be notified in writing thirty days prior to consideration by city/county council. Owners may appear before the (city/county) council to voice approval or opposition to such designation.

(Additionally, the planning commission shall provide its formal comment to the council on ordinance adoption, amendment, and designation and may also serve as the entity conducting the required public hearing if so authorized by council.)

7.3 Identification on Town Zoning Map.

All locally designated historic properties and historic districts shall be clearly shown on the zoning map.

7.4 Opposition to Designation
Any property owner may object to the decision by the (city/county) council to designate his property as historic by filing suit against the (use the relevant city/county name) before the Courts of the State of South Carolina.

(Note: This suit must be based on procedural nonconformities in the designation process or on the misapplication of the criteria for designation as specified in the (city's/county's) ordinance or under SCCL 6-29-870.0 not simply on the desire not to be included in the locally designated district. In the case of individual landmarks, the basis for challenging designation is the same.)

SECTION 8. JURISDICTION OF THE BOARD OF ARCHITECTURAL REVIEW

The jurisdiction of the Board, in general, is the (city limits/county line). The jurisdiction of the Board for the recommendation of properties to be designated historic is the (use the relevant city/county name) limits. The jurisdiction of the Board for the review of proposed alteration to exteriors of buildings, new construction, and demolition is the individual properties and areas that have been designated by the (use the relevant city/county name) council as historic.

* If the designating entity is a county, incorporated places are usually outside the jurisdiction of its Board unless included by specific agreement.

SECTION 9. NOMINATIONS TO THE NATIONAL REGISTER OF HISTORIC PLACES

The Board may conduct first review and evaluation of all proposed nominations for the National Register of Historic Places for properties that are within its jurisdiction, prior to consideration by the State Board of Review. The Board may send their recommendations to the State Historic Preservation Office for consideration at the meeting of the State Board of Review. The Board shall not nominate properties directly to the National Register; only the State Board of Review shall have this final review authority unless expressly authorized by federal statute.

SECTION 10. CERTIFICATE OF APPROPRIATENESS

General:

A Certificate of Appropriateness is required before a building permit can be issued for the demolition, new construction, exterior alteration, modification or addition to a designated historic property. Any building permit not issued in conformity with this ordinance shall be considered void.
Application for a Certificate of Appropriateness must be signed by the owner or his authorized representative and the form must be signed by the chairman or vice-chairman of the Board stating its approval, denial, or approval with conditions and the reasons for the decision.

10.1 Required Procedure.

An application for a Certificate of Appropriateness shall be obtained from (insert the appropriate city or county office here), and when completed, filed with the appropriate administrative official as designated by the Board.

10.2 Time limits.

Applications for a Certificate of Appropriateness shall be considered by the Board at its next regular meeting, provided they have been filed at least seven (7) calendar days before the regularly scheduled meeting of Board. If the Board fails to take action upon any application within 45 days after the complete application is received, the application shall be considered approved, except in cases where the Board has postponed an application to demolish a structure under the provisions contained in this ordinance.

10.3 Board Action on Application.

The Board shall review the application, using the design guidelines appearing in Section 11 of this ordinance to make findings of fact to decide whether or not the applicant's plans are appropriate. The decision of the Board, along with the reasons for each decision, will be recorded in the minutes and will be available upon request as a public reference for preservation procedures.

10.4 Contents of Application.

The Board shall, in its Rules of Procedure, require data as are reasonable and necessary to determine the nature of the application. An application shall not be considered complete until all the required data have been submitted.

10.5 Notification of Affected Property Owners.

Prior to the issuance of an approval or denial of a Certificate of Appropriateness, the Board shall inform the owners of any property likely to be materially affected by the application, and shall give the applicant and such owners an opportunity to be heard.

10.6 Submission of a new Application.
If the Board determines that a Certificate of Appropriateness should be denied, a new application affecting the same property may be submitted only if substantial change is made in the plans for the proposed work.

10.7 Maintenance, Repair, and Interior Projects.

Nothing in this document shall be construed to prevent the ordinary maintenance or repair of any exterior architectural feature of structures designated as historic when that repair does not involve a change in design, material, color, or outer appearance of the structure. The Board shall not consider the interior arrangements or alterations to the interior of a building unless the interior of a public building or the public space of a private building is specifically described and designated as historic. The Board may authorize a staff member to approve minor projects involving repairs and ordinary maintenance that do not alter design, materials, color or the outer appearance of a structure or interior projects not subject to design review.

10.8 Fines and Penalties.

The system of fines applied by the (use the relevant city/county name) for violation of the building code will apply to violations of this ordinance.

10.9 Substantial Hardship.

In the event a Certificate of Appropriateness is denied, the property owner may apply for an exemption based on the substantial hardship of maintaining the property according to the design guidelines for historic properties. Substantial hardship is to be considered by the Commission where one or more of the following unusual and compelling circumstances exists:

a. the property cannot reasonably be maintained in the manner dictated by the ordinance,

b. there are no other reasonable means of saving the property from deterioration, or collapse, or

c. the property is owned by a nonprofit organization and it is not feasible financially or physically to achieve the charitable purposes of the organization while maintaining the property appropriately.*

The owner may be required to submit documents to show that he cannot comply with the design guidelines and earn a reasonable rate of return on his investment in the property. Information required may include:
1. costs of the proposed development with and without modification needed to comply with the design guidelines as determined by the Board,

2. structural report and/or a feasibility report,

3. market value of the property in its present condition and after completion of the proposed project,

4. cost of the property, date purchased, relationship, if any, between seller and buyer, terms of financing,

5. for the past two years, annual gross income from the property with operating and maintenance expenses, depreciation, and annual cash flow before and after debt service during that time, and

6. other information considered necessary by the Board to determine whether or not the property may yield a reasonable return.

10.10 Demolition.

If the Board denies, or postpones for 180 days, a request to demolish a historic building, the Board shall work closely with the owner to find an appropriate use for the property, to help find a buyer or to obtain funding for rehabilitation, including low interest loans or grants. The Board shall inform the community concerning the threat to the building, its value as part of the fabric of the community and, through publicity and contacts with civic groups, seek to provide assistance in preserving the property.

SECTION 11. DESIGN GUIDELINES

11.1 Intent.

It is the intent of this ordinance to ensure, insofar as possible, that properties designated as historic shall be in harmony with the architectural and historical character of the (use the relevant city/county name). In granting a Certificate of Appropriateness, the Board shall take into account the architectural and historical significance of the structure under consideration and the exterior form and appearance of any proposed additions or modifications to that structure as well as the effect of such change or additions upon other structures in the vicinity.*

*<-(The Board can issue specific design guidelines for separately designated areas containing different categories of resources. Usually these guidelines are adopted by council.).>

11.2 The Secretary of the Interior's Standards for Rehabilitation.
When considering an application for a Certificate of Appropriateness for new construction, alteration, repair, or restoration, the Commission shall use the Secretary of the Interior's Standards for Rehabilitation as guidelines in making its decisions. In addition, the Board may adopt more specific guidelines for local historic districts and local historic buildings. These guidelines serve as the basis for determining the approval, approval with modifications, or denial of an application.

The Secretary's Standards for Rehabilitation are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2. The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other buildings, will not be undertaken.

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the
old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

SECTION 12. APPEALS

Any person may appeal a decision of the Board to the Courts of South Carolina pursuant to the South Carolina Code of Laws, Section 6-29-900 et sequitur.